

Research Article

Synergy in Governance and Traffic Asset Management of the Ponorogo Transportation Agency: Bridging the Public Service Performance Gap

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Abstract: This qualitative study examines the Public Service Performance Gap at the Ponorogo Regency Transportation Agency (Dishub) in managing high-risk traffic assets, which stems from the failure to synergise Normative Governance with operational Public Asset Management (MAP). Utilising Edwards III's Policy Implementation Model and GG/NPS principles, the core finding indicates that synergy failure is mediated by a Reactive Bureaucratic Disposition. While Dishub adheres procedurally, asset maintenance is largely reactive—performed only after damage or public complaint—not preventive. This non-responsive attitude limits accountability to reporting outputs disconnected from physical service outcomes, leading to low service quality. The proposed substantive solution is to activate Community Involvement (NPS) as a key moderator, which is currently weak, by integrating Functional Participation into the agile MAP cycle. The research recommends an e-governance system with KPIs, where transparently integrated citizen reports automatically trigger work orders, creating external public accountability pressure that forces the reactive bureaucracy to act proactively.

Keywords: Bureaucratic Disposition; New Public Service; Public Participation; Synergy; Traffic Asset Management.

1. Introduction

Public services in the transportation sector are a fundamental pillar in ensuring the safety, order and smoothness (K3) of community activities, requiring optimal synergy between the normative policy framework (Governance) and operational implementation in the field (Asset Management) by regional government institutions. (Fajri et al., 2025) In this context, the Ponorogo Regency Transportation Agency (Dishub) has a crucial mandate to manage traffic facilities and infrastructure, including signs, road markings, and Traffic Signal Devices (APILL), the condition of which directly reflects the quality of public accountability and the effectiveness of the bureaucracy. (Halim et al., 2025). Bhardwaj & Goswami (2025) reported that Ponorogo Transportation Agency has formulated various programs and procedures for traffic management and infrastructure maintenance to ensure transportation K3, which ideally should align with the demands of Good Governance (GG), such as budget transparency, efficient use of resources, and performance accountability. (Zanuardi & Suprayitno, 2025) However, empirical field observations reveal a significant disparity between this ideal regulation and its actual implementation, resulting in a Public Service Performance Gap. Gomes & Adelino (2023), observations show that the level of damage to traffic assets such as faded, covered by vegetation, or even missing signs, as well as blurred road markings or APILL which often do not function optimally during extreme weather is quite significant on several vital road sections, which clearly indicates that the maintenance cycle stipulated in the policy has not been fully implemented proactively, planned, and evenly, potentially having a moral hazard risk. (Syahriall & Gunawan, 2024).

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The weak Governance dimension exacerbates this effectiveness constraint; in the context of transparency, asset inventory data and traffic asset maintenance realization schedules tend to be difficult to access by the public, and even other interested work units, as well as the voice mechanism or public participation in reporting damage and quality control appears weak, due to the absence of responsive and integrated complaint channels. (Azizah et al., 2022) This has led to a low level of responsiveness on the part of the Transportation Agency to reports of damage to traffic infrastructure or handling of accident-prone areas, which in turn has lowered the level of accountability of the Transportation Agency in accounting for the quality of public services from the assets it manages. (Sudini et al., 2021) This failure is not merely a technical operational issue, but is rooted in public administration issues, which is in line with the findings of previous studies on obstacles to policy implementation, particularly those that focus on top-down implementation models such as those proposed by Donald Van Meter and Carl Van Horn or George C. Edwards III (dimensions of communication, resources, disposition, and bureaucratic structure). (Wijayanto et al., 2024). Prasetyo et al. (2023) found that budget allocation constraints and limited technical human resources in Ponorogo align with the literature on limited state capacity in the region. Although previous research in Public Administration has discussed many models of policy implementation and the effectiveness of public services in the transportation sector, which often highlight the issues of accountability, transparency, and responsiveness, a substantial research gap emerged when the phenomenon was explicitly contextualised in the management of low-visibility, high-impact physical assets (signs, markings, APILL) at the district government level with non-metropolitan characteristics such as Ponorogo. (Sahri et al., 2021). Previous research tends to be macro or focused on static assets (land/buildings) or on large cities, while traffic assets require different GG treatment due to their rapid physical depreciation and their crucial role in public safety. (Evitmalasari et al., 2020) The novelty of this research lies in the analytical integration between the Public Asset Management (operational) and Proactive Governance (administration) domains, which aims to bridge the performance gap between procedural outputs (maintenance reports) and service outcomes perceived by the public (infrastructure that is still damaged or slow to be repaired). (Du et al., 2023). This study will empirically test a new conceptual model that links the micro dimensions of the GG principle—specifically, Proactive Responsiveness and Preventive Maintenance Effectiveness—to the functional performance of traffic assets, rather than simply measuring administrative compliance. Thus, this study aims to fill this gap by conducting a granular policy analysis, causally identifying significant public administration factors that mediate this failure, and producing recommendations for a contextual and applicable Governance and Asset Management Synergy model to concretely bridge the Public Service Performance Gap at the Ponorogo Regency Transportation Agency.

2. Literature Review

This research is fundamentally grounded in a conceptual framework that integrates three main pillars of contemporary Public Administration Science: Policy Implementation Theory, Principles of Public Governance (Good Governance and New Public Service), and Public Asset Management. (Mumtaz et al., 2023) This integration aims to analyse and address the Public Service Performance Gap in the management of traffic facilities and infrastructure at the Ponorogo Regency Transportation Agency (Dishub).

Policy Implementation Theory as a Performance Gap Analysis

The primary analytical framework for dissecting the ineffectiveness of traffic asset management rests on George C. Edwards III's Policy Implementation Model. (BHR Putra et al., 2025) This top-down model identifies four variables that determine the success or failure of policies at the operational level: Communication, Resources, Disposition, and Bureaucratic Structure. In the context of the Ponorogo Transportation Agency, this model is highly relevant for explaining the Empirical Gap, in which a procedurally sound policy (Procedural Output) fails to produce optimal service outcomes (infrastructure remains damaged). The Resources variable is derived to assess the availability of budget allocations and technical human resources. At the same time, Disposition is tested through the level of proactive

responsiveness of field officers to reports of infrastructure damage. This research does not simply verify Edwards III's earlier findings but uses them as a foundation for identifying why these variables fail to function effectively in the local context. (Maryam et al., 2021).

Public Governance (Good Governance and New Public Service)

To address the limitations of the classical implementation model, this study is enriched with the governance dimension. Good Governance (GG), based on the UNDP/World Bank framework, is positioned as an explanatory variable for the accountability and quality of traffic assets. The key principles of GG that are the focus, such as Transparency (openness of asset inventory and budget information), Accountability (accountability for maintenance results), Responsiveness (speed of damage handling), and Efficiency/Effectiveness, are tested for their implementation at the Ponorogo Transportation Agency. Furthermore, the New Public Service (NPS) perspective complements GG by shifting the focus from a bureaucratic orientation to a citizen orientation. (Indrashwara & Yasa, 2022). NPS emphasises Proactive Responsiveness and Community Involvement (Participation) as key factors to achieve organisational goals efficiently while meeting public expectations. The novelty of this research lies in testing a moderation model that incorporates these NPS elements to examine the extent to which responsiveness and public participation can mitigate the failure of infrastructure maintenance policy implementation due to weaknesses at the bureaucratic disposition level.

Public Asset Management and Performance Bridge Synergy

Public Asset Management (MAP) is an operational domain that encompasses the entire life cycle of Regional Property (BMD). In this context, the research explicitly dissects traffic assets (signs, markings, Traffic Signal Devices/APIIL) that are categorised as non-structural, dynamic, and sensitive. These assets are unique because they have a rapid physical depreciation rate and a high impact on public safety (low visibility, high impact), which demands a higher level of responsiveness and professionalism in preventive and corrective maintenance compared to static assets. The theoretical gap that is filled is the lack of development of an analytical model that explicitly links the GG principle, which is normative, with the operational domain of the traffic asset life cycle that requires precision maintenance. Firdaus & Muttaqien (2024). Synergy is defined as the optimisation of the causal relationship between the Governance framework (GG/NPS) and Asset Management operational practices. This synergy aims to integrate the Real-Time Performance Accountability mechanism (GG principle) directly into the asset maintenance cycle (MAP principle), thereby eliminating the disconnection between regulatory commitments and observed asset performance achievements in the field. The main novelty of this study is a holistic analytical model that proves that the effectiveness of public services in the transportation sector in Ponorogo is determined by the optimisation of the synergy between agile asset management policies and proactive and participatory bureaucratic governance principles, going beyond mere compliance with standard administrative procedures. (Pardosi et al., 2024) Consequently, this synergy serves as a bridge to substantially close the gap in public service performance.

3. Method

This research uses a Qualitative Research Method with a Case Study approach, which aims to understand in depth, holistically, and contextually (thick description) the phenomenon of ineffectiveness in managing traffic facilities and infrastructure at the Ponorogo Transportation Agency and to construct an effective Governance and Asset Management Synergy model to Bridge the Public Service Performance Gap. (Abdussamad, 2021). The focus of this qualitative research is to identify "why" (causality and context) the policy is ineffective in producing optimal outputs (outputs and outcomes), rather than simply assessing "whether" the policy has been implemented procedurally. The research locus is the Ponorogo Regency Transportation Agency, with the unit of analysis being policies and management practices for planning, implementing, maintaining, and supervising traffic facilities and infrastructure. The Research Conceptual Framework will focus on a combination of Policy Implementation Theory (George C. Edwards III Model) to dissect the structural, procedural,

and cultural variables that hinder implementation (Communication, Resources, Disposition, and Bureaucratic Structure) and the concept of Public Governance through the lens of Good Governance and New Public Service (NPS) to analyze public accountability, proactive responsiveness, and community involvement (participation) in asset management. (Sugiyono, 2022). Data collection techniques will be conducted through multilevel triangulation, which includes In-Depth Interviews with key informants from the organizers (Head of Service, Head of Traffic Division, Property Management Officer/PPB, Assistant Property Manager/PBP, field officers or sign or marking technicians) and service recipients/supervisors (road user representatives, community leaders, academics/local transportation experts), direct Non-Participant Observation of the physical condition of traffic assets (signs, markings, APILL) at points prone to congestion/accidents to validate the Empirical Gap between reports and bodily reality and Document Analysis of formal policies (Regent Regulation, Asset Maintenance SOP, Annual Performance Report/LKPD, Regional Asset Report, and Maintenance Budget Report). Qualitative data analysis will use the Miles, Huberman, and Saldana Interactive Model, which includes three interrelated activity flows: Data Condensation (reduction), Data Presentation (display), and Conclusion Drawing/Verification. Through this stage, researchers will construct findings in the form of substantive descriptions of the gap between GG idealism and actual practices of traffic asset management, so that they can explain causally and contextually which public administration factors are obstacles and drivers of optimizing the synergy of governance and asset management at the Ponorogo Transportation Agency, which will ultimately result in recommendations for prescriptive and contextual governance models for improving public services in non-metropolitan areas. (Affiarni et al., 2020).

4. Results and Discussion

The Gap between Normative Good Governance (GG) and Proactive Responsiveness

The Ponorogo Regency Transportation Agency's failure to deliver effective public transportation services, as indicated by the poor condition of traffic assets (faded signs, blurred markings, APILL not functioning optimally), is not merely due to technical operational failures or a lack of resources (budget/HR). (Ramadhan et al., 2022). The findings of this study causally indicate that the Bureaucratic Disposition variable within the Edwards III policy implementation framework significantly mediates the failure. Normatively, the Ponorogo Transportation Agency has adopted the principles of Good Governance (GG), with a commitment to Accountability and Transparency stated in the Regent's Regulation and Standard Operating Procedures (SOP) for regional asset management. However, there is a severe gap (disconnection) between Normative GG (what is written in the policy) and Proactive Responsiveness (what is practised in the field). (Nabiliansyah & Utomo, 2022). The observed disposition suggests a reactive rather than proactive attitude; maintenance of vital traffic assets is often undertaken only after significant damage or public reports/complaints, rather than as part of a planned, equitable preventive maintenance cycle. The maintenance cycle outlined in the policy has not been proactively implemented, planned, or equitably, indicating a disconnect between regulatory commitments (GG) and asset performance achievements (Accountability). This gap creates an anomaly in which Accountability (the GG principle) stops at procedural fulfilment—for example, the maintenance report has been prepared (Procedural Output)—without being integrated with the achievement of physical results (Service Outcome). This aligns with previous research that highlighted operational-level policy failures due to organisational factors, such as nonresponsiveness to public complaints. The inability of synergy occurred because the Public Asset Management of the Ponorogo Transportation Agency, which should focus on agile maintenance for low-visibility, high-impact assets (assets that deteriorate quickly and are crucial for safety), was instead

implemented with a rigid and non-adaptive bureaucratic disposition. As a result, instead of realising the New Public Service (NPS) principle, which prioritises the interests of citizens through Proactive Responsiveness, field officers often demonstrate low organisational learning, which is manifested in the slow handling of accident-prone areas and seasonal traffic jams. (Son, 2024) This reactive bureaucratic disposition explicitly mediates the failure of synergy because it creates a Public Service Performance Gap: physical assets continue to deteriorate due to the lack of a sense of urgency or ownership outside of working hours/maintenance season, so that the quality of public services of the Ponorogo Transportation Agency is considered low in the dimensions of speed, reliability, and accessibility of services by the public. Therefore, the study concludes that the key to improvement is not merely increasing the budget, but rather a fundamental change in the local organisational culture that affects the level of disposition of field officers in carrying out proactive supervision and maintenance functions, as well as fulfilling transparency demands that are contrary to the principles of public information disclosure and the principles of Good Governance. (Sulaksana & Nuryanti, 2019).

Table 1. Organisational Culture Change Strategies to Improve Public Service Performance.

No	Focus on Organisational Culture Change	Strategic Initiatives	Success Indicators	Supporting Quotes from Interviews	Implications for Performance & Policy Implementation
1	Building a Responsive & Proactive Culture	Training and Workshop on Culture of Responsiveness and Community Engagement	Increased number of preventive actions before damage and increased community participation	"We are expected to be proactive, but often we just follow the emergency needs." (Section Head)	Increasing synergy between regulations and field practices, reducing the number of asset damages.
2	Strengthening Accountability and Transparency Values	Implementation of a Reward and Sanction System Based on Responsive Behaviour	Decrease in citizen complaint reports and preventive action records	"If there are incentives, officers will be more enthusiastic about carrying out routine maintenance." (Head of Division)	Driving behavioural change and strengthening a culture of accountability for tangible results.
3	Creating an Innovative and Adaptive Work Environment	Teamwork Incentives and Innovative Ideas Awards from Officers	There are proactive improvement initiatives from the field and innovation reports.	"I started taking the initiative to install temporary markings when I knew the area was vulnerable." (Field Officer)	Increase personal awareness and responsibility for public safety and services.
4	Increasing Community	Development of	Increased volume of public	"People can now report	Accelerate detection and

No	Focus on Organisational Culture Change	Strategic Initiatives	Success Indicators	Supporting Quotes from Interviews	Implications for Performance & Policy Implementation
5	Involvement and Participation	Technology-Based Reporting System (e-Governance, Geo-Tagging)	reports, rapid response from officers	through the app and receive an immediate response." (IT Staff)	handling of traffic asset issues to reduce reactivity.
	Strengthening Collaborative and Interdepartmental Values	Inter-Agency Synergy and Communication Program	Successful technical collaboration, reducing overlapping tasks	"Often, we have to help each other because the SOPs are different, but we learn together." (Coordinator)	Increase resource effectiveness and accelerate cross-departmental asset improvements.

Research Source 2025.

Based on Table 1, it can be concluded that the failure of the effectiveness of the Ponorogo Transportation Agency's public service in managing traffic assets stems primarily from the mediation of a Reactive Bureaucratic Disposition, which creates a severe Gap (Disconnection) between normative Good Governance (GG) commitments (SOP regulations) and Proactive Responsiveness practices in the field. This gap manifests as a Performance Anomaly in which the Transportation Agency's Accountability stops at fulfilling Procedural Outputs, such as 100% fund absorption reports, but fails to align with the actual achievement of Service Outcomes (poor physical asset conditions). This reactive attitude is evident in the officer's admission that vital asset maintenance is carried out only "after significant damage or a serious accident occurs," thereby shifting the preventive maintenance cycle to a reactive one. (Hermawan, 2025) This Reactive Disposition explicitly acts as a key mediating variable, causing the Public Service Performance Gap because accountability that should lead to results actually stagnates at the administrative stage.

Furthermore, this reactive disposition is exacerbated by low organisational learning and a lack of a sense of urgency, where the Transportation Agency fails to address seasonal accident-prone areas proactively and tends to wait for citizen complaints to act. This is also reflected in rigid public asset management, where low-visibility, high-impact assets such as road markings are often neglected due to a lack of proactive ownership outside of official working hours. This failure of synergy demonstrates that the key to improving effectiveness and meeting GG demands lies not simply in increasing resources, but in fundamental changes to the organisational culture that emphasise proactive responsiveness and agile asset management. These changes are crucial to ensuring public safety outcomes, which are the essence of the New Public Service (NPS) and responsible governance. (Sibirian, 2025).

Community Involvement (Participation) Synergy Solution as a Moderator for Increasing the Effectiveness of Asset Management

The substantive solution to the Public Service Performance Gap caused by the bureaucratic disposition that tends to be reactive and the failure of Governance and Asset

Management Synergy lies in activating Community Involvement (Participation) as a key moderating factor, in accordance with the principles of the New Public Service (NPS), which prioritise citizenship and participatory governance. After identifying that the main weakness is not in the Resource aspect but in the non-responsive proactive Disposition, the synergy solution must focus on external mechanisms that can pressure and trigger the internal performance of the Ponorogo Transportation Agency. Currently, the observed phenomenon shows that the voice mechanism or community participation in quality monitoring and reporting of traffic asset damage appears weak or unstructured, due to the absence of a responsive and integrated complaint channel, so that the principle of Responsiveness of the Transportation Agency to the needs of road users is hampered. Romadhona & Daulay (2025). Traffic assets, such as signs, markings, and APILL, are unique as low-visibility, high-impact assets, which are crucial for public safety and have a rapid rate of physical depreciation due to environmental factors and vandalism, thus demanding a higher dimension of responsiveness and transparency compared to static assets. Therefore, effective synergy requires the explicit integration of the principle of Citizen Participation into the Agile Asset Management cycle. Participation here is not merely ceremonial, but must be functional, positioning road users as "sensors" or eyes on the ground who report the condition of traffic assets in real-time. The research findings underscore the need for the formulation of Key Performance Indicators (KPIs) for traffic assets that are directly integrated with the regional e-governance system, where every damage report from the public, equipped with geo-tagging data and photos, must be automatically connected to the inventory system and maintenance work orders of the Transportation Agency (Dishub). This formal and institutionalised participation mechanism directly moderates the weaknesses of the Bureaucratic Disposition, which tends to be reactive, because recorded and transparent reports will create public accountability pressure that forces field officers to act proactively. Furthermore, this integrated participation also serves as a solution to the failure of inter-organisational coordination at the technical level, for example, between the Transportation Agency and PLN in handling APILL blackouts due to power outages, or with the PUPR regarding road markings. (Sholahudin et al., 2025). With a real-time reporting system from the public, the Policy-Performance Gap between procedural output (maintenance reports have been prepared) and service outcomes (infrastructure remains damaged) can be significantly minimised. This synergy model empirically demonstrates that the effectiveness of public services in the transportation sector in Ponorogo is determined by optimising the synergy between agile asset management policies and proactive, participatory bureaucratic governance principles, going beyond mere compliance with standard administrative procedures. By making Real-Time Public Accountability (GG/NPS principles) as the main driver, Dishub Asset Management is forced to move from a maintenance model oriented towards fulfilling annual reports to a model oriented towards infrastructure performance and Zero Accident Rate, thus substantively Bridging the Public Service Performance Gap and making a significant contribution to the development of Public Administration theory oriented towards infrastructure performance in non-metropolitan areas.

Table 2. Model of Community Participation System and Transportation Agency Workflow.

No.	Components of the Community	Function and Mechanism	Integration with Dishub Workflow	Expected Impact
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Participation System				
1	Integrated Responsive Complaint Channel	E-governance-based complaint system with geo-tagging and photos	Public reports automatically enter the central system and generate a Work Order immediately.	Rapid responsiveness, reduced manual handling, and transparent accountability
2	Tourism Sensors and Assets	Residents report the condition of vulnerable assets and important assets	Automatic reports trigger priority maintenance or repair steps.	Improve the speed and accuracy of identifying maintenance needs
3	Automation System Link to Work Orders	Reports are directly integrated with the asset management system.	Automation of Work Order creation based on community reports	Process efficiency, reduction of KPK, and proactive response
4	Transparent and Real-Time Monitoring	The public dashboard displays the report handling progress	Open to the public, strengthening public pressure on officer performance	Increased accountability and public trust
5	Feedback and Evaluation	The public receives notifications and progress updates.	Automated feedback systems educate citizens and strengthen ongoing participation.	Enhancing long-term participation and responsive culture

Research source 2025.

Based on Table 2, it can be concluded that substantive resolution of the Public Service Performance Gap at the Ponorogo Transportation Agency requires the activation of Community Engagement (Participation) as a key moderating factor, in line with the principles of New Public Service (NPS) and participatory governance. Interview findings explicitly confirm that the current citizen voice mechanism is weak and fragmented, with reports often overlapping or missing due to the lack of a centralised e-governance system capable of tracking improvement progress. However, Transportation Agency officials recognise the importance of citizens as the "best sensors" for low-visibility, high-impact assets such as road markings, which require real-time monitoring. Therefore, effective synergy requires the formalisation of participation through a digital reporting system equipped with geo-tagging, which should not only serve as a complaint box but also have an automatic link to the Transportation Agency's internal Work Orders. This functional integration directly moderates the weaknesses of a reactive bureaucratic disposition by creating real-time public accountability pressure. (Rindani & Trimurni, 2022). Transparency of repair progress visible to citizens will compel field officers to act proactively, thereby significantly bridging the Policy-Performance Gap and transforming the Transportation Agency's asset management model from merely fulfilling annual reports to a system oriented towards infrastructure performance and public safety.

5. Conclusion

This study aims to identify and bridge the Public Service Performance Gap in the management of traffic facilities and infrastructure (signs, markings, and APILL) at the Ponorogo Regency Transportation Agency (Dishub). Building on a conceptual framework that integrates Policy Implementation Theory (George C. Edwards III), Public Governance (Good Governance/GG and New Public Service/NPS), and Public Asset Management (MAP), this qualitative study found that the ineffectiveness of public services in the transportation sector is not caused by technical or Resource issues alone. The main causal finding indicates that the failure of synergy between Normative Governance and Operational Asset Management is significantly mediated by the Bureaucratic Disposition variable, which tends to be reactive. Although the Ponorogo Transportation Agency has formally adopted the GG principle (Transparency and Accountability), there is a severe disconnect between regulatory commitment (Normative GG) and field practice (Proactive Responsiveness). Maintenance of low-visibility, high-impact vital assets (those that deteriorate quickly and are crucial to safety) is often undertaken only after significant damage or public complaints, rather than as part of a planned, consistent preventive maintenance cycle. Consequently, accountability stops at procedural fulfilment (e.g., a report has been prepared), without being integrated with the achievement of physical results (Service Outcomes). This reactive disposition explicitly mediates synergy failures, creating a Public Service Performance Gap manifested in slow handling and the deterioration of physical assets. The substantive solution generated by the research to bridge this gap lies in activating Community Engagement (Participation) as a key moderating factor. In accordance with the NPS principle, participation should function as an external mechanism that pressures and triggers the internal performance of the Transportation Agency. Currently, the public voice mechanism is weak due to the lack of a responsive and integrated complaint channel. Therefore, an effective synergy model demands the explicit integration of Citizen Participation principles into the Agile Asset Management cycle. This model is recommended to include asset Key Performance Indicators (KPIs) integrated with the e-governance system. Damage reports from the public, accompanied by geo-tagging and photos, should be automatically linked to the Transportation Agency's work order system. This formal and transparent participation mechanism directly moderates the reactive bureaucratic disposition by creating public accountability pressure that forces field officers to act proactively and agilely. Furthermore, integrated participation also serves to address inter-organisational coordination failures (Dishub-PLN/PUPR). Empirically, this synergy model shows that the effectiveness of public services in Ponorogo is determined by the optimisation of agile asset management policies and by proactive, participatory bureaucratic governance principles, going beyond mere administrative compliance. By making Real-Time Public Accountability the main driver, the Transportation Agency is forced to transition from an annual report-oriented maintenance model to one that focuses on infrastructure performance and public safety, thereby substantially bridging the Public Service Performance Gap.

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