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Public Transportation Service Performance: (A Critical Review of Cirebon Bus Rapid Transit)

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A B S T R A C T

This study analyzes the performance of the Trans Cirebon Bus Rapid Transit (BRT) service as a modern and sustainable public transportation initiative. Using a descriptive qualitative method and Colin Talbot's performance model, data were collected through observation, interviews, and document analysis, with triangulation ensuring data validity. Findings show that while BRT Trans Cirebon contributes to mass transportation, challenges remain, including limited routes, low public interest, and continued reliance on private vehicles. Key actors include the Cirebon City Government, PD. Pembangunan, and private partner PT BIG. Improving service effectiveness requires good governance, transparency, accountability, and public participation. A more comprehensive strategy—enhancing management, infrastructure, operations, and digital integration—is needed to optimize the BRT system and reduce private vehicle use.

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INTRODUCTION

The increasing complexity of the Indonesian people's needs for public services has made it the government's responsibility to provide the highest quality services. Based on Chapter I, Article 1, Paragraph 1 of Law Number 25 of 2009 concerning public services, this refers to a series of activities designed to meet service needs in accordance with laws and regulations for every individual and citizen, related to goods, services, or administrative services provided by public service providers. High-quality public services are an important indicator of the government's performance in fulfilling the basic rights of the people. Therefore, an effective, efficient, and transparent system is needed to ensure that the services provided are accessible to all and meet the needs of the people.

Currently, the government continues to strive to improve the delivery of public services, which are currently not yet optimal. Public services themselves encompass all types of services, whether in the form of goods or services, which are fundamentally the responsibility and obligation of the government to implement and realize. Ministerial Decision No. Kep/25/M.Pan/2/2004 of the State Agency regarding general guidelines for formulating indicators of public satisfaction with state agency services states that public services are efforts to meet the needs of service recipients and are part of the implementation of applicable laws and regulations. The quality of public services reflects the performance of the government. The parties who directly feel the impact of public services are the people. The success of the government in developing public services is reflected in professionalism, effectiveness, and efficiency.

One of the public services provided by the government to meet and support the mobility of urban communities is public transportation. Transportation is an important element in meeting and supporting the mobility needs of urban communities. It supports the daily activities of the community, such as work, school, and access to public services and facilities. An efficient and affordable transportation system not only improves the quality of life for residents but also helps drive economic growth and reduce traffic congestion in urban areas. With reliable transportation, residents can more easily access various public facilities, which ultimately enhances productivity and the well-being of the population.

However, in reality, transportation services in Indonesia are not yet running as expected. Various problems occur in the transportation system in big cities such as Cirebon, including suboptimal services, traffic congestion, and damage to public facilities. The high number of complaints and grievances from the public indicates that the government's performance as a public service provider is not yet optimal (Kurniawan, 2019). This reflects the gap between planning and implementation in the field, which has led to low levels of public satisfaction with transportation services.

This has led Indonesian communities such as those in the city of Cirebon to prefer private vehicles over public transportation due to several key factors. Prestige is one of the main reasons, as owning a private vehicle is often seen as a sign of higher social status. In addition, safety is also an important factor, as many people feel safer using private vehicles than public transportation, which is still

prone to crime and discomfort due to overcrowding. The ease of purchasing private vehicles through credit systems with affordable installments further encourages people to own their own vehicles. In terms of convenience, private vehicles offer freedom in choosing travel times and routes, without being bound by fixed schedules or routes like public transportation. Meanwhile, the quality of public transportation services in Indonesia is still considered suboptimal, with delays, overcrowding, and inadequate facilities leading people to prefer private vehicles that are more comfortable and practical.

With government policies that do not fully support public transportation efficiency, such as a lack of dedicated lanes, minimal integration of transportation modes, and limited subsidies for public transportation users, these factors combined have resulted in private vehicles remaining the primary choice for Indonesians in their daily activities. One innovation developed by the government to address this transportation issue is the introduction of the Trans Cirebon Bus Rapid Transit (BRT). Through Mayor of Cirebon Regulation No. 551.21/KEP. 004/DPMPTSP/VII/2023 regarding the Permit for the Operation of Passenger Transportation Services within a Route, specifically in Point C, the Head of the Cirebon City Investment and Integrated One-Stop Service Agency issued a decision on the issuance of a Permit for the Operation of Mass Passenger Transportation Services within a Route (Bus Rapid Transit/BRT) Trans Cirebon in the name of PD Pembangunan, located at JI Sili Wangi No. 13, Kesenden Village, Kejaksan District, Cirebon City. In addition to being a mobility solution, the presence of BRT also demonstrates the government's commitment to improving the quality of public services in the transportation sector. The implementation of this system not only focuses on the provision of facilities and infrastructure but also on professional operational management and increasing public awareness of the importance of using public transportation.

This BRT public transportation system has also been implemented in the city of Cirebon as a solution presented by the government to address mobility issues in the city. The BRT system is expected to reduce traffic congestion, decrease Cirebon residents' dependence on private vehicles, and provide a more affordable and comfortable mode of transportation. Additionally, the presence of BRT is also expected to support local economic growth by facilitating access to various activity centers, such as offices, shopping centers, and tourist areas. With optimal management, BRT has the potential to become a sustainable transportation solution and encourage changes in travel patterns toward a more efficient and environmentally friendly transportation system.

BRT is a solution for affordable and comfortable public transportation for the community. In addition, BRT can also be a step taken by the government to overcome traffic congestion and protect the environment. However, not all efforts have been successful, as seen in the implementation of BRT in the city of Cirebon (Atmaja, 2024). To reduce traffic congestion, the public transportation system in the city of Cirebon has been developed to be more modern, safe, comfortable, and integrated. One of the efforts made is the introduction of BRT, which began operating in 2021. The government hopes that this service will become the primary choice for the community in terms of transportation.

However, in practice, BRT Trans Cirebon still faces various challenges. The lack of public interest in using this service is due to several factors, such as routes that do not align with their travel needs and preferences for other modes of transportation, such as minibuses. The Cirebon City Government acknowledges that this policy has not been implemented optimally due to the limited coverage of BRT routes and not all vehicles being operational. Additionally, some residents still lack an understanding of the importance of the BRT service in improving urban transportation efficiency.

Public interest in Cirebon's BRT service has shown positive growth thanks to affordable fares, comfort, and more regular schedules. However, challenges such as limited routes, information, and transportation mode integration still hinder service optimization. Efforts to improve service quality and public education are crucial to expanding user reach. The government continues to strive to improve transportation infrastructure through terminal renovations, providing a fleet equipped with air conditioning, Wi-Fi, CCTV, and cashless payment systems. Unfortunately, there are still damaged bus stops and disruptions caused by street vendors, which reduce user comfort. Conceptually, the Cirebon BRT has fulfilled its role as a connecting transportation system, but service development is hindered by limited funding. Out of the 10 available buses, only 3 are currently operational. High operational costs, significant fuel consumption, and the need for routine maintenance are the main obstacles to the comprehensive development of this transportation system in the city of Cirebon.

After reviewing the literature and analyzing various references from previous studies, it was revealed that most previous studies only focused on the level of public satisfaction with BRT services. These studies generally evaluated aspects of comfort, safety, punctuality, and accessibility of services without conducting an in-depth analysis of the factors that influence overall service performance. This leaves room for researchers to delve deeper into the aspects of BRT services through a public service performance model approach. In this context, the service performance theory proposed by Colin Talbot (2010) is used as a more comprehensive analytical framework. This approach allows for evaluation not only from the user's perspective but also from the aspects of governance, policy effectiveness, operational efficiency, and the dynamics of public transportation management.

Based on these findings, further study is needed on the performance of the Cirebon City Transportation Agency with a critical approach to the Cirebon BRT public transportation system in an objective manner. This research is significant because public transportation plays an important role in reducing traffic congestion and improving service quality for the community. Along with developments in the transportation sector, public services in this field have been available for a long time and continue to improve to this day. This situation has prompted various public organizations to compete in providing optimal transportation services. One example of such efforts is undertaken by the Cirebon City Transportation Department, which is responsible for providing public transportation services to meet the mobility needs of urban residents.

LITERATURE REVIEW

(Mulia Siregar, 2023) argues that performance is a measure of success in completing a specific task. Performance describes how well an individual or group carries out the tasks or responsibilities assigned to them to achieve a goal. Performance can be measured using several indicators, such as efficiency, effectiveness, quality of results, and the time required to complete the task. An individual's performance is influenced by various factors, including individual skills, motivational drive, availability of resources, and the work environment. Therefore, effective performance management involves planning, monitoring, and evaluation to ensure objectives are achieved efficiently.

Simply put, performance is work achievement or the result of work implementation (Mukarom & Laksana, 2015). In line with (Patampanua, 2016), performance is a social system used to assess the extent to which an employee performs their duties as a whole, which includes a combination of work results and competencies. Another explanation of performance can be described as the outcome of work that is strongly linked to the organization's strategic objectives, customer satisfaction, and contributes to the economy (Rahmayanti, 2015). According to (Mulia Siregar, 2023), performance is a measure of success in completing a specific task.

According to Lohman, public service performance is a series of evaluation activities aimed at achieving specific targets of a government agency's strategic objectives. In line with the opinion of Sim & Atong (2023), public service performance is described as the regular implementation of responsibilities, duties, and obligations in an institutional form according to the structure of the bureaucratic organization. When providing public services, an important aspect to consider is the performance of those services. Furthermore, according to Moeheriono, performance reflects the level of success in implementing programs, activities, or policies to achieve the objectives, goals, vision, and mission of the organization as outlined in the strategic plan (Dominizai Kardo, 2023).

A study titled Innovation in Night Duty to Improve Public Service Performance states that innovations such as the implementation of night duty can improve the quality of public service performance. This is reflected in more streamlined and simplified service procedures, more efficient completion times, and no additional costs in service delivery (Peyusinta & Setyawan, 2018). Innovation plays a crucial role in improving service performance by making it easier for the public to access public services, particularly for those who face difficulties in doing so.

BRT (Bus Rapid Transit) Trans Cirebon is a public transportation innovation developed by the city government to improve community mobility services (Dewi, 2018). In agreement with (Hera Ir., 2017), BRT is a high-standard bus-based transportation system that operates quickly, comfortably, and efficiently on separate dedicated lanes. BRT is a mass transportation system designed to provide high-quality services in supporting mobility, especially in urban areas. The main focus of BRT is safety, comfort, affordable fares, as well as speed and punctuality (Candra, 2024). The city of Cirebon operates several BRT buses, which were officially launched as public transportation in mid-April 2021.

The fare is Rp. 5,000 for the general public and Rp. 3,500 for students. Trans Cirebon was chosen as a case study due to the low passenger interest in using the available public transportation, as they prefer to use private vehicles.

In this study, Colin Talbot's (2010) service performance theory forms the basis for the discussion. In Talbot's (2010) argument, there are two main focuses, namely "outcome based on governance" or "outcome based on budgeting" and also the "what works" agenda. Performance is not merely evaluated based on the comparison between inputs and outputs or mere efficiency. What is more crucial is the results or achievements obtained. Additionally, performance must also consider the organization's work agenda in achieving the set targets (Danar, 2022). The following is the performance model according to Colin Talbot (2010).

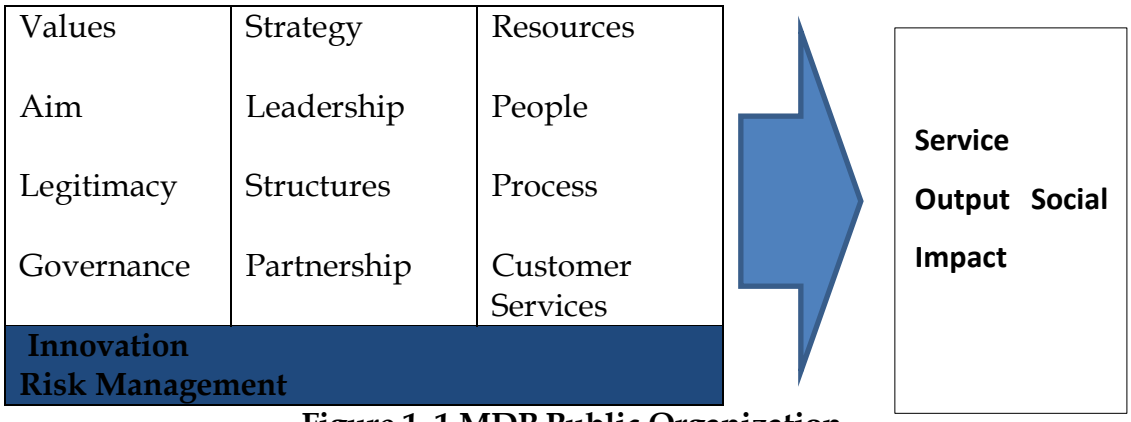

Figure 1. 1 MDP Public Organization
(Source: Theories of performance: Colin Talbot 2010)

Colin Talbot identified 12 dimensions in the performance model. First, Values customer experiences and responses to interactions with service providers play an important role in shaping their views on the quality of services provided (Mulyono et al., 2012). Aim (goals) Where assertiveness, consistency, and achievement of policy goals are important elements for improving organizational performance (Talbot, 1999). Legitimacy: Public organizations must continuously evaluate and report on progress, including their contributions to improvements or declines in social outcomes (Talbot, 1999). Governance: This includes transparent and accountable government to the public and a clear division of power (Wahyudi & Pramusinto, 2009).

Strategy: An effective strategy must be able to achieve predetermined political goals by optimally utilizing relevant resources (Colin S. Gray, 2012). Structure can improve work efficiency and clarify the hierarchical structure and interactions between departments or divisions (Pangestu & Purnama, 2024), Partnership is a form of cooperation between various parties that support each other to achieve the same goals, with agreed-upon task divisions (Gede et al., 2020). According to Terry, 2012 Leadership emerges organically when group members collaborate to achieve the same goal, Resources management is a system developed to ensure that resource distribution aligns with the organization's strategic objectives and core processes. (Talbot, 1999).

People (human resources) are a functional component in a company where human resources, both individuals and groups, operate under

management supervision (Pangestu & Purnama, 2024), Process (process management) is an effort to guide and support employees to achieve the best performance in line with organizational needs (Wahdiyat, 2021), and Customers/service focus and responsiveness (focus and responsiveness to customers/services) demonstrate a commitment to serving customers sincerely, providing wholehearted support, and being responsible for the quality of services provided (Rasdiana & Riski Ramadani, 2021).

In the public sector, innovation is essential for the development of public services. Innovation comes in the form of new products that replace old methods. Diversity in public services encourages the creation of innovative services. This can be linked to innovation in public services.

BRT Trans Cirebon, which is an innovation in risk management in public services, is a systematic process for identifying, analyzing, assessing, and managing risks arising from the implementation of innovations in government services. These innovations, which are related to the digitization of services, the use of new technologies, or bureaucratic reforms, offer opportunities to improve efficiency and quality, but also pose new risks that need to be anticipated and managed professionally. Service outputs, or service results, are tangible products in the form of goods, services, or administrative documents received by the public as a manifestation of government service activities. The quality and relevance of these results are crucial for meeting public needs and enhancing public trust in service providers. Examples include the number of routes operating daily, the number of vehicles, the number of bus trips, punctuality, and the number of customer service staff available. Furthermore, social impact refers to long-term changes or benefits felt by the public, such as improved access to workplaces, schools, and healthcare services. For example, in areas like Argasunya, which were previously inaccessible by public transportation, subsidized transportation has been introduced, leading to increased inclusivity for vulnerable groups, easier access for suburban residents to the city center, and heightened public awareness of the benefits of using public transportation.

The definition of transportation as stated by (Ulfah, 2017) is the process of moving people and goods from their origin to their destination. Therefore, transportation plays an important role in driving the economy at both the city and regional levels. Its implementation will completely change lifestyles and have a positive impact on improving the standard of living of the community, especially their welfare (Khumayah, 2021). This means that if the transportation sector is not managed properly, regional development and economic growth will hinder development and economic growth in a region. This is reinforced by the opinion of Dominizai Kardo (2023) that transportation is the foundation of the economy, community development, and industrial progress.

The transportation system consists of parts that are integrated into a transportation scheme and interact with each other to form a transportation function. Transportation systems are usually categorized based on activities, networks, movements, and institutional systems (Candra, 2024). Each component in the transportation system supports each other to create efficient, safe, and sustainable mobility.

METHODOLOGY

This study uses qualitative research methods with a descriptive qualitative approach. Qualitative research is a method used to describe, explore, and understand the meanings believed by individuals or certain groups as part of social or humanitarian issues (Creswell 2013). This study aims to analyze the performance of public transportation services in the Cirebon Bus Rapid Transit system through an analysis of the impact of BRT Trans Cirebon, which is one of the innovations in risk management. This method was chosen because it provides a more comprehensive understanding of how the Cirebon city BRT operates. Thus, this study can identify the components that influence the performance of these services

This study applied data collection methods that included observation, interviews, and document analysis. Observation was conducted to gather information directly about the BRT service process, interviews were conducted to study the experiences and perceptions of service providers, and document analysis helped to understand the policies and procedures implemented by the city's Transportation Agency to operate the BRT

The triangulation approach was used to test the validity of the data and improve the validity and reliability of the research findings. This triangulation was carried out through interviews with various parties directly involved in the operation of the Trans Cirebon BRT, namely BRT users, drivers, and management. By involving multiple data sources, this study is able to capture diverse perspectives on the performance of BRT services in a more comprehensive manner. The collected data is then analyzed, interpreted, and supplemented with additional information to strengthen the research findings and conclusions.

RESULTS AND DISCUSSION

This study examines the performance of public services in the Cirebon Bus Rapid Transit (BRT) public transportation system using Colin Talbot's (2010) performance model. Based on the results of the study, the Cirebon City Government, through the Transportation Agency (DISHUB), provides public transportation through the Trans Cirebon BRT, which is a modern, comfortable, affordable, and sustainable form of mass transportation for the community. In this regard, DISHUB serves as the evaluating and monitoring body, while through Mayor of Cirebon Regulation No. 551.21/KEP.004/DPMPTSP/VII/2023 regarding the permit for passenger transportation services on a route, the City Government has appointed PD. Pembangunan as the implementing entity. In this case, PD. Pembangunan has partnered with PT BIG (Bima Inti Global) as the private sector entity involved. It is hoped that the operation of this BRT system will serve as a step taken by the government to address mobility challenges, traffic congestion, and reduce the community's reliance on private vehicles.

Values

Satisfaction and quality encompass both qualitative and quantitative dimensions of organizational achievement, relating to both end results and

processes. Service quality is closely related to the achievement of organizational goals, while service satisfaction reflects the positive views of users or stakeholders regarding the results received. The experience during the service process also plays an important role in shaping user satisfaction (Talbot, 1999).

DISHUB uses questionnaires to measure user satisfaction with BRT services. These questionnaires can be accessed via barcodes available on buses. To increase participation, DISHUB deploys Bus Service Officers (PLB) to direct and remind BRT users to scan the barcodes and fill out the questionnaires. The survey results show high levels of satisfaction in terms of comfort and driving safety.

A total of 92.4% of 236 respondents rated the speed of the bus as balanced between efficiency and safety, while 100% of 236 respondents felt comfortable with the way the driver controlled the bus. Compliance with traffic rules is also high, with 96.7% of the 236 respondents rating the driver as always adhering to traffic signs. Additionally, 96.2% of the 236 respondents did not observe aggressive driving behavior, though the braking aspect had a lower satisfaction rate of 77.1% among the 236 respondents, which still has room for improvement.

The questionnaire results show that the majority of BRT passengers are satisfied with the safety and comfort aspects of this transportation service. Drivers are considered to have high compliance with traffic rules and are able to control the bus well, which contributes to a safe and comfortable travel experience.

The development of transportation facilities, infrastructure, and infrastructure is a form of the government's commitment to improving the quality of transportation services. These efforts can be seen through the renovation of bus terminals and stations, the provision of public transportation facilities, and road improvements (Agung, 2024). In terms of service quality, the Cirebon BRT offers amenities such as air conditioning, free WiFi, two CCTV cameras, and emergency hammers at each window for safety, as well as a flexible payment system (cash and non-cash). Bus cleanliness is also maintained to ensure passenger comfort. With these various facilities, the BRT is committed to providing a safe, comfortable, and modern travel experience for the community.

Figure 1.2 Trans Cirebon BRT Bus Stop

Figure 1.3 Bus Stop Trans Cirebon

(Source : Researcher's Documentation, 2025)

However, there are still several issues in the field that need attention, particularly regarding the condition of bus shelters and bus stops. Some bus stops and shelters have been damaged due to vandalism, such as graffiti on the walls of the shelters and peeling paint. Additionally, several bus stops appear to be poorly maintained and even obstructed by street vendors' activities, which disrupt access and comfort for passengers waiting for the bus. This situation needs to be addressed promptly to prevent a decline in the overall quality of BRT services and to maintain the comfort and safety of public transportation users.

Aim

The diversity of missions within public organizations poses its own challenges. Thus, organizations that carry out infrastructure projects without clear policy guidelines tend to experience greater difficulties than organizations that have well-planned policies. Therefore, more and more studies show that clarity of mandate or policy structure is a key factor in supporting the improvement of public organization performance (Talbot, 1999).

The government has an obligation to provide adequate public transportation, including through the operation of BRT in the city of Cirebon. The presence of BRT aims to reduce traffic congestion, reduce air pollution, and improve the efficiency of community mobility. The success of this system depends on community participation in switching to public transportation and government efforts to improve the comfort, safety, and punctuality of services.

PD. Pembangunan has been designated as the BRT operator in accordance with the Mayor's Decree, with regular monitoring and evaluation to assess the effectiveness of policies, projects, and subsidy usage. Annual evaluations measure the impact of subsidies on emissions, air quality, and increased ridership, enabling policies to be adjusted for efficiency.

Due to limited experience, PD. Pembangunan partnered with PT. BIG to manage fleet operations and maintenance. PT. BIG is responsible for scheduling,

bus maintenance, and driver and staff training to ensure safety and comfort. This partnership is expected to increase public trust and reduce private vehicle use.

Legitimacy

In an effort to improve accessibility and efficiency of services, the government continues to develop the BRT system, including in the city of Cirebon. However, in its implementation, various challenges are still faced. These range from increasing the number of users to optimizing technology-based services. With the right innovations and strategies, BRT is expected to become a more attractive sustainable transportation solution for the community.

Public organizations play a crucial role in creating positive social impacts for the community by contributing to socially defined goals through democratic mechanisms. The relationship between organizational activities and outcomes can vary; some can be clearly measured, while others cannot. Success often depends on collaboration with other parties and is influenced by external factors. Despite these challenges (Talbot, 1999).

The government continues to expand BRT services to previously unreachable areas to provide comfortable, affordable, and efficient transportation. The success of this program is evident from the increasing number of passengers, as evidenced by the number of passengers from corridor 1 to corridor 2. As stated by the Head of Transportation and Multimodal Division of the Transportation Agency as follows:

"In 2022, the number of passengers in Corridor 1 reached 11,892 people in one year. In 2023, the service covered half of Corridor 1 and half of Corridor 2, which began in July 2023 with a total of 42,076 passengers. In 2024, the service will be fully operational in Corridor 2 with a total of 76,460 passengers. This significant increase is based on the principle of trial and evaluation and efforts to maintain harmony with other modes of urban transportation."

The responsiveness of BRT staff plays a crucial role in improving service quality, particularly in communicating with passengers. However, providing information, such as arrival schedules at stops, faces challenges due to weather conditions and vandalism. Innovative solutions, such as digital information boards, QR codes, and official apps, are expected to address these issues.

Other innovations in BRT services include enhanced security, free internet access, and the use of digital technology. Currently, the government is considering a dedicated app to monitor bus locations in real-time, display the nearest stops, and provide departure and arrival schedules. With these innovations, BRT services are expected to become more modern, enhance user comfort, and encourage more people to switch to public transportation.

Governance

Every month, the BRT funding report covers all agencies and private parties involved. Funding begins with the city government, which channels funds to the Transportation Agency (DISHUB), then on to PD. Pembangunan as the main manager of BRT operations. Additionally, PT. BIG also submits funding requests to PD. Pembangunan. Accountability is maintained through reviews of

expenditure evidence, field inspections, and audits by the BPK to ensure transparency in budget usage.

In both the public and private sectors, reporting on organizational activities is a crucial aspect of maintaining transparency and accountability. Colin Talbot (1999) emphasizes that reporting not only serves as a form of accountability but also as an evaluation tool to ensure the effectiveness of policies and the efficiency of resource use. In the context of public transportation services, financial and operational reports are essential to ensure that implemented policies genuinely benefit the community.

Support from various agencies has also facilitated BRT operations. The Cirebon City Public Works and Spatial Planning Agency (PUPR) has improved road access, particularly in Argasunya, with the support of the Regional People's Representative Council (DPRD), while the Housing, Settlement, and Land Agency (PRKP) has cut down trees that could potentially obstruct bus routes. In addition to infrastructure, outreach activities were conducted in five districts through meetings at the RT/RW level to introduce the BRT service to the community. With this collaboration, BRT operations are expected to run optimally and provide widespread benefits to the residents of Cirebon City.

Strategy

The development of the Trans Cirebon BRT faces obstacles in integrating with other modes of transportation, particularly the plan to connect the BRT to Kejaksan Train Station, which has the potential to conflict with city transportation. To avoid friction, the BRT route has been temporarily diverted from the area. The route was planned in collaboration with the Faculty of Civil Engineering at UGJ, which conducted a survey of community needs and analyzed traffic loads. Additionally, coordination with city transportation is being done to avoid overlapping services and improve transportation integration.

Strategic planning plays an important role in public sector management. According to Colin Talbot (1999), well-developed strategies and planning can significantly contribute to the effectiveness of policies and the development of public services. However, in practice, the implementation of strategies often faces various challenges that require adaptive and collaborative approaches.

This program aims to provide more accessible and affordable transportation for the community in the area. Additionally, the Transportation Agency (DISHUB) serves as the operational supervisor of the BRT system, ensuring compliance with schedules, and collaborating with various parties to improve transportation infrastructure and facilities. Through flexible and collaborative strategic planning, it is hoped that the Trans Cirebon BRT service can continue to develop and provide better mobility solutions for the community. Efforts to improve accessibility and coordination with various parties are key to creating a more inclusive and sustainable transportation system.

Structures

In BRT management, a clear bureaucratic structure is key to the division of tasks across various divisions. PD. Pembangunan holds primary responsibility

for operations, with the Head of Division overseeing service delivery, while the Finance Division manages the budget. The Checklist Division is tasked with ensuring fleet readiness, while the Checker coordinates with PT. BIG to develop operational schedules. Additionally, the Review and Monitoring Evaluation Division (SPI) plays a role in audits and monitoring compliance with applicable regulations.

The success of a public organization is greatly influenced by how well its governance framework aligns with policy objectives. According to Talbot (1999), the clearer the delegation of authority, management structure, oversight mechanisms, and audit or inspection processes, the more likely the organization is to carry out its mission effectively. Good governance enables the organization to function optimally in achieving its established mandate.

In addition to strong governance, workforce diversity is also an important factor in improving service quality. BRT drivers are required to have a B2 General Driver's License and undergo competency tests to ensure safety standards. Bus Service Officers (BSOs) are responsible for maintaining order and addressing passenger needs, while mechanics are responsible for maintaining the fleet to ensure it remains in optimal condition. With a professional and organized work system, BRT can provide safer, more efficient, and higher-quality services to the public.

Partnership

Efficient and affordable public transportation is an important requirement in supporting community mobility and economic growth in a region. In the city of Cirebon, the development of Bus Rapid Transit (BRT) is one of the solutions expected to improve accessibility and connectivity between regions. To realize this transportation system, strong partnerships between various parties are needed to ensure effective and sustainable operations.

According to Padli (2021), a partnership is a form of business collaboration involving multiple parties working together to strengthen and develop each other's potential over a specific period, with the aim of achieving mutual benefits. This concept is applied in the development of the BRT system in Cirebon City through synergy between PD. Pembangunan, the Transportation Department (DISHUB), and PT. BIG. In this scheme, PD. Pembangunan acts as the main operational body that manages and develops the BRT system, while DISHUB is responsible for regulation and technical supervision. On the other hand, PT. BIG acts as the main operator in the implementation of BRT services.

Based on the Mayor's Decision Letter (SK), this collaboration follows the Operational Guidelines for Vehicles (POK), thus not requiring additional funding for its implementation. Studies on urban planning, population size, and economic mobility indicate that BRT can function as a feeder transportation system, strengthening the transportation network in Cirebon. However, despite meeting the criteria as an urban transportation system in concept, BRT development still faces challenges, particularly regarding funding. Currently, the Cirebon City Government has only managed to operate three out of 10 buses due

to budget constraints, which is far from the ideal requirement to cover more areas and enhance public transportation capacity in the city.

Leadership

Leadership in the public service sector is often a sensitive topic, especially in the context of achieving maximum performance. The effectiveness of leadership in this sector is greatly influenced by various factors, ranging from strict regulations to the interests of policy makers. In this case, there is debate about who should hold leadership roles: politically elected officials or civil servants with technical experience. Generally, leadership in the public sector tends to be more limited compared to the private sector due to mandates that restrict organizational flexibility (Talbot, 1999).

In the context of public transportation, particularly in the Bus Rapid Transit (BRT) system, leadership should be held by individuals with expertise in transportation, adaptability to change, and a visionary approach to addressing public service challenges. Appropriate leadership styles include transformational leadership, which encourages innovation such as digital payment systems and environmentally friendly transportation. Additionally, participatory leadership is also a crucial factor, as it involves operators, the community, and the government in the planning and evaluation of services, ensuring that policies implemented are more inclusive and effective.

In the Baldrige Excellence Awards (United States) standards, leadership is a crucial element that determines the initial steps in improving organizational performance. Furthermore, strategic leadership is necessary for infrastructure development and long-term route optimization. Meanwhile, sustainability-based leadership plays a role in reducing environmental impact through the implementation of low-emission technology and public education on environmentally friendly transportation. A leader at PD. The development of the BRT system must have strong managerial understanding, including in aspects of management, supervision, and strategic decision-making. Additionally, a balance between business efficiency and public service quality must always be maintained. The ability to manage human resources, finances, and operations is crucial to creating a productive work environment while improving the quality of public transportation services in Cirebon City. With the right leadership, the BRT system can develop more optimally and provide maximum benefits for the community.

Resources Management

Government subsidies are a key element in maintaining the economic sustainability of the BRT system. At the managerial level, the implementation of an activity-based budgeting system increases transparency and the effectiveness of resource allocation (Talbot, 1999). Given that the ideal fare of Rp. 20,000 per trip cannot be applied without reducing the number of passengers. Therefore, the government covers the operational cost difference through a subsidy mechanism proposed by PD. Pembangunan through the Transportation Department to the City Government every six months. As an illustration, if passenger fare revenue only reaches Rp200 million out of a total operational

requirement of Rp900 million, then a subsidy allocation of Rp700 million is needed to cover the deficit. In the event that the subsidy proposal has not been realized, PD. Pembangunan may temporarily cover operational costs or establish partnerships with the private sector to ensure the sustainability of services.

In addition to subsidies, cost efficiency is also determined by the implementation of the Vehicle Operational Guidelines (POK), which regulate management aspects such as staff salaries, fleet maintenance, fuel, and technology investments. The City Government of Cirebon's current budget capacity is insufficient to operate the entire BRT fleet optimally, given the significant costs involved. In terms of fuel consumption, the average efficiency of one liter of fuel can only cover a distance of approximately 3 kilometers, while a single trip requires a distance of up to 30 kilometers. With three buses operating daily, approximately 10 liters of fuel are needed per day. Additionally, maintenance aspects are also important considerations, including regular oil changes to maintain vehicle performance. The partnership between the Transportation Department, PD. Pembangunan, and PT. BIG aims to improve the operational efficiency of the Cirebon BRT. This allows PD. Pembangunan to set cost standards, route management, optimize the number of vehicles in operation according to demand levels, and BRT operations. As the operator, PT. BIG is responsible for recruitment and training in accordance with labor regulations, while PD. Pembangunan manages revenue standards based on the Regional Minimum Wage (UMR) of Cirebon.

With these efficient measures, PD. Pembangunan ensures that BRT operations continue smoothly despite challenges in subsidy disbursement. This approach not only improves budget management effectiveness but also guarantees the sustainability of affordable public transportation services for the community

People (Human Resources)

Human resources are a key element in the success of an organization, including in the public transportation sector. Without a competent workforce and a good management system, the services provided will not be optimal. Therefore, workforce management policies must be designed based on the principles of equality, fairness, and employee welfare in order to create a productive and sustainable work environment.

In various sectors, both public and private, the statement that "people are our greatest asset" has been widely recognized. However, according to Talbot (1999), turning this idea into concrete action often faces challenges. Research shows that human resource management policies that are designed and implemented effectively can improve organizational performance and align individual and team energy with larger goals.

In the Bus Rapid Transit (BRT) system, the principle of equality is applied through fair recruitment policies, without discrimination based on gender, age, race, religion, or disability. The selection process is conducted objectively with competency standards as the primary benchmark. Additionally, compensation policies adhere to government regulations, such as the Regional Minimum Wage

(UMR), and are supported by an inclusive work environment with anti-discrimination policies and supportive facilities for all employees.

In terms of workforce, the BRT system encompasses various specializations, including drivers, bus service attendants (PLB), and mechanics and technicians. Each position has strict work standards. For example, a driver must hold a Class B2 General Driver's License and undergo competency tests and psychological evaluations to ensure safety in service delivery. Furthermore, employee well-being is a priority through the implementation of a balanced work schedule system, leave entitlements in accordance with regulations, and protection through social security and health insurance.

With an inclusive and employee-wellbeing-oriented human resources management approach, the BRT system not only creates a fair and professional work environment but also contributes to increased productivity. This ultimately results in better public transportation service quality for the community.

Process (Process Management)

As part of efforts to ensure service quality, BRT operators must undergo a series of selection and training processes before taking up their duties. This process begins with a written test or psychological test aimed at assessing the character, analytical skills, and readiness of candidates to deal with various situations in the field. Following this, participants undergo a two-day intensive training program covering BRT operational procedures, safety standards, and problem-solving strategies in public transportation services.

After completing the training, BRT operators undergo an assessment process to evaluate their readiness and competence for the job. Meanwhile, prospective drivers, in addition to taking the same tests as PLB and other operators, must also undergo a driving test to ensure their skills in operating vehicles in accordance with safety standards. The final assessment is conducted by four evaluators, and the decision to accept or reject candidates is made collectively. With this rigorous selection and training system, it is hoped that BRT operators can provide optimal, safe, and professional services to the public.

According to Talbot (1999), the effectiveness of an organization heavily depends on the systematic and sustainable implementation of efficiency strategies. With continuous training and an adaptive human resources management system, BRT Trans Cirebon can enhance workforce professionalism, operational safety, and the quality of public transportation services for the community.

Customers/Service focus and Responsiveness

In public transportation systems, operational efficiency is a key factor in ensuring reliable and sustainable services. Every organization must align its processes with its main objectives, both in terms of service quality and quantity. To achieve this, various strategies are implemented, such as business process reengineering, timely management, and resource optimization to improve operational effectiveness.

In the operations of the BRT Trans Cirebon system, the recruitment process for staff is conducted rigorously to ensure optimal service quality.

Prospective operators, bus service officers (PLB), and drivers must pass a series of written tests, psychological tests, and intensive training. Operators and PLBs are tested on their analytical skills, understanding of operational procedures, and emergency situation simulations. Meanwhile, drivers are required to undergo strict driving tests and meet certain requirements, such as having a B2 driver's license and experience driving large vehicles.

PD. Pembangunan also implements a flexible employee rotation system to enhance operational efficiency. PLBs are expected to have a deep understanding of bus scheduling systems, passenger transactions, and strong communication skills. In terms of training and development, drivers receive training in driving safety, route management, and vehicle maintenance. Meanwhile, PLBs undergo training in customer service, risk mitigation, and emergency situation handling.

(Moeheriono, 2012) explains that focusing on customers involves listening to, understanding, and exceeding their expectations. With professional operational staff, BRT can increase public trust and encourage wider use of public transportation.

To ensure safety and service quality, BRT drivers must comply with established Standard Operating Procedures (SOPs). One of the main requirements is possession of a general B2 driver's license, which demonstrates competence in driving large vehicles. In addition to technical aspects, drivers must also possess an honest and open personality in carrying out the provided SOPs, including compliance with traffic regulations and passenger safety standards. This is a vision that is prioritized by PT.BIG as the operational party of the BRT.

Meanwhile, bus service officers (PLB) play a crucial role in maintaining operational smoothness and passenger comfort. Therefore, they must have a good understanding of bus scheduling, passenger transaction systems, and strong communication skills to provide clear information and assist passengers when needed.

The operational schedule for the BRT Trans Cirebon begins daily at 6:00 AM at Terminal Harjamukti 1 and ends at 5:45 PM at Terminal Harjamukti 2. This schedule is designed to consistently and timely meet the mobility needs of the community. The routes covered by the BRT Trans Cirebon include various main roads in the city, including Harjamukti Terminal – Jenderal Ahmad Yani Street – Kanggraksan Street – Jenderal Sudirman Street – Angkasa Raya Street – Katiasa Street – Pramuka Street – U-turn of Pramuka Street (Cadas Ngampar) – Angkas Street – Angkasa Raya Street – Jenderal Sudirman Street – Kalitanjung Street – Evakuasi Street – Brigjen Dharsono Street (Bypass) – Pemuda Street – Cipto Street – Tentara Pelajar Street – South Sukalila – Siliwangi Street (Pasar Pagi) – Vietnam Street (Police Municipally of Cirebon City). This route is designed to ensure that the BRT can effectively serve various strategic areas in the city of Cirebon, as well as provide easy access for people who need affordable and reliable public transportation.

CONCLUSION AND RECOMMENDATION

The results of the study show that the existence of the Trans Cirebon BRT

has had a positive impact in providing more modern, comfortable, and affordable mass transportation for the community. However, the low level of interest among the community in switching to public transportation remains a major obstacle. Factors such as limited routes, the community's preference for private vehicles, and a lack of understanding of the benefits of BRT are challenges that need to be overcome. From a governance perspective, the government has collaborated with the private sector in managing the BRT system; however, improvements are still needed in terms of management strategy, service effectiveness, and public awareness campaigns. This study also highlights the importance of enhancing facilities, operational efficiency, and the use of digital technology to improve the comfort and appeal of BRT services.

ADVANCED RESEARCH

Further study is recommended to explore effective strategies for increasing public interest and ridership in the Trans Cirebon BRT system. Future research could focus on behavioral factors influencing transportation choices, the effectiveness of public awareness campaigns, and the role of incentives in encouraging the shift from private to public transport. In addition, comparative studies with successful BRT systems in other regions may provide insights into best practices in route planning, digital integration, and service improvement. Such studies will be valuable in formulating targeted interventions to enhance the attractiveness and sustainability of BRT services in Cirebon.

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