



RESEARCH ARTICLE

Operational Interaction Framework for Enhancing Public Service Performance in Integrated Urban Transportation Systems

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Abstract

The consistent implementation of public transportation services poses a significant governance challenge in rapidly growing metropolitan areas. Jakarta's integrated public transportation system, JakLingko, is expected to provide accessible, reliable, and responsive services to passengers. This study analyzes the implementation of public services on JakLingko Route 88 (Ancol Barat–Tanjung Priok Terminal) by proposing an operational mechanism that includes service provision, information delivery, and facility management, illustrating how policy objectives are translated into daily operations. While prior research has focused on service quality, passenger satisfaction, and collaborative governance, there has been limited exploration of the mechanisms underlying public service implementation in practice. Most studies assess service outcomes or governance structures but lack insight into how implementation occurs through interactions among operational actors and communication processes. This highlights the need for a process-oriented analysis of public service implementation at the operational level. Using a qualitative descriptive approach, data were collected through observations, in-depth interviews, and documentation from one operational manager, two drivers, and two passengers selected via purposive and snowball sampling. The analysis followed the interactive model of Miles, Huberman, and Saldaña, involving data condensation, display, and conclusion drawing. Findings reveal that effective public service implementation relies on the interaction between operational coordination, adaptive communication, and supporting facilities in response to dynamic urban traffic conditions. This study enriches the implementation perspective of Hill and Hupe and emphasizes the importance of adaptive coordination, integrated digital systems, and preventive facility management to enhance urban public transportation resilience.

Keywords

Public service implementation; Urban public transportation; Service delivery; Operational governance; Integrated public transport.

1 | INTRODUCTION

Public service plays a fundamental role in fulfilling citizens' needs through the provision of services, information, and public facilities. The quality of public service is widely recognized as a key indicator of good governance, reflecting the government's capacity to deliver services that are effective, efficient, transparent, and accountable. Furthermore, high-quality public service contributes to strengthening public trust in government institutions, maintaining social stability, and supporting sustainable development (Sumardi, 2023). In this context, public service encompasses all activities undertaken by governments and public institutions to meet citizens' needs and expectations through the provision of services, information, and facilities aimed at improving public welfare and quality of life (Eny Haryati *et al.*, 2024). One of the most visible manifestations of public service is urban public transportation, which plays a strategic role in supporting citizens' mobility, economic activities, education, and social interaction. As urban populations continue to grow, governments are expected to provide transportation services that are accessible, integrated, reliable, and responsive to users' needs. In Jakarta, this commitment is reflected in the implementation of the JakLingko integrated transportation system, which aims to connect various public transport modes through an integrated network and payment system. Despite these policy efforts, ensuring effective public service implementation remains a significant challenge, as service delivery is influenced not only by policy design but also by operational practices involving frontline personnel, communication with passengers, and the management of supporting facilities.

Previous studies on JakLingko have predominantly focused on service quality (SERVQUAL), passenger satisfaction, and collaborative governance. While these studies have generated valuable insights into service performance and governance outcomes, they have paid limited attention to the mechanisms of public service implementation itself. Specifically, they have not adequately explained how implementation is translated into everyday operational practice through the interactions among operational actors, communication processes, and supporting facilities. Consequently, an important theoretical gap remains regarding how public service implementation operates at the operational level. Addressing this gap, the present study investigates the implementation of public services on JakLingko Route 88 (Ancol Barat–Tanjung Priok Terminal) by examining three interrelated operational dimensions: service provision, information delivery, and facility management. Although public transportation has frequently been discussed from the perspectives of service quality and passenger satisfaction, understanding how public services are implemented requires a stronger implementation perspective. Earlier implementation theories, such as those proposed by Van Meter and Van Horn, Mazmanian and Sabatier, and Edward III, primarily emphasize policy objectives, implementation variables, administrative structures, and the factors influencing policy success. While these perspectives are valuable for evaluating policy implementation, they provide limited explanation of how implementation unfolds through everyday interactions among service providers and users in operational settings.

In contrast, Hill and Hupe (2022) conceptualize implementation as a governance process involving continuous interactions among implementing organizations, frontline service providers, and service users. This perspective is particularly appropriate for examining integrated urban transportation services such as JakLingko, as service implementation is shaped not only by formal policy design but also by organizational coordination, communication processes, frontline discretion, and the management of supporting facilities. Consequently, implementation should be understood as a dynamic service process rather than merely the final outcome of policy execution, making the Hill and Hupe perspective more suitable for explaining the operational mechanisms of public service implementation in this study. Previous studies have extensively examined JakLingko from several perspectives, particularly service quality, passenger satisfaction, and collaborative governance. Aprillia and Widowati (2024) assessed the quality of JakLingko services by applying service quality dimensions to evaluate passengers' perceptions of operational performance. Their findings highlighted the importance of reliability, responsiveness, and service accessibility in shaping users' evaluations. However, the study primarily measured perceived service quality and did not explain how public services are operationally implemented through interactions among frontline actors and service users. Similarly, Arifin and Widyaningsih (2021) found that service quality significantly influences passenger satisfaction among Microtrans JakLingko users. Although their study demonstrated the relationship between service quality and user satisfaction, it emphasized service outcomes rather than the implementation processes that produce those outcomes.

Fikri *et al.* (2025) further identified operational reliability as one of the principal determinants of passenger satisfaction within Jakarta's integrated public transportation system. Nevertheless, their analysis focused on identifying determinants of satisfaction without examining how operational practices, communication, and supporting facilities interact during everyday service delivery. Meanwhile, Rahma *et al.* (2024) investigated the implementation of the JakLingko program through the perspective of collaborative governance, emphasizing the importance of inter-organizational coordination in policy implementation. While this study contributed to understanding institutional collaboration, it paid relatively little attention to how implementation is translated into operational practices by frontline personnel who directly interact with passengers. Collectively, these studies provide important insights into service quality, passenger satisfaction, and governance arrangements; however, they predominantly evaluate implementation outcomes or institutional relationships rather than explaining the mechanisms through which public service

implementation operates in daily practice. Specifically, previous studies have not comprehensively examined how service provision, information delivery, and facility management function as interconnected operational dimensions through which public services are implemented on a specific transportation route. Consequently, an important theoretical gap remains regarding the operational mechanisms that translate public service policies into everyday implementation.

Addressing this gap, the present study investigates the implementation of public services on JakLingko Route 88 (Ancol Barat–Tanjung Priok Terminal) by integrating these three operational dimensions within the implementation perspective proposed by Hill and Hupe (2022). Accordingly, this study qualitatively examines the implementation of public services on JakLingko Route 88 from the perspectives of operational managers, drivers, and passengers. Unlike previous studies that primarily evaluated service quality, passenger satisfaction, or collaborative governance, this study focuses on how public service implementation is operationalized in everyday practice. Specifically, it integrates three interrelated operational dimensions—service provision, information delivery, and facility management—into a single analytical framework to examine how these dimensions interact in delivering public transportation services. Rather than treating these dimensions as separate aspects of service performance, this framework conceptualizes them as complementary implementation mechanisms that collectively translate policy objectives into operational practice. Within the context of JakLingko Route 88, this study offers a more process-oriented understanding of public service implementation and provides an analytical framework that may be applied and further examined in future studies of integrated public transportation.

2 | BACKGROUND THEORY

The implementation of integrated public transportation has emerged as a crucial strategy for enhancing urban mobility and strengthening the delivery of public services in metropolitan areas. In Jakarta, this strategy is exemplified by the development of the JakLingko integrated transportation system, which connects multiple public transport modes, including TransJakarta, Mikrotrans, MRT Jakarta, LRT Jakarta, and the Commuter Line, through an integrated service and payment network. The implementation of JakLingko is supported by Governor Regulation of the Special Capital Region of Jakarta Number 63 of 2020, which provides the legal foundation for improving accessibility, service integration, efficiency, and service quality. From a public service perspective, however, the effectiveness of such an integrated transportation system cannot be assessed solely through policy design or regulatory support. It also depends on how policies are translated into operational practices through interactions among implementing organizations, frontline service providers, and service users. Therefore, understanding integrated public transportation necessitates an implementation perspective that elucidates the operational processes through which public services are delivered in everyday practice.

Despite the existence of an integrated policy framework, policy implementation cannot be adequately evaluated solely through formal regulations or policy achievements. Hill and Hupe (2022) conceptualize implementation as a governance process in which public policies are translated into everyday service practices through continuous interactions among implementing organizations, frontline service providers, and service users. This perspective emphasizes three essential components of implementation: the delivery of public services by frontline actors, communication and information exchange between service providers and users, and the organizational capacity to manage the resources and facilities necessary for sustaining service delivery. These components are particularly relevant in integrated public transportation, as the effectiveness of implementation depends on how operational actors coordinate services, communicate with passengers, and ensure that supporting facilities function properly in daily operations.

Rather than proposing a new implementation theory, this study operationalizes the governance perspective developed by Hill and Hupe (2022) into an analytical framework applicable to the context of integrated urban transportation. The proposed framework serves as an operational representation of implementation processes, enabling the examination of how interactions among organizations, frontline personnel, and service users shape the delivery of public services in daily transport operations. These three dimensions constitute the analytical framework for examining how public service implementation is translated into operational practice on JakLingko Route 88. Recent international studies have consistently highlighted the importance of operational aspects in determining the effectiveness of integrated public transportation, particularly in three interrelated areas: operational service delivery, communication, and supporting facilities. Suzianti and Shafira (2021) emphasized that user-centered public transportation relies on well-coordinated operational services and communication systems that effectively respond to passengers' needs, underscoring the significance of service provision and information delivery in everyday operations. Similarly, Abu Bakar *et al.* (2022) found that effective public transportation is shaped not only by vehicle performance but also by staff interaction, information systems, accessibility, and supporting facilities, indicating that communication and facility management are integral components of service implementation. Collectively, these studies demonstrate that operational effectiveness is influenced by multiple interconnected

dimensions rather than by a single service attribute. However, they primarily identify the determinants of effective public transportation without conceptualizing how these dimensions interact as implementation mechanisms within a public service implementation framework. Building on these findings, the present study integrates service provision, information delivery, and facility management into a unified analytical framework to examine how their interaction shapes the implementation of public services on JakLingko Route 88.

A similar pattern can be observed in the broader international literature on public transportation. Chauhan *et al.* (2021) identified transfer facilities, travel information, staff management, and accessibility as key determinants of perceived service quality in multimodal transportation systems. Conceptually, these findings suggest that effective public service implementation depends on the integration of operational service delivery, communication with users, and the availability of supporting facilities rather than on isolated service attributes. Likewise, Chocholáč *et al.* (2025) argued that integrated passenger transportation should be evaluated not only through operational performance indicators but also through information integration, accessibility, and coordination among transport modes. This perspective reinforces the view that implementation effectiveness is shaped by the interaction between service operations, information management, and supporting infrastructure. Collectively, these studies provide an important conceptual foundation for understanding the operational dimensions of public service implementation. However, they primarily examine these aspects as determinants of service performance and do not explicitly conceptualize them as interconnected implementation mechanisms within a public service implementation framework. Building on these studies, the present research integrates service provision, information delivery, and facility management as three complementary analytical dimensions to explain how public service implementation is translated into everyday operational practice on JakLingko Route 88.

Accordingly, a theoretical gap remains in the implementation literature. While previous studies have generated substantial evidence on service quality, passenger satisfaction, and transportation governance, limited attention has been devoted to explaining how public service implementation operates at the route level from an implementation theory perspective. Furthermore, existing studies rarely examine how service provision, information delivery, and facility management interact as operational mechanisms through which public service implementation is realized in integrated public transportation. Addressing this gap, this study investigates the implementation of public services on JakLingko Route 88 (Ancol Barat–Tanjung Priok Terminal) by adopting the implementation perspective of Hill and Hupe (2022). Specifically, it examines how service provision, information delivery, and facility management interact in everyday operational practice as complementary dimensions of public service implementation. By applying this implementation perspective to the context of integrated urban transportation, this study provides empirical evidence on how public service policies are translated into operational practice and offers contextual insights that enrich the literature on public service implementation, particularly in the context of integrated public transportation.

Based on this perspective, the study develops an Operational Interaction Framework that conceptualizes service provision, information delivery, and facility management as complementary implementation mechanisms rather than independent service attributes. The framework is intended as an operationalization of Hill and Hupe's implementation theory, providing a structured approach for analyzing how implementation unfolds in integrated urban transportation.

3 | METHOD

This study employed a qualitative descriptive approach to obtain an in-depth understanding of the implementation of public services on JakLingko Route 88 (Ancol Barat–Tanjung Priok Terminal). This approach was deemed appropriate as the study aimed to describe and interpret the implementation of public services within their real operational context without developing a new theory or exploring participants' lived experiences in a phenomenological sense. Instead, the focus was on understanding how public service implementation is translated into everyday operational practice from the perspectives of service providers and users. This methodology enabled the researcher to examine the implementation process within its natural setting while preserving the complexity of operational interactions. The research was conducted on JakLingko Route 88, which operates between Ancol Barat and Tanjung Priok Terminal in North Jakarta, Indonesia. This site was selected purposively because Route 88 represents one of the Microtrans services with relatively high passenger mobility and has demonstrated several operational issues during preliminary observations, particularly regarding service provision, information delivery, and facility management. These characteristics made the route an appropriate setting for examining the implementation of public services at the operational level.

Participants consisted of five key informants selected through a combination of purposive and snowball sampling techniques. Purposive sampling was initially used to select the operational manager due to their direct responsibility for managing JakLingko Route 88 and their comprehensive understanding of operational procedures. Subsequently, snowball sampling was employed to identify additional participants, with the operational manager recommending two drivers who

were directly involved in daily service delivery. The interviewed drivers then recommended two regular passengers who had extensive experience using JakLingko Route 88 and could provide informed perspectives regarding service implementation. Consequently, the final participants comprised one operational manager, two drivers, and two passengers, allowing the researcher to obtain insights from both service providers and users. The number of participants was determined based on the principle of information richness rather than a predetermined sample size. Data collection continued until data saturation was achieved, as no new themes or substantial information emerged from the final interviews. Therefore, five participants were deemed sufficient to provide comprehensive insights into the implementation of public services on JakLingko Route 88.

The study adopted the implementation perspective proposed by Hill and Hupe (2022), which conceptualizes implementation as a governance process through which public policies are translated into everyday operational practices. Within this perspective, implementation is understood through the interactions among implementing organizations, frontline service providers, service users, and supporting organizational resources. To operationalize this theoretical perspective, the study employed three analytical dimensions adapted from the public service framework of Eny Haryati *et al.* (2024), namely service provision, information delivery, and facility management. These dimensions were utilized as analytical categories because they represent the operational manifestations through which public service implementation becomes observable in daily transportation services. Accordingly, Hill and Hupe's implementation theory served as the overarching theoretical framework, while the public service dimensions proposed by Eny Haryati *et al.* (2024) functioned as analytical indicators for examining implementation practices.

Data were collected through three complementary techniques: non-participant observation, semi-structured interviews, and documentation. Non-participant observation was conducted to examine operational activities, passenger interactions, and supporting facilities along JakLingko Route 88. Semi-structured interviews enabled participants to describe their experiences and perceptions regarding public service implementation while allowing the researcher to explore emerging issues in greater depth. Documentary evidence, including operational documents, photographs, and relevant regulations, was collected to complement and verify information obtained through observations and interviews. The qualitative data collected were analyzed using the interactive model developed by Miles, Huberman, and Saldaña (2014), which consists of data condensation, data display, and conclusion drawing and verification. During data condensation, interview transcripts, observation notes, and documentary evidence were coded and categorized according to the three analytical dimensions of the study. The organized data were subsequently presented in narrative descriptions and thematic matrices to facilitate interpretation. Finally, conclusions were continuously verified by comparing findings across different data sources throughout the research process.

To ensure the trustworthiness of the findings, the study applied source triangulation, method triangulation, and member checking. Source triangulation involved comparing information obtained from the operational manager, drivers, and passengers. Method triangulation compared findings derived from observations, interviews, and documentation. Additionally, member checking was conducted by returning the interpreted findings to the participants to confirm the accuracy of the researcher's interpretations. These procedures enhanced the credibility, dependability, confirmability, and overall trustworthiness of the research findings. Prior to data collection, all participants were informed about the purpose of the study, their voluntary participation, confidentiality, and their right to withdraw from the research at any stage. Written or verbal informed consent was obtained from all participants before interviews were conducted.

4 | RESULTS AND DISCUSSION

4.1 Results

The findings of this study were derived from field observations, semi-structured interviews, and documentation involving the operational manager, drivers, and passengers of JakLingko Route 88 (Ancol Barat–Tanjung Priok Terminal). The qualitative data were analyzed using the interactive model of Miles and Huberman through data reduction, data display, and conclusion drawing and verification. This analytical process generated three interrelated themes representing the implementation of public services: service provision, information delivery, and facility management.

Table 1. Empirical Findings

Theme	Empirical Findings	Evidence
Service Provision	Operational procedures were generally implemented in accordance with organizational standards; however, service punctuality was frequently affected by traffic congestion and passenger density.	Observation; interviews with manager, drivers, and passengers
Information Delivery	Passengers received information through information boards and direct communication from operational staff and drivers. Additional explanations were provided during service disruptions.	Observation; interviews

Facility Management	Vehicles and supporting facilities were maintained through routine inspections and cleaning. Priority seating and accessibility support were available for vulnerable passengers.	Observation; documentation; interviews
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Source: Developed by the authors based on field observations and interviews (2026).

The findings provide strong empirical evidence that public service performance on JakLingko Route 88 is fundamentally shaped by the quality of operational service implementation through three interconnected dimensions: service provision, information delivery, and facility management. The analysis demonstrates that service performance cannot be understood solely through operational outputs such as punctuality and service frequency. Instead, public transportation performance emerges from the interaction between organizational service capacity and external operational conditions, consistent with the implementation perspective proposed by Hill and Hupe (2022). Similar findings were reported by Chocholáč *et al.* (2025), who argued that integrated transportation performance should be evaluated through the interaction of multiple operational components rather than isolated performance indicators. This finding is also consistent with Shifa *et al.* (2026).

In terms of service provision, the findings indicate a high level of compliance with established operational procedures among drivers and operational personnel. Interview data consistently revealed that operational delays were primarily attributable to external environmental factors rather than shortcomings in employee performance or organizational management. This empirical evidence is reflected in the operational manager's explanation: "Jam operasional terbagi menjadi jam sibuk (take hours) dan non-take hours sehingga waktu keberangkatan menyesuaikan kondisi lalu lintas dan jumlah penumpang" (GO/Operational Manager). The operational manager further explained, "Petugas dan pengemudi diarahkan untuk selalu ramah, sopan, serta membantu penumpang selama perjalanan" (GO/Operational Manager). Similarly, frontline personnel stated, "Kami berusaha melayani penumpang dengan ramah dan membantu apabila ada yang bertanya terkait rute atau tujuan" (D1/Driver), and "Kami berusaha memberikan pelayanan yang sama di setiap perjalanan meskipun kondisi jalan kadang berbeda" (D1/Driver). Passenger experiences also confirmed these findings. One passenger explained, "Sebagian besar penumpang merasa terbantu karena tarifnya murah dan mudah dijangkau" (P1/Passenger), while another stated, "Menurut saya pelayanan cukup konsisten dari hari ke hari" (P2/Passenger). Direct observations further confirmed that frontline personnel remained responsive and actively assisted passengers throughout the service process, including boarding, alighting, and in-transit support. This finding supports Hill and Hupe's (2022) argument that frontline actors play a central role in translating public policy into everyday operational practice. Unlike previous studies by Aprilia and Widowati (2024) and Fikri *et al.* (2025), which primarily associated operational performance with service quality and passenger satisfaction, the present study demonstrates that responsiveness itself constitutes an important implementation mechanism for maintaining service continuity under challenging operational conditions. This interpretation is supported by Irsyahma *et al.* (2026), who emphasized that effective public service implementation depends not only on policy formulation but also on the capacity of frontline implementers to execute services consistently in operational settings.

The findings further demonstrate that information delivery functions as a strategic component of operational service quality rather than merely an administrative communication activity. Information concerning routes, fares, service schedules, and boarding locations was delivered through both formal information media and direct interaction between staff and passengers. This finding is supported by the operational manager, who stated, "Tersedia papan informasi rute, tarif, serta beberapa petunjuk layanan di area halte dan terminal" (GO/Operational Manager), and "Informasi dibuat dengan bahasa yang sederhana agar mudah dipahami seluruh penumpang" (GO/Operational Manager). The driver's interview also confirmed that information was delivered directly to passengers, as stated, "Kami menjelaskan secara langsung dengan bahasa yang sederhana dan sopan" (D1/Driver), while adding, "Penumpang bisa bertanya langsung kepada petugas atau pengemudi jika masih bingung" (D1/Driver). Passenger perceptions reinforced these findings. One passenger commented, "Informasinya cukup jelas dan mudah dimengerti" (P1/Passenger), whereas another stated, "Petugas berbicara dengan jelas dan sopan saat memberi informasi" (P2/Passenger), and "Sangat membantu terutama untuk mengetahui rute dan tujuan kendaraan" (P2/Passenger). Importantly, passengers received timely explanations during service disruptions, reducing uncertainty and supporting service continuity. Suzianti and Shafira (2021) similarly emphasized that effective communication is essential for user-centered public transportation services because it enables passengers to adapt to changing operational conditions. However, the present study further shows that first-time users occasionally encountered difficulties understanding route integration and transfer mechanisms, indicating that information effectiveness depends not only on its availability but also on its clarity and accessibility. This observation complements the findings of Shifa *et al.* (2026), who identified information systems and staff interaction as key determinants of effective public transportation services.

Regarding facility management, the findings indicate that physical service infrastructure plays a critical role in supporting operational performance and service accessibility. Routine vehicle inspections and cleanliness procedures were consistently implemented to ensure service readiness and passenger comfort, while the availability of priority seating and accessibility facilities reflects institutional efforts to provide inclusive public transportation. This finding is

supported by the operational manager's statement, "Armada rutin dibersihkan dan dilakukan pemeriksaan kelayakan kendaraan sebelum beroperasi" (GO/Operational Manager). The manager also explained, "Di dalam kendaraan tersedia kursi penumpang, pegangan tangan, ventilasi, dan beberapa fasilitas keselamatan dasar" (GO/Operational Manager). These practices were confirmed by frontline personnel, who stated, "Armada dibersihkan setiap hari dan dicek sebelum beroperasi" (D1/Driver), and "Ada pengecekan rutin terhadap kendaraan dan fasilitas operasional lainnya" (D1/Driver). Passenger perceptions further indicated that the facilities generally supported service quality. One passenger noted, "Halte cukup nyaman untuk menunggu kendaraan" (P1/Passenger), while another stated, "Cukup nyaman jika kondisi kendaraan tidak terlalu penuh" (P2/Passenger). Nevertheless, the interviews also revealed that accessibility facilities still require improvement. As acknowledged by the operational manager, "Beberapa fasilitas prioritas sudah tersedia seperti kursi prioritas dan bantuan petugas, namun masih perlu pengembangan fasilitas khusus disabilitas" (GO/Operational Manager). This was consistent with a passenger's opinion that "Sudah ada kursi prioritas, tetapi akses khusus untuk disabilitas masih belum maksimal" (P1/Passenger). Naibaho *et al.* (2026) similarly argued that supporting facilities are fundamental to ensuring effective transportation services, whereas Chocholáč *et al.* (2025) highlighted accessibility as a key element of integrated urban mobility. Although routine maintenance activities were reported by the operational manager, these activities were not directly observed during fieldwork and should therefore be interpreted cautiously.

More importantly, the findings reveal that service provision, information delivery, and facility management operate as an integrated operational system that collectively determines public service performance. Service provision ensures operational continuity through employee responsiveness and procedural compliance, information delivery reduces passenger uncertainty during operational disruptions, and facility management strengthens accessibility, comfort, and safety. This integrated relationship reflects the implementation perspective advanced by Hill and Hupe (2022), which views implementation as an interactive governance process involving organizations, frontline personnel, and service users. At the same time, the findings extend the operational insights reported by Chauhan *et al.* (2021) by demonstrating that these dimensions do not merely influence service quality independently but function together to sustain public service implementation in daily transportation operations.

A particularly significant finding of this study is the dominant influence of external operational constraints on service performance. Traffic congestion, peak-hour passenger density, and varying road conditions consistently emerged as factors affecting service punctuality and operational efficiency. This operational condition was reflected in the operational manager's explanation: "Jam operasional terbagi menjadi jam sibuk (take hours) dan non-take hours sehingga waktu keberangkatan menyesuaikan kondisi lalu lintas dan jumlah penumpang" (GO/Operational Manager). Likewise, the driver acknowledged that "Secara umum sudah sesuai, hanya terkadang ada perubahan waktu akibat kondisi jalan" (D1/Driver), indicating that operational implementation is continuously influenced by road conditions beyond organizational control. Hill and Hupe (2022) explain that implementation outcomes are continuously shaped by contextual conditions surrounding service delivery, which is evident in the operational realities of JakLingko Route 88. Consequently, evaluating public transportation performance solely through punctuality indicators may overlook the adaptive capacity of organizations to maintain service continuity under fluctuating environmental conditions. This finding aligns with Nuzula and Aini (2026), who argued that effective urban governance requires public organizations to adapt operationally to dynamic environmental conditions while maintaining service quality and responsiveness.

Overall, this study confirms that public service performance in urban transportation is determined not only by compliance with operational standards but also by the organizational capacity to adapt to environmental uncertainty while maintaining service continuity. The evidence demonstrates that JakLingko Route 88 has generally succeeded in implementing operational services in accordance with established standards. However, service outcomes remain closely linked to external operational realities that cannot be fully controlled by service providers. Therefore, improving urban transportation performance requires a dual strategy: strengthening internal operational quality through responsive service management and enhancing external transportation conditions through integrated urban mobility policies. This finding contributes to the public administration and transportation literature by emphasizing that operational service quality should be understood as a dynamic process of organizational adaptation rather than merely a measure of procedural compliance.

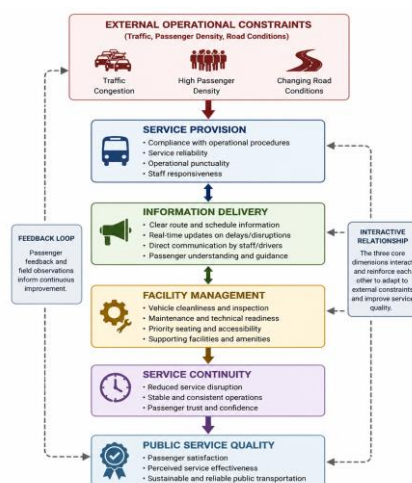


Figure 1. The Conceptual Framework

Source: Developed by the authors based on field observations and interviews (2026).

Figure 1 illustrates the conceptual framework developed from the empirical findings of this study. The framework demonstrates that external operational constraints, including traffic congestion, passenger density during peak hours, and changing road conditions, constitute contextual factors that continuously influence the implementation of public transportation services. Unlike organizational factors, these external conditions cannot be directly controlled by transport operators; however, they substantially affect the consistency and effectiveness of service implementation. The empirical findings indicate that these constraints primarily influence operational punctuality while simultaneously creating cascading effects on information delivery and facility management. Consequently, public service implementation should be understood as an adaptive operational process rather than merely the execution of predetermined procedures.

The analysis further reveals that service provision represents the core operational mechanism through which policy objectives are translated into daily transportation services. Compliance with operational procedures, staff responsiveness, service reliability, and punctuality collectively determine passengers' perceptions of service performance. Nevertheless, the findings suggest that procedural compliance alone is insufficient to guarantee effective implementation because operational performance remains vulnerable to dynamic external conditions. This finding is consistent with the implementation perspective proposed by Hill and Hupe (2022), who argue that implementation is a continuous governance process shaped by interactions between implementing organizations, frontline service providers, and contextual environments rather than a linear execution of policy directives.

Another important finding concerns the strategic role of information delivery. The empirical evidence indicates that timely and transparent communication regarding delays, route adjustments, and operational disruptions helps reduce passenger uncertainty despite unavoidable service interruptions. This finding supports previous studies emphasizing that effective communication is an essential component of service quality because it influences passengers' trust, satisfaction, and perceived reliability of public transportation (Grönroos, 2015; Parasuraman *et al.*, 1988). In the present study, information delivery functions not merely as administrative communication but also as an adaptive operational response that mitigates the negative consequences of external disruptions. Similarly, facility management emerged as a complementary implementation mechanism that strengthens operational resilience. Routine vehicle inspections, cleanliness, accessibility facilities, and priority seating contribute to maintaining service continuity even under challenging operational conditions. These findings are consistent with research demonstrating that physical facilities and supporting infrastructure significantly influence passengers' perceptions of service quality and operational effectiveness (Cantos *et al.*, 2019). Although facility management cannot eliminate external operational constraints, it enhances the system's capacity to maintain consistent service standards.

A notable contribution of this study is the identification of the interactive relationship among service provision, information delivery, and facility management. Previous studies generally examine these dimensions independently as separate indicators of service quality. In contrast, the present findings demonstrate that the three dimensions continuously reinforce one another in responding to operational challenges. Weaknesses in one dimension, particularly service provision affected by traffic congestion, can be partially compensated through effective information delivery and well-maintained facilities, thereby preserving service continuity. This interaction suggests that successful implementation depends on integrated operational coordination rather than isolated improvements within individual service components.

The framework further proposes that service continuity serves as the immediate outcome of the interaction among these operational dimensions. Continuous service delivery under varying operational conditions enhances passengers' confidence and minimizes service disruptions, ultimately contributing to higher levels of public service quality. This

interpretation aligns with the Public Service Logic proposed by Osborne (2021), which argues that public value is co-created through continuous interactions between service providers and users instead of being generated solely through organizational outputs. Accordingly, public service quality in integrated transportation systems should be understood as an emergent outcome of coordinated operational processes operating within dynamic environmental conditions.

Overall, this study extends the implementation literature by proposing an Operational Interaction Framework for integrated public transportation. Rather than conceptualizing service provision, information delivery, and facility management as isolated dimensions, the framework positions them as interconnected implementation mechanisms that collectively sustain service continuity despite external operational constraints. This conceptual refinement provides both theoretical and practical contributions by explaining how integrated transportation services can maintain implementation effectiveness within complex urban environments.

4.2 Discussion

This study concludes that the implementation of public services on JakLingko Route 88 is characterized by the interaction of three core dimensions: service provision, information delivery, and facility management. The empirical findings indicate that public services have generally been implemented in accordance with operational procedures; however, operational performance continues to be influenced by external constraints, particularly traffic congestion, passenger density, and changing road conditions. To provide a comprehensive understanding of the research findings, the collected qualitative data were analyzed using the Miles and Huberman interactive model. As illustrated in Figure 1, the analysis began with field observations and data collection, followed by data reduction, data display, and conclusion drawing and verification. This process enabled the researcher to identify the relationships among the three main dimensions of public service implementation: service provision, information delivery, and facility management.

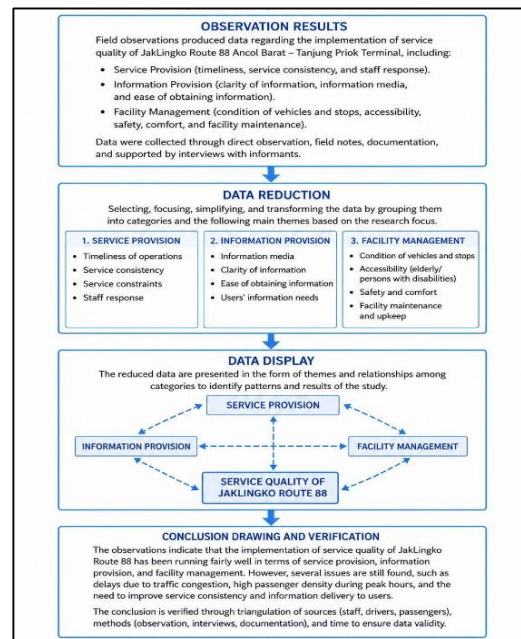


Figure 2. Data Analysis Framework Based on the Miles and Huberman Interactive Model.

Source: Developed by the authors based on the research findings (2026)

Figure 2 demonstrates that the implementation of public services on JakLingko Route 88 is influenced by the interaction of three key dimensions: service provision, information delivery, and facility management. Rather than functioning independently, these dimensions complement one another in determining overall service quality. The analysis further reveals that weaknesses in one dimension, particularly operational delays caused by traffic congestion, may reduce the effectiveness of the other dimensions despite adequate information delivery and facility management.

The findings demonstrate that the implementation of public services on JakLingko Route 88 should not be interpreted merely as compliance with established operational procedures but rather as a dynamic adaptive governance process through which implementing organizations continuously respond to changing operational environments. This perspective aligns with the governance framework of implementation proposed by Hill and Hupe (2022), which emphasizes continuous interactions among organizations, frontline actors, and service users rather than procedural compliance alone. Unlike conventional implementation models that focus on procedural compliance and organizational performance (Van Meter & Van Horn, 1975; Edwards III, 1980), the present study reveals that implementation effectiveness emerges from

the continuous interaction between organizational capacities and external operational constraints. This finding suggests that successful implementation is determined less by the existence of operational standards than by the organization's ability to maintain service continuity despite environmental uncertainty (Hill & Hupe, 2022).

The conceptual framework developed in this study (Figure 2) identifies external operational constraints—such as traffic congestion, passenger density, and changing road conditions—not merely as contextual obstacles but as dynamic implementation drivers that trigger operational adaptation across three interconnected mechanisms: service provision, information delivery, and facility management. Rather than functioning independently, these mechanisms continuously interact to preserve service continuity when operational conditions become unstable. This interpretation is consistent with the implementation perspective of Hill and Hupe (2022), which argues that implementation is an interactive governance process shaped by organizational coordination, communication, and contextual conditions. This finding shifts the analytical perspective from viewing implementation as a sequence of administrative activities to understanding it as an adaptive operational system capable of maintaining organizational performance under fluctuating environmental conditions.

A particularly important finding is that service provision functions as the primary operational mechanism through which public policy is translated into everyday transportation services. Nevertheless, the empirical evidence indicates that procedural compliance alone is insufficient to sustain implementation effectiveness, as operational performance also depends on effective communication with service users and the continuous availability of supporting facilities. This finding supports the implementation perspective advanced by Hill and Hupe (2022) while also aligning with studies emphasizing the importance of operational coordination, communication systems, and supporting facilities in integrated public transportation (Suzianti & Shafira, 2021; Abu Bakar *et al.*, 2022).

5 | CONCLUSIONS AND FUTURE WORK

This study demonstrates that the implementation of public services on JakLingko Route 88 extends beyond procedural compliance and should be understood as a dynamic and adaptive governance process shaped by continuous interactions between organizational practices and external operational conditions. The findings reveal that the effectiveness of public service implementation is determined not only by adherence to operational standards but also by the ability of transport operators to adapt service delivery to persistent external operational constraints, particularly traffic congestion, passenger density, and changing road conditions. These contextual factors continuously influence operational punctuality and service consistency, requiring frontline personnel to maintain service quality through responsive operational adjustments. A major contribution of this study is the identification of three interdependent operational implementation mechanisms service provision, information delivery, and facility management that collectively sustain service continuity within integrated urban public transportation. Rather than functioning as isolated service components, these mechanisms interact dynamically to mitigate the adverse effects of operational disruptions. The findings demonstrate that service continuity is achieved through the complementary interaction of reliable operational services, adaptive information dissemination, and consistent facility management, thereby preserving public service quality despite environmental uncertainty. This evidence provides empirical support for an Adaptive Operational Interaction Framework (AOIF), which conceptualizes external operational constraints as dynamic implementation drivers that activate adaptive interactions among operational mechanisms. Accordingly, the study enriches the implementation literature by illustrating how the governance perspective proposed by Hill and Hupe (2022) can be applied to explain the operational processes through which public service implementation is translated into everyday practice within the context of integrated urban transportation.

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