EVALUATING INTEGRATED URBAN TRANSPORT POLICY THROUGH THE MIKROTRANS PROGRAM IN NORTH JAKARTA: AN APPLICATION OF AGUSTINO'S POLICY EVALUATION MODEL

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Abstract

This study aims to evaluate the implementation of the Mikrotrans Program in supporting integrated transportation in North Jakarta as part of the JakLingko system. The research employs a qualitative descriptive method to describe policy implementation phenomena at the operational level. Data were collected through observations, in-depth interviews, and documentation involving 16 informants representing government officials, operators, drivers, and service users. The data analysis techniques consisted of data collection, data condensation, data presentation, and conclusion drawing, following an interactive analysis model. The theoretical framework employed is Leo Agustino's evaluation theory (2023), which encompasses aspects of human resources, institutional arrangements, infrastructure and technology, finance, and regulation. The findings indicate that the implementation of the Mikrotrans Program has not yet operated optimally. Several constraints were identified, including suboptimal driver competence, limited numbers and unequal distribution of facilities within the fleet, the incomplete provision of supporting facilities for drivers, limited budgetary support affecting route implementation, as well as insufficient public understanding and undisciplined user behavior. This study recommends strengthening supervision of driver competence, increasing and equalizing the fleet, enhancing support facilities and funding, reinforcing the integration of Mikrotrans services with other modes of public transportation, and expanding public socialization regarding public transportation. Overall, the Mikrotrans Program in North Jakarta has not been implemented optimally, particularly in terms of competency development, the availability and condition of infrastructure, the availability of operational funding, regulatory implementation, and public understanding of integrated transportation in North Jakarta.

Keywords: Feeder Service, Integrated Transportation, JakLingko, Microtrans Program, Policy Evaluation

1. Introduction

Public transportation constitutes a fundamental component of urban mobility systems, particularly in metropolitan regions with large populations and complex spatial dynamics. Its role extends beyond mobility provision to supporting economic productivity, social inclusion, and environmental sustainability. In urban policy discourse, public transport is widely recognized as a key instrument for reducing private vehicle dependency, mitigating air pollution, and enhancing the efficiency of daily mobility patterns (Litman, 2022). However, empirical studies in the Jakarta Metropolitan Area indicate that the willingness of urban residents to shift

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from private vehicles to public transportation remains relatively low, despite improvements in service provision, reflecting persistent structural barriers in modal shift behavior (Halisya et al., 2024). Consequently, the performance of public transportation programs has become a critical concern in contemporary urban governance.

In Indonesia, Jakarta represents one of the most challenging urban contexts for public transportation management. As the political and economic center of the country, Jakarta faces persistent pressure arising from population growth, spatial concentration of activities, and increasing mobility demand. According to data from the Central Statistics Agency, Jakarta accommodates more than 10.6 million residents with high population density, which intensifies pressure on transportation infrastructure (Badan Pusat Statistik Provinsi DKI Jakarta, 2025). Previous research has shown that historical transport and land-use policies in Greater Jakarta have contributed to car-oriented urban development and a path-dependent mobility structure, reinforcing private vehicle dependence and constraining the shift toward more sustainable transport modes (Hidayati, I., Yamu, C., S Tan, 2019).

The growing mobility demand in Jakarta has been accompanied by a strong preference for private vehicle usage. Easy access to motorcycles and private cars has contributed to a steady increase in vehicle ownership, resulting in congestion and declining road performance. BPS data indicate that the number of registered vehicles in Jakarta continued to rise between 2022 and 2024, reaching over 12 million units, dominated by motorcycles and private cars. This trend illustrates the structural dependence of urban residents on private transportation, despite the availability of public transport alternatives. To illustrate this trend more clearly, Table 1 presents the growth of registered vehicles in Jakarta between 2022 and 2024:

Table 1. Jakarta Registered Vehicle Count 2022–2024

Type Of Vehicle	Number Of Vehicles		
	2022	**2023**	**2024**
Motorcycles	8.550.413	8.889.450	9.167.512
Passenger Cars	2.120.532	2.272.301	2.333.391
Bus	33.151	34.877	36.381
Truck	475.488	500.146	520.051
Total (Units)	**11.179.584**	**11.696.774**	**12.057.335**

Source: Statistics Indonesia, 2024

Based on data in Table 1, the number of registered vehicles in Jakarta continued to increase between 2022 and 2024, exceeding 12 million units in 2024. Motorcycles and passenger cars consistently dominated vehicle ownership, jointly accounting for more than 95 percent of the total registered vehicles. At the same time, the number of buses remained relatively small despite a gradual increase. This trend reflects a persistent dependence on private transportation, which exacerbates traffic congestion and underscores the urgency of strengthening integrated public transport policies to shift travel behavior toward mass and feeder-based services.

This condition reinforces the argument that congestion in Jakarta is structurally driven by

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private vehicle dependency rather than short-term mobility fluctuations. High congestion levels reduce travel time reliability, increase accident risks, and impose substantial economic costs on the city through productivity losses, wasted fuel consumption,and increased operational inefficiencies (Syaukat, Y., Sarma, M., Falatehan, A. F., S Bahtiar, 2019). Moreover, congestion weakens the competitiveness of public transport, creating a negative feedback loop that further reinforces private vehicle use.

In response to these challenges, the Jakarta Provincial Government introduced the JakLingko Integrated Transportation System, formalized through Governor Regulation No. 68 of 2021. JakLingko aims to integrate multiple transport modes through coordinated routes, fares, and payment systems. Studies on integrated fare policies in Jakarta suggest that tariff integration positively influences public transport usage and user convenience, particularly by enhancing the decision to use multimodal services through the JakLingko platform (Yassar, C. D., Prabawani, B., S Listyorini, 2024)

One of the key components of the JakLingko system is Microtrans, a feeder service designed to replace informal urban transport and provide first-mile and last-mile connectivity. Operating under a buy-the-service (BTS) scheme, Microtrans is regulated through minimum service standards to ensure operational consistency, as institutional coordination and service standardization are widely recognized as critical determinants of effective feeder integration within multimodal public transport systems (Setiawan, D., Priyanto, S., S Amrozi, 2024).

Despite its strategic role, the effectiveness of Microtrans implementation varies across Jakarta's administrative regions. Data on transportation infrastructure distribution show significant disparities, with North Jakarta consistently recording the lowest number of transport facilities and public transport availability compared to other regions. This uneven infrastructure provision raises concerns regarding the capacity of Microtrans to operate optimally and equitably within the JakLingko system, particularly in areas with limited supporting facilities. These regional disparities are reflected in the distribution of transportation infrastructure and public transport availability across Jakarta's administrative regions, as summarized in Table 2:

Table 2. Distribution of Land Transportation Infrastructure and Public Transport Availability by Administrative Region in Jakarta 2024

Administrative Region	Land Transport Infrastructure	Public Transport Availability
East Jakarta	62	62
South Jakarta	65	51
West Jakarta	56	53
Central Jakarta	44	42
North Jakarta	31	31

Source: Statistics Indonesia, 2025

Based on data in Table 2, there are significant disparities in land transportation infrastructure and public transport availability across Jakarta's administrative regions. North Jakarta records the lowest figures for both indicators, indicating relatively limited structural

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support for public transportation services compared to other regions. This imbalance potentially constrains the effectiveness of feeder services such as Microtrans. It reinforces the relevance of North Jakarta as a critical case for evaluating the implementation of integrated transportation policies.

North Jakarta presents a particularly complex implementation context due to its dual role as a residential area and a national logistics hub. The presence of Tanjung Priok Port, the largest and busiest port in Indonesia, generates high volumes of freight traffic, including container trucks that dominate road space. Empirical data indicate increasing travel times per 10 kilometers between 2022 and 2024, reflecting worsening congestion levels. These conditions pose operational challenges for Microtrans services that must share road infrastructure with heavy logistics vehicles.

From an operational perspective, Microtrans services in North Jakarta have expanded in terms of routes, fleets, and ridership. By 2024, 21 Microtrans routes were operating in the area, supported by multiple cooperative operators. Passenger numbers increased sharply over recent years, indicating rising public reliance on the service. However, empirical literature emphasizes that ridership growth alone does not fully capture policy effectiveness, as service quality, operational reliability, and institutional coordination remain decisive factors shaping user satisfaction and long-term sustainability of integrated public transport systems (Setiawan, D., Priyanto, S., S Amrozi, 2024).

Based on studies related to the Microtrans Program within the public transportation system, it is evident that efforts to integrate transportation modes continue to face complex dynamics. Macdalena found that the implementation of the JakLingko Program involves the government, regionally owned enterprises, and public transportation operators with strong interdependence among actors, contributing to expanded transportation access and smart mobility development (Macdalena, 2020). However, Bangun revealed that Microtrans implementation has not yet been fully optimal, particularly in input factors that subsequently affect service processes and outcomes (Bangun, G. E., S Suwandi, 2025). In addition, Zahra et al. (2020) demonstrated that although user satisfaction with Microtrans services was relatively positive, significant gaps remained across service attributes, including driver competence, operational standards, fleet maintenance, and supporting facilities (Zahra, N., Baihaqi, I., & Ardiantono, 2020).

Beyond transportation-specific studies, research on collaborative governance in transportation policy indicates that multi-actor coordination plays a crucial role in achieving policy effectiveness, particularly in complex urban contexts. However, institutional collaboration alone does not guarantee optimal service performance when operational constraints remain unresolved (Annisa, I., & Sampurna, 2024). Similarly, Rani et al. (2025) emphasized that integration of public service systems often encounters institutional fragmentation, coordination gaps, and differences in organizational priorities, which hinder effective policy implementation, highlighting the importance of collaborative governance mechanisms to achieve integration outcomes across sectors (Rani, I. S., Purwanti, D. ., & Nur, 2025).

Despite these contributions, most previous studies primarily focus on service quality, actor collaboration, or user satisfaction dimensions rather than conducting a comprehensive

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evaluation of policy implementation using a multidimensional framework that integrates human resources, institutional capacity, infrastructure, financial support, and regulatory aspects simultaneously. Therefore, significant gaps remain in understanding how feeder transportation programs operate within integrated urban transport systems, particularly in regions with structural infrastructure disparities such as North Jakarta. To clarify the novelty of this study, Table 3 compares previous research with the present study.

Table 3. Comparison of Previous Studies and Research Gap

Research Title	Research Findings	Research Similarities	Research Differences
Implementation of the JakLingko Program in Transportation Integration (Macdalena, 2020)	The JakLingko program involves government institutions, regionally owned enterprises, and public transport operators. The analysis of five collaborative governance dimensions shows strong interdependence among actors, principled engagement, shared motivation, and collaborative capacity as core dynamics. The program contributes to eliminating route dichotomy, expanding transportation access, and supporting smart mobility development.	Both studies examine transportation integration within the Microtrans program and employ qualitative research approaches.	The previous study applies collaborative governance theory (Ansell & Gash within the Smart City context by Emerson, 2012), whereas this study uses Leo Agustino's policy evaluation framework. Additionally, the previous research covers the broader DKI Jakarta region, while this study focuses specifically on North Jakarta.
Evaluation of Service Quality in the Public Transportation Industry: A Case Study of Mikrotrans JakLingko (Zahra Baihaqi et al., 2020)	The Customer Satisfaction Index (CSI) reached 79.40%, categorized as satisfied. However, all 22 service attributes showed negative gaps, indicating the need for improvement. Customer Voice (VOC) analysis through the House of Quality (HOQ) produced ten technical responses, with priority improvements including driver training, standard operating procedures, fleet maintenance, and service design adjustments according to passenger needs.	Both studies focus on evaluating the Microtrans program within the public transportation system.	The previous research uses quantitative methods with QFD, SERVQUAL, and AHP approaches, while this study applies a qualitative method using Leo Agustino's evaluation theory. Furthermore, the previous study covers the broader DKI Jakarta area, whereas this research concentrates on North Jakarta.
Policy Evaluation of Feeder Transport Integration into the Bus Rapid Transit System (Study on Mikrotrans JakLingko)	The study reveals that Microtrans implementation still faces constraints, particularly in input aspects, which subsequently affect service processes and outcomes. Recommended improvements include providing dedicated fleet storage facilities, enhancing user information systems, standardizing policy	Both studies examine Microtrans integration and employ qualitative research methods.	The previous research applies the CIPP evaluation model by Stufflebeam, while this study uses Leo Agustino's evaluation framework. In addition, the locus of this study is limited to North Jakarta, providing a more specific contextual

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Research Title	Research Findings	Research Similarities	Research Differences
(Bangun, 2023)	provisions, and evaluating routes to optimize fleet allocation.		analysis.
Collaborative Governance as a Solution to the Integration of Lembursitu Market and Terminal Sukabumi City (Rani, Purwanti, & Nur, 2025)	The study reveals that the revitalized Lembursitu Market and terminal have not operated optimally despite meeting physical standards due to weak governance synergy and ineffective management. Many kiosks remain unoccupied, visitor numbers are low, and terminal infrastructure is poorly organized. The research concludes that collaborative governance involving stakeholders, including informal actors such as traders and transport drivers, is essential to achieve sustainable integration between public facilities.	Both studies discuss policy implementation and integration within public service systems and emphasize the importance of stakeholder coordination in achieving program effectiveness.	The previous research focuses on collaborative governance for integrating market and terminal facilities using the Ansell & Gash framework. In contrast, this study evaluates transportation program implementation using Leo Agustino's evaluation model. Additionally, the locus differs, as the previous research was conducted in Sukabumi City, while this study focuses on North Jakarta.
Collaborative Governance in the Electronic Road Pricing Implementation Plan in Jakarta (Annisa & Sampurna, 2024)	The study identifies the collaborative governance process in the Electronic Road Pricing (ERP) policy plan in Jakarta, covering system context, collaborative governance regime, collaborative dynamics, collaborative actions, and outcomes. The findings emphasize the importance of sustained engagement between government, private stakeholders, and the community to ensure policy inclusiveness, effectiveness, and acceptance. The study recommends strengthening stakeholder participation in regulatory formulation and improving transportation governance to support future ERP implementation.	Both studies examine transportation policy implementation in urban contexts and highlight the importance of institutional coordination and stakeholder involvement in achieving policy effectiveness.	The previous study focuses on collaborative governance in congestion management policy using secondary data and literature review methods. In contrast, this study evaluates the implementation of the Mikrotrans Program using Leo Agustino's evaluation framework with primary field data. Additionally, the previous research analyzes ERP policy planning at the provincial level in Jakarta, while this study specifically focuses on operational implementation in North Jakarta.

Source: Researcher, 2025

Based on the comparison above, existing studies have not comprehensively examined the implementation of the Microtrans Program within the framework of integrated urban transportation using a multidimensional policy evaluation approach. Most research emphasizes service quality, collaboration, or user perception, while evaluations incorporating institutional,

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operational, financial, and regulatory dimensions simultaneously remain limited. Therefore, this study aims to evaluate the implementation of the Microtrans Program in supporting integrated transportation in North Jakarta using Agustino's policy evaluation framework in order to identify implementation gaps and formulate policy improvement recommendations.

This study adopts Agustino's policy evaluation model because it offers a comprehensive analytical framework that integrates multiple dimensions of policy implementation, including human resources, institutional capacity, infrastructure and technology, financial support, and regulatory context. Compared to alternative evaluation frameworks such as the CIPP model or Dunn's evaluation criteria, Agustino's framework provides a more context-sensitive perspective that captures governance complexity and inter-organizational coordination. This multidimensional approach is particularly relevant for evaluating integrated urban transportation policies involving multiple stakeholders and institutional arrangements simultaneously. Therefore, this study aims to evaluate the implementation of the Mikrotrans Program in supporting integrated transportation in North Jakarta.

2. Methods

This study employs a qualitative descriptive research design to examine the implementation of the Mikrotrans Program in supporting integrated transportation in North Jakarta. A qualitative approach enables an in-depth exploration of policy implementation phenomena by capturing the experiences, perceptions, and interactions of actors involved in the program (Creswell, 2015) (Miles, M. B., Huberman, A. M., S Saldaña, 2014). The descriptive orientation is intended to systematically portray empirical conditions as they occur in the field, emphasizing contextual interpretation rather than numerical measurement.

The evaluation framework used in this study is based on Agustino's policy evaluation model, which includes five key dimensions: (1) human resources, (2) institutional capacity, (3) infrastructure and technology, (4) financial support, and (5) regulatory aspects. This framework allows a comprehensive assessment of implementation performance across organizational, operational, and governance components.

Primary data were obtained through in-depth interviews with sixteen informants selected using purposive sampling based on their involvement and relevance to the implementation of the Mikrotrans Program. The informants consisted of government officials from the North Jakarta Transportation Agency, representatives of PT Transportasi Jakarta, members of the Jakarta Transportation Council, cooperative management representatives, field coordinators, Mikrotrans drivers, and service users, thereby ensuring diverse stakeholder perspectives. The distribution of research informants is presented in Table 4.

Table 4. Research Informants

No.	Informant Category	Position / Institution	Number of Informants	Selection Criteria
1	Government Official	Head of Road Transport Section, North Jakarta Transportation Agency	1	Key Informant
2	Operator Representatives	Head of Bus Operational Division and Public Relations & CSR Department, PT	2	Key Informant

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No.	Informant Category	Position / Institution	Number of Informants	Selection Criteria
		Transportasi Jakarta		
3	Cooperative Management	Chairman of Wahana Kalpika Cooperative (KWK) North Jakarta	1	Key Informant
4	Transportation Council	Head of Legal and Public Relations Commission, Jakarta Transportation Council (DTKJ)	1	Key Informant
5	Academic Expert	Lecturer, Universitas Presiden	1	Secondary Informant
6	Field Coordinator	Mikrotrans Field Coordinator, PT Transportasi Jakarta (North Jakarta Area)	1	Secondary Informant
7	Drivers	Mikrotrans Drivers from several routes (JAK58, JAK113, JAK115, JAK77, JAK112)	5	Secondary Informant
8	Service Users	Mikrotrans Passengers from several routes	4	Secondary Informant

Source: Statistics Indonesia, 2025

Data collection techniques included non-participant observation to examine operational conditions and service interactions, semi-structured in-depth interviews to explore perceptions and experiences of actors, and documentation review involving policy documents, operational reports, statistical data, and institutional records related to the program. The integration of these techniques enabled data triangulation to strengthen the credibility of the findings.

Data analysis in this study follows the interactive model developed by Miles, Huberman, and Saldaña (2014), which involves processes of data collection, data condensation, data display, and conclusion drawing or verification conducted iteratively throughout the research process (Miles, M. B., Huberman, A. M., S Saldaña, 2014). This analytical approach allows continuous comparison between empirical findings and theoretical constructs to ensure analytical rigor. To ensure validity and reliability, this study applies source triangulation, method triangulation, and member checking procedures. Ethical considerations were also implemented by obtaining informed consent from informants, maintaining confidentiality, and ensuring the responsible use of research data throughout the research process.

The research was conducted in North Jakarta, one of the administrative regions with relatively limited transportation infrastructure compared to other areas of Jakarta. Data collection was carried out in 2025, focusing on Mikrotrans services integrated within the JakLingko system. Observations were conducted at selected operational locations, including route corridors, transit points, driver facilities, and passenger boarding areas, with observation duration adjusted to operational service hours to capture real service conditions. Preliminary field observations indicate that the implementation of the Mikrotrans Program in North Jakarta has not yet operated optimally. Several challenges remain, including the incomplete operation of designated routes due to budget constraints, uneven availability of driver support facilities such as rest areas, and the presence of conventional public transportation modes that have not yet been fully integrated into the JakLingko system. These conditions reflect a gap between policy objectives and implementation outcomes, which provides the empirical basis for this evaluation study.

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3. Results and Discussion

This study evaluates the Microtrans Program in North Jakarta using the public policy evaluation framework proposed by Leo Agustino, which emphasizes a multidimensional assessment of policy implementation capacity. The framework conceptualizes implementation capacity as comprising five interrelated aspects: human resources, institutional capacity, facilities, infrastructure and technology, financial support, and regulatory arrangements. This multidimensional perspective enables a comprehensive understanding of policy performance by identifying not only sectoral strengths but also interdependencies among implementation components. Most policy evaluation models, in line with (Agustino, 2020) theoretical perspective, are able to explain how the evaluation of the Microtrans Program in supporting integrated transportation within the JakLingko system in North Jakarta is conducted, namely:

a) Human Resources

The human resources aspect examines the extent to which the competence, capacity, behavioral characteristics, and integrity of implementers support the achievement of the Microtrans Program objectives within the JakLingko integrated transportation system in North Jakarta. From the policy design perspective, the Microtrans Program has established a structured human resource development mechanism through mandatory training, certification, and periodic refreshment programs for drivers and field officers. These programs are conducted in collaboration with accredited transportation training institutions. They are formally regulated through Governor Regulation No. 2 of 2024 concerning Minimum Service Standards (MSS), which emphasizes guidance and supervision as integral components of service quality. Empirical findings indicate that the majority of drivers have met the minimum competency standards required for operating Microtrans services, particularly in terms of basic driving skills, route familiarity, and compliance with operational procedures.

Table 5. Number of Microtrans Drivers Who Participated in Training in 2021–2024

No.	Year	Number of Drivers Participating in Training
1	2021	300
2	2022	2969
3	2023	2705

Source: DKI Jakarta Provincial Transportation Agency, Processed by Researchers, 2025.

Table 5 shows that the number of training participants increased sharply in 2022 and 2023, then declined in 2024. In general, this trend shows a commitment to strengthening driver competence. However, the number of training participants remains inconsistent and has the potential to affect the quality of service across all routes. In addition to initial training, PT Transportasi Jakarta conducts refresher training at least once a year to update drivers' knowledge and service attitudes. This activity emphasizes safety aspects, procedures for stopping at official pick-up and drop-off points, prohibitions on smoking and using mobile phones while driving, and standards of courtesy towards passengers. Within Agustino's policy evaluation framework, implementer competence is not a static attribute but requires

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continuous reinforcement to maintain policy effectiveness. Therefore, fluctuations in training intensity may weaken the uniformity of service quality across routes and operational periods.

The implementation of refresher training activities for Mikrotrans drivers conducted by PT Transportasi Jakarta illustrates the practical efforts to reinforce driver discipline, service ethics, and operational safety standards as part of ongoing capacity building initiatives. In practice, most drivers and users acknowledge improvements in driver behavior, particularly in terms of driving speed and compliance with regulations. However, there are still reports of drivers driving recklessly, not stopping at bus stops, or being unfriendly to passengers. This situation indicates that the improvement in behavior has not been uniform, so more consistent supervision is needed to ensure that service standards can be applied comprehensively.

At the implementation level, most drivers and service users acknowledged improvements in driving behavior, especially regarding speed control and compliance with traffic regulations. Nevertheless, recurring complaints related to reckless driving, failure to stop at designated pick-up points, and unfriendly attitudes toward passengers indicate that behavioral change has not yet been fully internalized. This finding reinforces the argument that transforming former conventional Stuttgart drivers into standardized public transport operators requires a longer adaptation process supported by continuous supervision. In this context, routine monitoring functions as a critical reinforcing mechanism to ensure that training outcomes translate into consistent service behavior.

These findings align with the institutional capability aspect within Agustino's evaluation model, which emphasizes that human resource effectiveness depends not only on technical competence but also on behavioral compliance and integrity in service delivery. Similar conclusions were reached by Suhartono et al., (2023), who demonstrate that the effectiveness of public service delivery is closely linked to the strength of internal control systems and routine supervision mechanisms that shape behavioral compliance and accountability among implementers (Suhartono, U., Raharjo, P., S Sidik, 2023). Their study confirms that training programs alone are insufficient without consistent monitoring to ensure compliance with SOPs, safety standards, and service ethics. Therefore, while the human resource framework of the Microtrans Program in North Jakarta is adequate in design, its implementation remains partially optimized due to uneven behavioral adaptation and supervision intensity.

b) Institutional

The institutional dimension is critical in evaluating the effectiveness of public transportation programs, as it determines how organizational structures, leadership patterns, coordination mechanisms, and communication systems support policy implementation. In the context of policy evaluation, institutional capacity is not only reflected in formal organizational arrangements but also in how actors interact, exchange information, and respond to operational dynamics (Agustino, 2020). The Microtrans Program in North Jakarta involves multiple institutions, including the DKI Jakarta Provincial Transportation Agency, the North Jakarta Transportation Agency, PT Transportasi Jakarta, cooperatives or operators, and the Jakarta Transportation Council (DTKJ). This multi-actor configuration illustrates a complex governance structure that requires strong coordination and collaborative leadership to support

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integrated transportation objectives.

Leadership in the Microtrans Program in North Jakarta appears to be structured through a clear division of roles among stakeholders. The provincial government and the Transportation Agency direct policy and ensure consistent oversight, while PT. Transportasi Jakarta manages operations with a systematic chain of command from leadership to field officers. At the same time, cooperatives play a role in maintaining the stability of program implementation through internal guidance and the protection and support of driver welfare. The DTKJ complements this leadership chain with its function of providing recommendations and absorbing public aspirations, making the decision-making process more responsive to community needs. This cross-institutional leadership model demonstrates that strategic collaboration, education, and consistent instruction are the main foundations for the program's implementation. However, strengthening participatory leadership is still needed so that implementation in the field can be more adaptive and effective in supporting integrated transportation.

Empirical findings indicate that leadership within the Microtrans Program is structured through a clear division of roles among stakeholders. The provincial government and transportation agencies function as regulators and supervisors, ensuring policy consistency and regulatory compliance. Meanwhile, PT Transportasi Jakarta acts as the primary operational manager, applying a hierarchical command structure that connects top management with field officers. Cooperatives serve as intermediaries that maintain operational stability by providing internal supervision and safeguarding driver welfare. In addition, DTKJ contributes by offering policy recommendations and accommodating public aspirations. From an institutional theory perspective, this arrangement reflects a form of network governance, where authority is distributed across actors rather than centralized in a single institution. Such a model aligns with Rhodes' concept of policy networks, which emphasizes interdependence and negotiated coordination among actors in complex public service delivery systems.

However, while leadership roles are formally defined, the findings suggest that participatory and adaptive leadership remains limited at the implementation level. Decision-making processes are still predominantly top-down, particularly in operational adjustments related to routes and schedules. This aligns with findings in collaborative governance research, which note that while formal institutional design may support stakeholder participation, in practice such involvement can be constrained by power imbalances and procedural rigidity

Institutional coordination in the Microtrans Program is formally regulated through buy-the-service schemes, cooperation agreements with operators, and technical operational standards. Interviews reveal that coordination mechanisms such as routine meetings, data sharing, route evaluations, and field supervision are conducted regularly. These findings indicate that formal coordination instruments are in place, consistent with coordination theory, which emphasizes the importance of standardized procedures and inter-organizational agreements in reducing fragmentation. Nevertheless, coordination effectiveness remains uneven. Information inconsistencies, particularly regarding sudden

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changes in routes, schedules, or technical procedures, are frequently reported by drivers and field officers. This gap highlights a common institutional challenge identified in public policy studies, where formal coordination does not always guarantee effective communication at the operational level.

Figure 1. Payment System Collaboration with Gopay
Source: PT Transportasi Jakarta, 2024

Collaboration among institutions also plays a strategic role in aligning diverse interests within the Microtrans Program. Collaborative practices are evident in multi-stakeholder forums, joint evaluations, training activities, and discussions on service development. The collaboration between PT Transportasi Jakarta and digital payment providers, as illustrated in Figure 1, further demonstrates institutional efforts to support service integration and fare unification. According to collaborative governance theory, such arrangements can enhance policy coherence and service efficiency when supported by trust, shared understanding, and long-term commitment. However, the findings indicate that collaboration is often reactive rather than proactive, emerging mainly in response to specific operational issues. This reactive collaboration pattern is similarly reported in JakLingko governance studies, noting that although multi-stakeholder collaboration is present, sustained integrative governance remains a challenge (Rahma, H. A., Rosyadi, S., Gunarto, G., 2024).

Public communication and responses to public complaints can determine the effectiveness of institutions in the Microtrans program in North Jakarta. Information related to routes, service schedules, technical policy changes, or operational disruptions has been disseminated through official social media, applications, and communication channels of the Transportation Agency and PT Transportasi Jakarta. However, the distribution of information to operators and implementers in the field is not always in line with the information received by the public. This lack of synchronization of messages has the potential to cause misunderstandings, especially when sudden changes occur.

From the analysis results, the institutional structure of the Microtrans Program in North Jakarta can be considered clear and formally aligned with the principles of integrated transportation. However, its effectiveness is highly dependent on consistent communication, responsive coordination, and proactive collaboration among actors. These findings reinforce previous studies by Irene (2022) and Macdalena (2020), which emphasize that while institutional integration within the JakLingko system has been achieved at the policy level, practical implementation still requires strengthening coordination mechanisms, feedback

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systems, and collaborative capacity (Irene, 2022), (Macdalena, 2020). Thus, institutional effectiveness in supporting integrated transportation is not solely determined by structural arrangements, but by the dynamic interaction and adaptability of institutions in responding to field-level realities.

c) Facilities, Infrastructure, and Technology

Facilities and technology constitute fundamental components in supporting the integration of Microtrans services within Jakarta's increasingly complex urban transportation system. In the framework of integrated transport policy, infrastructure availability and technological capability are not merely supporting elements, but core determinants of system reliability, service efficiency, and user satisfaction. According to transport system integration theory, physical infrastructure and digital systems must function simultaneously to ensure seamless intermodal connectivity, particularly in high-density metropolitan areas where mobility demand continues to grow. In this context, the Microtrans Program in North Jakarta is designed to operate as a feeder service within the JakLingko system, relying heavily on fleet adequacy, supporting facilities, and information technology to maintain service continuity.

Empirical findings indicate that the Microtrans fleet has been equipped with several modern operational features, including cashless payment systems, integrated fares, GPS tracking, and digital monitoring through the TransJakarta application. These technological adaptations demonstrate institutional efforts to respond to the mobility needs of urban communities that prioritize speed, convenience, and service certainty. From a service modernization perspective, the adoption of cashless and digitally monitored systems aligns with the concept of smart mobility, which emphasizes efficiency, transparency, and real-time responsiveness in public transport operations. However, technological readiness alone does not automatically translate into service effectiveness when not supported by sufficient physical capacity.

Table 6. Microtrans Fleet and Passenger in North Jakarta 2021–2024

Year	Number of Fleets	Number of Users
2021	713	731.498
2022	773	12.865.114
2023	803	27.630.425
2024	803	32.598.444

Source: Researcher's observations on, 2025

Field observations reveal that fleet capacity has not fully kept pace with the rapid increase in passenger demand, particularly during peak hours and at strategic locations such as Tanjung Priok Terminal. This imbalance results in longer waiting times and reduced service reliability, undermining the intended role of Microtrans as an effective intermodal connector. Table 4 illustrates a sharp rise in passenger numbers between 2021 and 2024, while fleet growth remains relatively stagnant after 2023. From a transport supply–demand perspective, such disparity reflects structural inefficiency, where service provision fails to adjust

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proportionally to usage growth.

The implications of this imbalance are consistent with public transport performance theory, which posits that insufficient vehicle supply directly affects headway regularity, passenger comfort, and perceived service quality. In integrated systems, feeder services play a critical role in maintaining connectivity between main corridors and residential areas; therefore, limited fleet availability weakens the overall integration chain. The findings suggest that without strategic fleet expansion or operational optimization, Microtrans risks becoming a bottleneck rather than a facilitator within the JakLingko network.

Figure 2. Unrenovated Driver Rest Areas and Container Room-Style Rest Areas
Source: Researcher's Observations, 2025

Beyond fleet quantity, infrastructure-related challenges also emerge in the uneven distribution of pick-up and drop-off points across routes. Several operational areas lack adequate stopping facilities, limiting accessibility and reducing the efficiency of passenger circulation. Moreover, the absence of proper supporting facilities such as standardized and comfortable rest areas for drivers reflects gaps in infrastructure planning that extend beyond passenger-oriented considerations. Figure 2 highlights the condition of unrenovated and container-style rest areas, which fall short of supporting occupational comfort and operational readiness. From an institutional and human-centered infrastructure perspective, inadequate facilities for service providers can indirectly affect service quality by reducing driver well-being and operational discipline.

These conditions illustrate that infrastructure adequacy must be understood holistically, encompassing not only vehicles and passenger facilities but also operational support spaces. Transport infrastructure literature emphasizes that sustainable service performance requires attention to both user comfort and operator working conditions. When supporting facilities are uneven or substandard, the effectiveness of mode integration is compromised, as operational efficiency and service consistency become more difficult to maintain.

In terms of technology utilization, the Internet of Things (IoT) has become a central pillar of Microtrans operations in North Jakarta. Devices such as GPS, CCTV, cashless tapping machines, and centralized control rooms enable real-time monitoring of fleet movements, driver behavior, and operational performance. The upgrading of tapping machines has reduced transaction disruptions, contributing to smoother digital payments and improved user experience. The presence of a centralized control room equipped with real-time surveillance and voice communication systems allows for immediate intervention in response to

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operational incidents. These features align with intelligent transport system (ITS) principles, which emphasize data-driven control, enhanced safety, and operational transparency.

The quality of operational data management further strengthens the effectiveness of IoT deployment. Data collection follows a structured multi-stage process, beginning with driver-recorded operational metrics, followed by verification from field checkers, and final compilation by PT Transportasi Jakarta for reporting to the Transportation Agency. This layered verification system supports data reliability and reduces reporting inconsistencies. From a governance and policy evaluation standpoint, accurate and timely data are essential for performance assessment, subsidy allocation, and operational planning. The relatively simple reporting mechanism also minimizes administrative burdens on drivers, thereby encouraging compliance and consistency in data submission.

The strategic role of data quality in public transport governance is widely recognized in transport management literature, where reliable operational data serve as the backbone for evidence-based decision-making. In the Microtrans context, data accuracy enables authorities to identify service gaps, assess route performance, and adjust operational strategies in response to changing demand patterns. Thus, technology and data management function not only as operational tools but also as governance instruments that support accountability and continuous service improvement.

These findings collectively confirm that the success of Microtrans integration depends on the simultaneous strengthening of facilities, infrastructure, and technology. Adequate fleet capacity, evenly distributed and well-maintained infrastructure, optimally functioning IoT systems, and high-quality operational data are interdependent prerequisites for effective service delivery. This conclusion aligns with the study by Kagiarin et al., (2024), which emphasizes that fleet availability, infrastructure adequacy, and digital system utilization are decisive factors in maintaining service consistency and reducing passenger waiting times in TransJakarta services (Kagiarin, S., Djakapermana, R. D., S Wicaksono, 2024). Their research also highlights that imbalances between fleet capacity and passenger demand directly degrade user experience, particularly on high-demand corridors.

In the case of Microtrans in North Jakarta, similar dynamics are evident. The integration agenda has been supported by technological modernization and data-driven management, yet constrained by limitations in physical capacity and infrastructure distribution. Therefore, strengthening facilities and technology must be approached as a unified strategy rather than isolated interventions. Without proportional investment in fleet expansion and infrastructure improvement, technological advancements alone will not be sufficient to sustain integrated transportation performance. Conversely, infrastructure expansion without robust technological support would limit system efficiency and transparency. As such, facilities and technology remain central determinants of Microtrans effectiveness within Jakarta's integrated transportation system.

d) Financial

The financial dimension represents a critical pillar in ensuring the sustainability of Microtrans services, as the entire operational framework relies on public transportation

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subsidies funded through the DKI Jakarta Regional Budget. In public service policy theory, financial capacity is a determining factor that shapes not only service continuity but also institutional flexibility in responding to demand growth, service quality expectations, and system integration goals. The Microtrans Program operates under a Public Service Obligation (PSO) scheme, whereby operators receive compensation based on measurable service performance indicators, such as kilometers operated and compliance with minimum service standards. This mechanism positions financial adequacy and budget consistency as key determinants of the government's ability to sustain integrated transport services.

Table 7. DKI Jakarta Provincial Public Transportation Budget for 2021-2024

Year	Public Transportation Subsidy (IDR. Trillion)
2021	2,76
2022	3,22
2023	3,26
2024	3,63

Source: Data Processed by Researchers from PT. Transportasi Jakarta, 2025

Empirical data presented in Table 5 demonstrate a consistent increase in public transportation subsidies allocated by the DKI Jakarta Provincial Government between 2021 and 2024. The budget rose from Rp 2.76 trillion in 2021 to Rp 3.63 trillion in 2024, indicating a strengthened fiscal commitment to public transportation development. From a fiscal policy perspective, this upward trend reflects the government's recognition of public transport as a strategic public good that requires long-term investment rather than short-term expenditure. Increased budget allocations provide greater fiscal space for maintaining operational stability, supporting route expansion, and ensuring that service standards are met within the JakLingko system.

However, while the nominal increase in subsidies suggests positive government commitment, financial effectiveness cannot be assessed solely based on budget growth. Public finance and transport economics literature emphasizes that the impact of subsidies depends on allocation efficiency, absorption capacity, and the alignment between financial inputs and operational outputs. In the Microtrans context, the reliance on PSO funding creates both opportunities and vulnerabilities. On one hand, the PSO scheme offers predictable income for operators, enabling stable driver remuneration and reducing uncertainty in daily operations. On the other hand, high dependency on subsidies means that any fiscal constraints or administrative delays could directly affect service frequency, fleet maintenance, and route coverage.

This condition highlights the importance of linking financial planning with operational performance evaluation. Interviews and field observations indicate that PSO payments are closely tied to performance reporting based on operational data. This linkage reinforces accountability and encourages compliance with service standards, but it also increases pressure on data accuracy and timely reporting. From a governance standpoint, such performance-based financing aligns with results-oriented public management principles,

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where funding allocation is used as an instrument to steer service quality and efficiency.

The findings of this study are consistent with Limbong S Widanta (2025), who argue that PSO-based funding significantly influences driver income stability and the continuity of public services (Limbong, R. G. P., S Widanta, 2025). Their research emphasizes that improvements in service quality can only be achieved when local governments ensure sufficient operational funding, efficient budget absorption, and transparency in subsidy management. In the case of Microtrans in North Jakarta, similar dynamics are evident: funding stability supports operational continuity, while any inefficiencies in financial management could undermine service reliability and integration objectives.

Therefore, the financial sustainability of Microtrans services is not merely a matter of increasing subsidy allocations, but also of ensuring that financial mechanisms are well integrated with operational planning and performance monitoring. Stable and adequate funding enables the government to respond to rising passenger demand, address fleet shortages, and support infrastructure improvements. Conversely, without effective financial governance, increased budgets may fail to translate into tangible service improvements. Thus, the financial dimension remains a decisive factor in determining whether Microtrans can sustainably fulfill its role as an integral component of Jakarta's integrated transportation system.

e) Regulation

The regulatory dimension plays a fundamental role in shaping the consistency and effectiveness of Microtrans Program implementation in North Jakarta, as it provides the legal foundation that governs institutional authority, operational standards, and service accountability. In policy implementation theory, regulations function not only as formal rules but also as instruments that translate policy objectives into actionable operational guidelines. The effectiveness of public transportation programs, therefore, is highly dependent on the coherence, clarity, and enforceability of the regulatory framework across different governance levels.

Empirically, the Microtrans Program operates within a multi-layered regulatory hierarchy that spans national, regional, and technical-operational levels. At the national level, Law No. 22 of 2009 concerning Road Traffic and Transportation establishes the general principles of road-based public transportation in Indonesia. This legal foundation is further elaborated through DKI Jakarta Regional Regulation No. 5 of 2014 concerning Transportation, which serves as the umbrella framework for transportation governance within the Jakarta metropolitan area. More specifically, the integration of Microtrans into the TransJakarta system is formalized through DKI Jakarta Governor Regulation No. 96 of 2018, which explicitly positions Microtrans as part of the Bus Rapid Transit (BRT) feeder network under the JakLingko system. This regulation clarifies the institutional role of Microtrans and strengthens its legitimacy as a component of mass public transportation rather than an informal or auxiliary service.

The regulatory framework is further reinforced by DKI Jakarta Governor Regulation No. 2 of 2024 concerning Minimum Service Standards (SPM), which provides measurable

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benchmarks for service quality, including vehicle conditions, operational reliability, and passenger safety. From a regulatory governance perspective, the existence of clearly defined service standards is essential to ensure accountability and to facilitate performance evaluation. The SPM functions as a normative reference that links regulatory objectives with operational performance, enabling regulators to assess whether service providers comply with expected quality thresholds.

At the technical-operational level, Jakarta Transportation Agency Instruction No. E-0025/PH.05.00 on TransJakarta Service Quality Surveys serves as an implementation instrument that operationalizes higher-level regulations. This instruction directs how service quality assessments are conducted in the field and ensures that evaluation mechanisms are standardized across routes and operators. The presence of such technical guidelines demonstrates that the regulatory system governing Microtrans is not merely symbolic but is supported by practical tools for monitoring and evaluation. In implementation theory, this hierarchical alignment between policy objectives, regulatory standards, and technical procedures is a key indicator of regulatory readiness.

However, field findings indicate that regulatory effectiveness is not determined solely by the completeness of the legal framework. The implementation of Microtrans regulations still faces challenges related to the level of understanding among operators and drivers regarding regulatory provisions and technical procedures. In some cases, inconsistencies in field implementation emerge when regulatory changes or technical adjustments are not fully internalized by frontline implementers. This condition supports the argument that regulatory compliance is closely linked to the cognitive and institutional capacity of implementers.

These findings are consistent with Septiyonengsih (2024), who emphasizes that successful policy implementation depends heavily on implementers' understanding of applicable regulations and technical guidelines (Septiyonengsih, 2024). Her study shows that inadequate comprehension of rules often results in uneven implementation and reduced policy effectiveness, thereby necessitating continuous socialization, training, and supervision. In the Microtrans context, similar dynamics are observed, where the alignment between national laws, regional regulations, and operational instructions must be continuously reinforced through capacity-building initiatives.

The five evaluation dimensions are strongly interconnected, meaning that weaknesses in one dimension directly influence performance in others. For instance, limitations in infrastructure and fleet capacity not only affect service reliability but also increase operational pressure on drivers, which in turn influences human resource performance and behavioral compliance. Similarly, financial dependency on subsidies constrains institutional flexibility in expanding routes and facilities, thereby affecting the overall integration effectiveness of the system. This interdependency confirms Agustino's argument that policy implementation capacity is determined by the alignment of multiple governance components rather than isolated institutional performance. In the Microtrans context, technological modernization has progressed relatively well, but its benefits are partially constrained by insufficient physical capacity and uneven human resource adaptation. To provide a clearer overview of program performance, Table 8 summarizes field findings across the five

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dimensions.

Table 8. Summarizes Of Field Findings Across The Five Dimensions

Dimensions	Field Findings
Human Resources	1. The competence of Microtrans drivers in North Jakarta has been developed through driving training and certification; however, the quality of implementation in the field has not been fully consistent, particularly regarding driving behavior and service ethics. 2. The capability of administrative personnel in implementing the Microtrans program in North Jakarta still relies primarily on routine supervision and operational responsiveness. 3. Institutional integrity is maintained through coaching and supervisory mechanisms; nevertheless, driver compliance with operational standards remains highly dependent on the presence of field supervision.
Institutional Capacity	1. Institutional leadership in the Microtrans program in North Jakarta operates within a unidirectional operational policy framework, which has resulted in limited innovation at the implementation level. 2. Managerial practices in the implementation of the Microtrans program, particularly in responding to field dynamics, remain heavily dependent on hierarchical procedures. 3. Coordination and collaboration among stakeholders in the Microtrans program have not yet been optimal, as reflected in the continued occurrence of land-use permitting constraints. 4. Public communication tends to be reactive, focusing more on problem handling after issues arise rather than preventive or anticipatory approaches.
Facilities, Infrastruc-ture And Technology	1. The limited number of fleets, due to the slow realization of vehicle procurement, along with permitting constraints for supporting infrastructure, continues to restrict service optimization. 2. Innovation in the development of direct intervention features and AI-based technologies remains at the planning stage. 3. Recording processes that are still conducted manually have the potential to affect data accuracy.
Financial Support	1. Subsidy funding is only sufficient to maintain existing Microtrans services; however, it has not yet been fully capable of supporting the acceleration of regular public transport integration into the JakLingko system in North Jakarta.
Regulatory Arrangements	1. Regulations have not yet been fully internalized as part of organizational work culture; therefore, strengthening efforts based on field evaluation and regulatory understanding are required for Microtrans program implementers in North Jakarta.

Source: Researcher's Observations, 2025

Overall, the evaluation reveals that the Microtrans Program in North Jakarta operates within a partially optimized implementation environment. Institutional and regulatory readiness provides a strong foundation, yet infrastructure limitations, uneven human resource adaptation, and financial dependency constrain operational effectiveness. The interaction among these dimensions explains why the program has not fully achieved its intended role as an integrated feeder system within the JakLingko network. This multidimensional imbalance confirms that integrated transportation policies require synchronized development across governance components. Without proportional

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strengthening of infrastructure, human resources, and financial sustainability, institutional and technological advancements alone will not be sufficient to achieve optimal integration outcomes.

4. Conclusion

This study evaluated the implementation of the Microtrans Program in supporting integrated transportation in North Jakarta within the JakLingko system using a multidimensional public policy evaluation framework. The findings demonstrate that the program has produced positive outcomes, particularly in expanding service coverage, improving accessibility in previously underserved areas, and encouraging a modal shift toward public transportation. However, implementation has not yet achieved optimal integration. Persistent constraints remain across key dimensions, including uneven driver competence in meeting minimum service standards, limited and unequal fleet availability, incomplete supporting facilities for drivers, financial dependence on government subsidies, and inconsistencies between designated routes and actual operations. These findings indicate that the existence of an integrated policy framework alone is insufficient to ensure consistent service quality and operational effectiveness without balanced implementation capacity across all supporting dimensions.

The study further reveals that discrepancies between policy design and field implementation reflect broader governance and institutional challenges. Integrated transportation requires alignment among human resources, institutional coordination, infrastructure provision, financial sustainability, and regulatory enforcement. The persistence of inactive routes, unequal fleet conditions, and infrastructure gaps illustrates fragmented coordination among implementing actors and limited institutional capacity to ensure uniform execution. Financial constraints also weaken operational sustainability and restrict service improvement efforts, causing Microtrans to function more as a complementary feeder rather than a fully consolidated component of the integrated urban transport system. These results highlight that transportation integration is not merely a technical matter of connectivity or fare systems, but a continuous governance process shaped by inter-organizational coordination, resource adequacy, and implementation consistency. The findings contribute to public administration scholarship by emphasizing that policy effectiveness in complex service systems depends on inter-dimensional coherence rather than isolated institutional performance.

Based on these conclusions, improvements should prioritize strengthening supervision of driver competence and service audits in the short term through collaboration between operators and transportation authorities to ensure compliance with service standards. In the medium term, regional governments and implementing agencies need to increase fleet capacity, equalize infrastructure provision, and accelerate the development of supporting facilities for drivers to improve operational reliability and service equity. In the long term, sustainable financing mechanisms should be developed alongside enhanced multimodal integration supported by digital information systems to reduce subsidy dependence and strengthen system resilience. These staged policy recommendations also contribute to the development of Agustino's evaluation model by demonstrating that the effectiveness of policy implementation is determined not only by the strength of individual dimensions but by the dynamic interaction and

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interdependence among human resources, institutional capacity, infrastructure, financial mechanisms, and regulatory alignment within complex urban governance systems. Future research should incorporate comparative regional analysis and quantitative performance indicators further to refine evaluation models for integrated urban transportation governance.

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