



Implementation of E-Ticketing System Policy at Purabaya Terminal in Suppressing Brokerage Activities

Rendra Andhika Ananta Rizky M.D¹, Amirul Mustofa^{2*}, Zainal Fatah

Dr. Soetomo University, Surabaya

Corresponding Author: Amirul Mustofa amirul.mustofa@unitomo.ac.id

ARTICLE INFO

Keywords: : Implementation Policy, E-Ticketing, Public Services, Ticket Sales, Purabaya Terminal

Received : 4 January 2026

Revised : 17 February 2026

Accepted: 18 March 2026

©2026 Rizky, Mustofa, Fatah : This is an open-access article distributed under the terms of the [Creative Commons Attribution 4.0 International](https://creativecommons.org/licenses/by/4.0/).



ABSTRACT

The e-ticketing system policy is part of the Indonesian government's effort to improve the quality, transparency, and efficiency of public transportation services while reducing ticket brokerage practices that disadvantage passengers. Purabaya Terminal, the largest Type A terminal in East Java, still faces challenges related to ticket brokers who disrupt service convenience, security, and fairness in ticket transactions. This study examines the implementation of the e-ticketing system at Purabaya Terminal and evaluates its effectiveness in reducing brokerage activities. The research uses a qualitative descriptive approach. Data were collected through in-depth interviews, observations, and documentation. Informants included representatives from the Land Transportation Management Center (BPTD), terminal operational staff, e-ticketing technology providers, and public transportation users. Data analysis applied George C. Edward III's policy implementation framework, which focuses on communication, resources, implementer disposition, and bureaucratic structure. The findings indicate that the e-ticketing system has improved service transparency and reduced opportunities for ticket brokerage. However, communication has not reached all users effectively. Human resources are adequate, but technological infrastructure still faces technical problems. Implementers show strong commitment, and standard operating procedures support the bureaucratic structure, although coordination between units still requires improvement

INTRODUCTION

Public services at Purabaya Terminal are still facing serious challenges, one of which is in the form of high ticket brokerage activity that is troubling passengers. This practice of brokerage not only causes inconvenience and insecurity in the ticket purchase process, but also causes passengers to have to pay more and lose access to official service information. Problems that are often complained about include long queues, bold system disruptions, slow response of officers, and lack of adequate information services (Ranita & Prabawati, 2024).

This condition shows that the quality of public services, especially in the transportation sector, is still not fully optimal (Priyono & Vioren, 2023). So that improving the quality of service is not enough just with a technological approach, but must be accompanied by the readiness of human resources and adequate supporting infrastructure.

The implementation of the e-ticketing system policy at Purabaya Terminal is one of the government's strategic steps in order to modernize public services and suppress the practice of gambling that has long been troubling the community. However, even though this innovation has been implemented, many problems in its implementation are still found. Obstacles such as technical problems in electronic systems, lack of socialization to users, and low officer responsibility are the main challenges in ensuring the successful implementation of this policy (Ranita & Prabawati, 2024).

Other research also shows that although digital applications such as Klampid New Generation are implemented in public services in Surabaya, their effectiveness is highly dependent on the readiness of infrastructure and HR training (Fitriana & Arif, 2024). The same thing happened in the case of Purabaya Terminal, where the e-ticketing and barcode system has not been fully supported by an adequate support system, so users still experience unclear service information. In addition, various studies also confirm that the quality of digital-based public services is often constrained by the low literacy of the digital society and the lack of effective direct interaction between users and service providers (Priyono & Vioren, 2023).

Addressing the various problems that have been described earlier, an integrated strategy is needed between strengthening policies, building technical capacity, and a participatory approach based on service users. Strengthening the capacity of human resources through intensive training is important because officer interaction greatly affects the dimensions of responsiveness and assurance in user satisfaction (Agung & Tukiman, 2024). In addition, strengthening information technology infrastructure, such as network stability and system monitoring, is crucial to prevent system disruption (Fitriana & Arif, 2024). A sustainable digital literacy program through socialization and interactive media needs to be carried out so that the public understands how to use e-ticketing (Priyono & Vioren, 2023).

There is a significant overview of studies in the previous literature. Various innovations based on information technology have been applied in the public service sector, but studies on the effectiveness of digital technology in reducing caloric activity in the public transportation sector are still relatively limited,

especially in type A terminals such as Purabaya Terminal. Therefore, this study presents novelty by highlighting the implementation of the e-ticketing system as a policy instrument to suppress the practice of direct lending in land transportation services.

LITERATURE REVIEW

Implementation of E-Ticketing System Policy in Public Transportation Services

At the regulatory level, Government Regulation (PP) No. 80 of 2019 concerning Trade Through Electronic Systems (PMSE) is a relevant legal basis in the implementation of the e-ticketing system in the transportation sector. This regulation regulates the implementation of digital trade activities, including the obligation of service providers to ensure the security of consumer data, transaction transparency, and the validity of electronic documents. In the context of land transportation, the principles contained in GR 80/2019 provide legal legitimacy for digital-based ticket transactions and serve as a reference for terminal managers in implementing the e-ticketing system in an accountable, transparent, and compliant manner with national standards.

The implementation of the e-ticketing system in the public transportation sector is an effort to modernize services that aims to improve efficiency, transparency, and minimize direct interactions that are vulnerable to brokerage practices. This system allows transportation service users to make digital ticket purchases, verify tickets through barcodes, and access services independently without intermediaries. This technology also provides administrative benefits such as better travel data recording and access control (Asmara et al., 2020).

However, the implementation of the e-ticketing system is inseparable from challenges, especially in terms of infrastructure and digital community literacy. Research on the Teman Bus system in Makassar shows that although digital-based bus systems are in high demand, limited access to technology and environmental conditions are the main obstacles to optimal implementation (Damayanti et al., 2023). These findings indicate that the success of e-ticketing systems is not only determined by the sophistication of technology, but also by the readiness of its supporting ecosystem.

In the city of Surabaya, the implementation of e-procurement as a form of digitalization of government services shows that electronic systems are able to suppress irregular practices, including illegal intermediary interactions in the procurement process of goods and services. This experience shows that digital-based policies have great potential in creating transparency and accountability of public services. Thus, the implementation of the e-ticketing system in the public transportation sector also has the potential to suppress the practice of ticket brokerage if implemented consistently and integrated (Kurniawan & Qomaruddin, 2021).

Public Policy Strategies to Suppress Brokerage Activities in Terminals

Brokerage activities in conventional transportation services generally arise due to weak implementing regulations, limited supervision, and lack of public

literacy about service rights and procedures. Therefore, the implementation of public policies requires an approach that emphasizes several key aspects, namely effective communication, adequate resources, and an adaptive bureaucratic structure. These three are important foundations in the implementation of the e-ticketing system to limit the movement space of illegal intermediaries such as brokers.

The experience of implementing e-Tilang in the jurisdiction of the Metro Jaya Regional Police shows that the digitalization policy can produce a deterrent effect on violators through an electronic fine system, record of data violations, and faster legal processes. The public feels the benefits directly in the form of fairer and more efficient services, as well as reduced collection practices by liars or illegal intermediaries (Asmara et al., 2020). This approach based on digital technology can be adjusted in the context of land transportation terminals to create a more controlled ticketing system and free from fraudulent practices.

In addition to the technological approach, facilitative leadership factors and community participation are also determinants of the success of policy implementation. The study in Purwokerto emphasized that a collaborative policy-making model involving local stakeholders, including transportation service users and terminal officers, can produce solutions that are more adaptive to local needs and suppress cultural and systemic lending practices (Wijaya et al., 2018). This collaborative approach is relevant to be implemented at Purabaya Terminal to strengthen the e-ticketing acceptance policy at the user level.

Based on various previous studies, it can be concluded that the implementation of digital technology-based policies, especially the e-ticketing system, has great potential in increasing the transparency and efficiency of public services and directly limiting the space for ticket brokerage practices. However, most of the previous research still focused on the technical aspects of digitizing services or user satisfaction levels, and has not comprehensively examined the implementation of e-ticketing policies as an instrument to control fraudulent practices in type A land transportation terminals.

In addition, previous studies tend to separate the analysis between the public policy dimension and the information technology dimension, so that it has not been able to fully explain how policy communication factors, resource availability, implementation disposition, and credibility structure affect the effectiveness of the implementation of the e-ticketing system in suppressing the activities of brokers. In fact, the success of digital policies is not only determined by technological innovation, but also by the quality of policy implementation at the operational level.

Therefore, this study aims to fill this view by analyzing the implementation of the e-ticketing system policy at the Purabaya Terminal using the perspective of George C. Edward III policy implementation theory. This approach was chosen to provide a deeper understanding of the interconnectedness between policies, implementing actors, and digital technology in an effort to suppress ticketing practices and improve the quality of public transportation services in a sustainable manner.

METHODS

This study uses a descriptive qualitative approach that aims to gain an in-depth understanding of the implementation of the e-ticketing system policy at Purabaya Terminal in suppressing ticket trading activities. According to Denzin and Lincoln, the qualitative approach allows researchers to explore the meanings, perceptions, and experiences of actors directly involved in policy implementation, both from the management and users of public transportation services (Aspers & Corte, 2019).

This type of research is field research (field research) with a focus on the policy implementation process, not on the quantitative measurement of policy results. Therefore, this study emphasizes on the process of analysis, interaction of actors, and dynamics of policy implementation at the operational level.

This research was carried out at the Purabaya Terminal, Surabaya City, which is the largest type A terminal in East Java and is the main node for inter-city inter-provincial transportation (AKAP) and inter-city within the province (AKDP). The selection of this location is based on the consideration that Purabaya Terminal has implemented a digital-based e-ticketing system as a public service innovation, but still faces classic problems in the form of ticket brokerage activities. The research will be carried out in the period of 2025, taking into account the readiness of data, access to informants, and the conditions of active policy implementation.

The subjects of this study are parties directly or indirectly involved in the implementation of the e-ticketing system policy at the Purabaya Terminal. Research informants were determined using the purposive sampling technique, which is the deliberate selection of informants based on certain criteria relevant to the research objectives.

The research informants include the staff of the Land Transportation Management Center (BPTD) Region XI East Java as policy implementers, e-ticketing technology providers (Easybook) as policy implementation partners, transportation service users at Purabaya Terminal as policy beneficiaries.

The data collection technique in this study is carried out through several methods, namely in-depth interviews (in-depth interviews), participatory observation, and documentation. Interviews were conducted in a semi-structured manner to key informants to obtain data on the policy implementation process, obstacles faced, and perceptions of the effectiveness of the e-ticketing system in suppressing the activities of ticket brokers. Observation was carried out by directly observing ticket service activities, the use of the e-ticketing system, and interactions between officers, service users, and parties who have the potential to be involved in the practice of lending in the terminal environment. Documentation is carried out by collecting data in the form of implementation reports, activity photos, and other supporting data that are relevant to the focus of the research.

The data analysis in this study was carried out in a qualitative descriptive manner using an interactive analysis model which includes the stages of data collection, data reduction, data presentation, and conclusion conclusion (Miles & Huberman 1992) dalam (Rijali, 2018). The analysis process was carried out

simultaneously from the beginning of data collection until the research was completed.

In analyzing policy implementation, this study uses the policy implementation theoretical framework of George C. Edward III in (Nurrahman & Dasilva, 2020) which includes four main variables, namely Communication policy, resources, disposition (executing attitude), and bureaucratic structure. These four variables are used as an analytical lens to assess the extent to which the e-ticketing system policy is effectively implemented in suppressing ticket brokering activities at Purabaya Terminal

The validity of the data in this study was tested through triangulation techniques, which include source triangulation, technique triangulation, and time triangulation. Source triangulation is carried out by comparing data from terminal managers, field officers, technology providers, and service users. Triangulation techniques are carried out by comparing the results of interviews, observations, and documentation, while time triangulation is carried out by taking data at different times to ensure the consistency of information.

RESULTS

Implementation of E-Ticketing System Policy at Purabaya Terminal

A. Communication Policy

This section presents a summary of the results of communication obtained through direct interviews with the Land Transportation Management Center (BPTD), especially with Mr. Rachul as the administrative staff involved in the implementation of the e-ticketing system at Purabaya Terminal and also with the users of the e-ticketing system at Purabay Terminal a, namely Mr. Yudin (informant 1), Rivaldi (informant 2), Rendi (informant 3), and Mrs. Ratna (informant 4). The information provided is an important basis in understanding how the process of communication, coordination, and presentation of information is carried out during the policy implementation stage. This presentation is expected to be able to provide a clear picture of the mechanism of information exchange between policy implementers and service users, as well as a foothold in assessing the effectiveness of communication as one of the key variables in the successful implementation of the e-ticketing system

Related to the purpose of this study to explore communication variables, the results of the interview are about "How is the process of communicating information about the e-ticketing policy from BPTD to all officers on duty in the field?". The informant's answer from the BPTD was "The process of conveying information about the e-ticketing policy from the BPTD to all officers on duty in the field is carried out in stages. At the beginning of the implementation, we received an explanation through internal meetings and formal socialization led by BPTD. After that, technical information is conveyed again through official communication groups such as WhatsApp and daily briefings before officers start their duties." (Interview date , August 27, 2025)

Based on the results of the interview, the process of submitting e-ticketing policy information by BPTD was carried out in stages through formal and informal communication. In the early stages, socialization and internal meetings are used to equalize perceptions and provide initial understanding to officers. In

addition, communication is strengthened through informal media such as WhatsApp groups and daily briefings so that technical information can be updated quickly and easily understood. The repetitive, structured, and multi-channel communication pattern shows that BPTD has implemented communication aspects in the implementation of policies effectively. These findings are in line with research that emphasizes the importance of communication in delivering clarity, consistency, and continuity of information during the policy implementation process (Wardhana, 2021).

Furthermore, assessing the extent to which the instructions provided both through the application and by the officer are able to facilitate users' understanding of the digital purchase process, the next question submitted to users of the e-ticketing system is "Are the explanations from the Easybook staff or the instructions on the application or vending machine clear enough to help you understand how to buy tickets digitally?" The answer of informants 1-3 is "Yes, the instructions on the application are quite clear. The flow is easy to follow so I can understand how to buy tickets digitally without difficulty" And informant 4's answer was "At first I was quite doing it because I had never bought tickets online but there was an officer from Easybook who helped me to help me with the process of buying my tickets." (Interview date, August 27, 2025)

Based on the results of the interviews, most users consider that the process on the Easybook application and its supporting devices is clear and easy to follow, so that the process of purchasing digital tickets can be done without obstacles. Although there are users who have experienced difficulties because they are not used to the courage system, direct assistance from the officer helps overcome these obstacles and increase user confidence. This shows that the combination of clarity of application instructions and field officer support plays an important role in facilitating users' understanding of e-ticketing services. These findings are in line with research that emphasizes the importance of clear communication and resource support in ensuring the effectiveness of public policy implementation (Astuti et al., 2025).

To find out the consistency of the information received by users while using the system, the question posed is "Is the information regarding the ticket purchase procedure through the digital system that you have received so far consistent, or have you ever found a difference in information between the application, or from the officer from the terminal or from Easybook?" The answer of informants 1 & 2 is "The information I have received so far. There is no significant change in information for example if there is an update to the application that may add new features" And answer informant 3 & 4 is "Since this is the first time I use the e-ticketing system, I just follow the existing instructions. The information looks consistent and there is no difference that confuses me." (Interview date, August 27, 2025)

Based on interviews, users generally received consistent information regarding the ticket purchase procedure through the digital system, where two informants who were familiar with the application stated that the information they received was stable and did not show any difference except when there was a feature update, while two other users who were using e-ticketing for the first

time also did not find any information inconsistencies because they followed the process in the application or from the results. This is in line with research that confirms that the quality of information in the e-ticketing system has a positive and positive effect on user satisfaction and experience, as well as being an important determinant in the process and use of digital services, especially in digital ticketing platforms such as the KAI Access application which shows a significant relationship between the quality of information presented and satisfaction users to the digital ticket purchase process (Simatupang et al., 2025)

B. Resource

This section is compiled to provide an in-depth understanding of the condition of resources that play a role in the implementation of the e-ticketing system policy at Purabaya Terminal. After previously describing the communication aspect as the initial basis for the use of technology in public services, this resource section further examines the readiness of actors, institutional capacity, and technical support that shape the ecosystem's operational policies. The data presented came from interviews with resource persons from BPTD, namely Mr. Rachul as BPTD administrative staff and also the vendor (Easybook), namely Mr. Gemar Aditya as Operational Manager of Easybook at Purabaya Terminal.

In relation to the aspect of human resources that play a direct role in policy operations, the question asked to the BPTD is "How is the availability of human resources in charge of operating the e-ticketing system, and is the training provided adequate to support policy implementation?". The informant's answer was "The availability of human resources in charge of operating the e-ticketing system at the Purabaya Terminal is at a fairly adequate level in terms of number and actor involvement. BPTD officers, as well as Easybook vendor staff have carried out operational roles in accordance with their authority, ranging from delivering information to passengers, assisting in the use of applications, to supervising the purchase and departure process." (Interview date, August 27, 2025)

Based on the results of the interviews, the human resources who operate the e-ticketing system at the Purabaya Terminal are considered adequate, both in terms of number and technical capabilities. BPTD officers, PO operators, and Easybook vendor staff were able to carry out operational tasks effectively from providing assistance to assisting in the use of applications and sending information, showing that the training received has supported the smooth implementation of the policy. This condition shows that the resource aspect has been fulfilled and is not an obstacle in the implementation of e-ticketing. These findings are in line with research that confirms that successful implementation is highly dependent on the adequacy and competence of human resources involved in policy implementation (Hidayat & Kemala, 2022).

To find out the level of readiness of the technological infrastructure provided by the system provider, the question submitted to the vendor (Easybook) is "How is the adequacy and readiness of the technical resources provided by Easybook in supporting the smooth operation and tickets at the

Purabaya Terminal?" The informant's answer was "The technical resources provided by Easybook are basically enough to run the e-ticketing system at Purabaya Terminal. Devices such as applications, vending machines, and are equipped with security in the form of unique barcodes to prevent duplicate tickets and verify passenger data." (Interview date, August 27 , 2025)

Based on the results of the interview, the technical infrastructure provided by Easybook is considered adequate to support e-ticketing operations at Purabaya Terminal. The application and vending machine serve as the main components in the booking and ticket purchase process, equipped with a security system in the form of a unique barcode that prevents duplication and ensures the accuracy of passenger data. This willingness shows that the technological and physical aspects have been optimally fulfilled. These findings are in line with research that confirms that the availability of resources, including infrastructure and supporting technologies, is an important prerequisite for successful public policy implementation (Adibowo et al., 2023).

C. Disposition (Attitude of the Executive)

This section is prepared to describe the attitudes, acceptance, and response of the implementers to the implementation of the e-ticketing system policy at the Purabaya Terminal. After previously discussing the aspects of communication and resources as the foundation of policy, this section of disposition examines how the perceptions, willingness, and tendencies of actors in the field also affect the effectiveness of policy implementation. The data presented came from interviews with resource persons from BPTD, namely Mr. Rachul as BPTD administrative staff and also the vendor (Easybook), namely Mr. Gemar Aditya as Operational Manager of Easybook at Purabaya Terminal.

In order to examine how attitudes and implementers accept the policies implemented, the question asked to BPTD is "What is your personal view on the e-ticketing system policy? do you agree with the main goal you want to achieve?". The informant's answer was "Personally, I strongly agree with the main goal to be achieved and I view the e-ticketing system policy as the right step and relevant to the current terminal management needs. In my opinion, this change is not just a follow-up to technological developments, but an effort to increase transparency, speed up services, and suppress practices that do not comply with procedures." (Interview date, August 27 , 2025)

Based on the results of the interviews, the implementer showed a positive attitude and a high level of acceptance of the e-ticketing policy, with the view that this policy is a strategic step to improve terminal governance through increased transparency, service efficiency, and reduction of non-procedural practices. This attitude reflects the alignment between policy values and objectives, thereby strengthening the effectiveness of implementation on the ground. This is in line with research that shows that leadership support and public awareness play an important role in the successful implementation of e-ticketing policies, as seen in Semarang City (Prabawa et al., 2021).

Furthermore, to understand the extent to which the implementer is aware of his role and responsibility in implementation, the next question asked to the BPTD is "Do you fully understand what is expected of your role in the implementation of this policy?". The informant's answer was "Yes, I clearly understand what is expected of my role in the implementation of this policy. My main task is to carry out the procedures that have been set, ensure that every stage of using the e-ticketing system is carried out according to standards, and help maintain a smooth process in the field. In addition, I am also obliged to provide correct information to service users and colleagues, convey technical or administrative obstacles that arise, and contribute to improving compliance with the new rules." (Interview date, August 27, 2025)

Based on the interview results, the implementer showed a clear and comprehensive understanding of their roles and responsibilities in implementing the e-ticketing policy, including compliance with operational procedures, providing accurate information, reporting limitations, and support for improving user fulfillment. This level of awareness reflects the readiness of the individual to carry out tasks according to the set standards. These findings are in line with research that confirms that clarity of roles, operational standards, and implementers' understanding of policy objectives are key factors in achieving effective implementation (Sager & Gofen, 2022).

Then, to understand how the service provider responds to resistance or fluctuations from users, the following questions are presented to the vendor (Easybook) which is "How are the responses and the steps that are usually taken when the user experiences a disturbance or shows resistance to the use of the e-ticketing system? The informant's answer was "When a user experiences confusion or shows resistance, we usually provide a straightforward explanation of the steps on how to use the system in simple language. Our field team also assists the purchase process until it is completed so that users feel more confident. If the resistance arises because of or the information, we are by providing clarity about the security and benefits of e-ticketing. This kind of persuasive and educational approach has been proven to help users more easily accept digital systems." (Interview date, August 27, 2025)

Interviews show that service providers use a persuasive and educational approach to overcome users' confusion or resistance to e-ticketing, where they provide direct explanations in simple language, accompany the purchase process to completion, and disseminate misinformation with explanations about the security and benefits of the service so as to help improve understanding and make users feel better about themselves. Easy to accept digital systems. These findings are in line with research that confirms that the attitude of implementers towards the implementation of digital policies such as e-Government is greatly influenced by aspects of attitudes (positive attitudes) and educational communication capacity (Jeilani et al., 2025).

D. Bureaucratic Structure

This section presents an overview of the bureaucratic structure that oversees the implementation of the e-ticketing system at the Purabaya Terminal,

as explained by Mr. Rachul as BPTD administrative staff. This explanation aims to provide an understanding of the flow of authority, work mechanisms, which form the operational framework of digital policies at terminals. The information obtained through interviews is an important basis for assessing how the implementing organization responds to the demands of service modernization.

To understand how the authority structure and coordination mechanism are built in the implementation of the e-ticketing system, the question asked is "How is the division of authority and coordination between Easybook and the terminal, in ensuring that the e-ticketing system runs according to the bureaucratic procedures that have been set?" The informant's answer was "The division of authority has been regulated through SOPs, where the BPTD coordinates operations and supervision at the terminal. according to the applicable rules." (Interview date, August 27, 2025)

Based on the results of the interviews, the implementation of the e-ticketing system is carried out through a clear and structured division authority between Easybook as the provider and the person in charge of technical and BPTD as the coordinator and operational supervisor at the terminal. A routine coordination mechanism through internal meetings ensures that any obstacles or system maintenance can be resolved quickly and in a directed manner. This pattern shows regularity in the flow of authority and communication between the actors. These findings are in line with research that confirms that a bureaucratic structure with a clear division of roles and organized coordination procedures are important factors in supporting the effectiveness of policy implementation (Amirullah et al., 2024).

Furthermore, to what extent are the formal rules that are used as the operational basis by all parties, the next question is "To what extent have the SOPs and operational rules related to the provision of e-ticketing technology been prepared, understood, and implemented consistently by the parties involved?" The informant's answer was "SOPs and operational rules related to the provision of e-ticketing technology have been clearly prepared and become the main guidelines for the parties involved. From our side, we have understood and implemented the SOP in the provision and maintenance of the system, while the BPTD procedure is carried out consistently in daily operations. In general, SOPs are well understood and implemented. (Interview date, August 27, 2025)

The interview showed that formal rules in the form of SOPs have become the main operational basis followed by all parties in the implementation of e-ticketing, where the informant emphasized that SOPs are prepared in a systematic manner and are used as the main guideline for Easybook to understand and apply them in the provision and maintenance system. Meanwhile, BPTD ensures the regularity and level of terminal operations. These findings are in line with research that states that the quality of good digital services accompanied by compliance with clear and consistent operational procedures has a strong effect on the satisfaction and user experience of the e-ticketing system (Risprawati et al., 2024)

DISCUSSION

E-Ticketing System as an Instrument for Public Policy Implementation

Based on the findings of the study, the e-ticketing system at Purabaya Terminal serves as a public policy instrument designed to increase service transparency and encourage ticketing practices. This system changes the transaction mechanism from a conventional pattern based on direct interaction to a digital transaction that is recorded systematically. This change is in line with the view of Dunn (1994) in (Kusnaldi et al., 2022) who explained that public policy is understood not just as a rule that regulates behavior, but as part of a policy system that involves the reciprocal relationship between policies, policy actors, and environmental policies.

In the context of George C. Edward III's policy implementation theory, e-ticketing can be understood as a policy that requires implementation support in order for its normative goals to be achieved. Edward III emphasized that the success of policies is not only determined by policy formulation, but is greatly influenced by the implementation process at the field level, where communication, resources, implementing disposition, and bureaucratic structure are the determining factors for the effectiveness of policy implementation (Edward III, 1980) in (Mubarok et al., 2020). In the context of George C. Edward III's policy implementation theory, e-ticketing can be understood as a policy that requires implementation support in order for its normative goals to be achieved. Edward III emphasized that the success of policies is not only determined by policy formulation, but is greatly influenced by the implementation process at the field level, where communication, resources, implementing disposition, and bureaucratic structure are the determining factors for the effectiveness of policy implementation (Edward III, 1980) in

These results reinforce the findings (Asmara et al., 2020; Kurniawan & Qomaruddin, 2021) which states that the digitization of public services is able to suppress illegal intermediary practices if supported by the implementation of consistent and integrated policies.

Policy Communication and Digital Literacy of Users

The findings of the study show that e-ticketing policy communication has been carried out through various media, but user understanding is still uneven. Passengers with high digital literacy are relatively adaptable, while elderly groups and users from areas with limited access to technology still experience difficulties. This condition is in line with the findings (Priyono & Vioren, 2023) which confirm that low digital literacy is one of the main obstacles in the implementation of technology-based public services.

Previous research has also placed communication as a fundamental factor in policy implementation. Policies will not be effective if message policies are not clearly understood by the target group (Saepudin et al., 2025). In the context of Purabaya Terminal, the limited understanding of users creates a gap that allows ticket brokers to continue operating by offering unofficial assistance.

However, the results of the study also show that interpersonal communication carried out by terminal officers is able to improve user understanding and reduce dependence on brokers. These findings are in line with research that emphasizes that the quality of officer interaction is an important factor in increasing satisfaction and trust of public service users (Agung & Tukiman, 2024). Therefore, e-ticketing communication policies need to be designed in an inclusive manner through a combination of digital media and direct assistance.

Availability of Resources and Consistency of Implementation

Based on the results of the study, the availability of resources in the implementation of the e-ticketing system policy at Purabaya Terminal is generally in relatively adequate condition. In terms of human resources, BPTD officers and Easybook vendor staff are available in sufficient numbers and have technical understanding that is in accordance with their operational tasks, ranging from user assistance to ticket transaction supervision. This condition shows that human resources are not the main obstacle in the implementation of the e-ticketing policy and have supported the smooth running of the operational system, in line with research findings that emphasize the importance of the adequacy and competence of human resources in the successful implementation of public policies (Hidayat & Kemala, 2022).

In terms of technological resources, key infrastructure such as e-ticketing applications, vending machines, and barcode verification systems are already available and serve as the basis for policy implementation. However, the consistency of implementation has not been fully optimal because incidental technical glitches are still found, especially during busy outage hours or when network problems occur. This disruption has the potential to lower user trust in digital systems and encourage the use of informal channels, as previous research has shown that technical failures in digital services can increase policy effectiveness and reopen space for non-procedural practices such as ticketing (Fitriana & Arif, 2024).

Disposition of Implementers and Control of Brokerage Practices

The results of the study show that the attitude of policy implementers at Purabaya Terminal tends to be positive towards the e-ticketing system. Officers understand the objectives of the policy and show a commitment to providing more transparent services. This attitude plays an important role in reducing the practice of prostitution through supervision and assistance of users.

Other research states that the disposition of the implementer determines the success of the policy, because the implementer is the main actor who translates the policy into concrete action (Hudson et al., 2019). These findings are in line with research (Wijaya et al., 2018) which states that the commitment and integrity of implementers are able to strengthen the effectiveness of public policies, especially in suppressing entrenched informal practices.

However, the difference in the level of initiative between officers shows the need to strengthen the disposition evenly. Without a consistent commitment, the

e-ticketing policy has the potential to be carried out administratively alone without achieving its substantive goal, which is to eradicate the practice of ticket brokers.

Bureaucratic Structure and Implementation Coordination

The findings of the study show that the bureaucratic structure of the implementation of e-ticketing is supported by SOPs and clear division of tasks. This is in accordance with Edward III's view that a clear bureaucratic structure can facilitate the implementation of policies. However, coordination between units in handling system disruptions is still a weakness.

Other research states that technology-based public policy requires an adaptive and responsive bureaucracy. Coordination delays can hinder services and reduce public trust in digital services, as obstacles to the implementation of e-Government often arise due to the lack of bureaucratic coordination readiness and synergy between units in technology-based public procurement (Renanda & Rosidin, 2025). In the context of the Purabaya Terminal, weak coordination has the potential to increase the effectiveness of the e-ticketing system as a tool for controlling brokers. Then, the bureaucratic structure needs to be strengthened not only formally, but also functionally through a quick and clear coordination mechanism.

CONCLUSIONS AND RECOMMENDATIONS

Based on the results of the research and discussion, it can be concluded that the implementation of the e-ticketing system policy at Purabaya Terminal has made a positive contribution to increasing the transparency and efficiency of public transportation services and limiting the space for ticket brokerage practices. The e-ticketing system is able to reduce direct interaction between passengers and illegal intermediaries by shifting the transaction process to a recorded and controlled digital mechanism.

Viewed from the perspective of George C. Edward III's policy implementation theory, the success of the implementation of the e-ticketing policy at Purabaya Terminal is influenced by four main factors. Communication policy specs have been implemented through various media and direct assistance, but their effectiveness is still has not been evenly distributed due to differences in the level of digital literacy of users. This condition shows that communication policies have not fully reached all target groups optimally.

Furthermore, namely the aspect of resources, the availability of human resources is considered relatively adequate, but technological resources still face obstacles, especially related to network stability and system disruptions during peak hours. This limitation has the potential to give rise to effectiveness policies because it can reduce user trust and reopen opportunities for brokerage practices.

The third is the disposition or attitude of policy implementers showing a positive tendency, which is manifested from the commitment of officers in providing assistance to users and supervising the activities of ticket brokers. However, the difference in the level of initiative between officers shows the need to strengthen commitment and capacity of implementers more evenly.

Fourth, the structural structure of the implementation of the e-ticketing policy has been maintained by standard operating procedures and clear division

of duties. However, coordination between units in handling system disruptions and user complaints still needs to be improved so that services can run more responsive and sustainable.

Overall, this study confirms that the e-ticketing system is not just a technological innovation, but a complex public policy and requires holistic implementation support. Therefore, strengthening communication policies, improving technological infrastructure, developing implementing capacity, and improving bureaucratic coordination are the main keys in ensuring the continuation of the e-ticketing policy as an instrument for controlling the implementation of transactions and improving the quality of public transportation services.

FURTHER STUDY

This study still has limitations, so further research on Implementation of E-Ticketing System Policy is needed to refine this study and enhance the insights of readers and the authors.

REFERENCES

- owo, R., Rahadi, & Liu, R. (2023). IMPLEMENTATION OF COMMUNITY-BASED ANDROID APPLICATION TO ACCOMODATE PUBLIC ASPIRATION IN ECONOMIC ACTIVITIES IN INDONESIA. JOURNAL OF EASTERN EUROPEAN AND CENTRAL ASIAN RESEARCH Vol.10, 10(1), 104-113.
<https://ieeca.org/journal/index.php/JEECAR/article/view/1068>
- Agung, & Tukiman. (2024). Arus Jurnal Sosial dan Humaniora (AJSH) Pelaksanaan SAKIP dalam Upaya Peningkatan Kualitas Pelayanan di.
- Amirullah, I., Natsir, N., & Soebarini, S. Z. (2024). The Role of Bureaucratic Structure in the Implementation of The Domestic Wastewater Management Policy in Makassar City. International Journal of Economics and Management Research, 3(1), 154-169.
<https://doi.org/10.55606/ijemr.v3i1.171>
- Asmara, A., Wahyurudhanto, A., & Sutrisno. (2020). Penegakan Hukum Lalu Lintas Melalui Sistem e-Tilang. Jurnal Ilmu Kepolisian, 13(3), 16.
<https://doi.org/10.35879/jik.v13i3.188>
- Aspers, P., & Corte, U. (2019). What is Qualitative in Qualitative Research. 1, 139-160.
- Astuti, T. D., Ramdani, E. M., Gedeona, H. T., & Maulana, R. R. (2025). Policy Implementation of Rumah Dataku Development for Quality Family Village in Kiaracondong Sub-district, Bandung City, Indonesia. Jurnal Pemerintahan Dan Kebijakan (JPK), 6(3), 139-150.
<https://doi.org/10.18196/jpk.v6i3.24308>

- Damayanti, I., Zainal, N. H., & Afrisal, A. F. (2023). Implementasi Kebijakan Transportasi Umum Teman Bus Trans Mamminasata Di Kota Makassar. *Publician: Journal of Public Service, Public Policy, and Administration*, 2(2), 114-122.
<https://doi.org/10.56326/jp.v2i2.4128>
- Fitriana, L., & Arif, L. (2024). Implementasi Smart Governance Dalam Pelayanan Administrasi Kependudukan Di Kota Surabaya (Studi Kasus: Di Kecamatan Benowo). 10(September), 1-23.
- Hidayat, A., & Kemala, F. (2022). Implementation of State Property Management Policy At the Secretariat General of the General Election Supervisory Agency Republic of Indonesia. *JILPR Journal Indonesia Law and Policy Review*, 3(2), 45-52.
<https://doi.org/10.56371/jirpl.v3i2.59>
- Hudson, B., Hunter, D., & Peckham, S. (2019). Policy failure and the policy-implementation gap : can policy support programs help ? *Policy Design and Practice*, 2(1), 1-14.
<https://doi.org/10.1080/25741292.2018.1540378>
- Jeilani, A., Ahmed, S. A., & Arabow, A. (2025). Understanding e-government adoption among government employees: the mediating role of perceived attitude across key predictors. *Discover Sustainability*, 6(1).
<https://doi.org/10.1007/s43621-025-01592-0>
- Kurniawan, B., & Qomaruddin. (2021). Implementasi Kebijakan Pengadaan Barang Dan Jasa Secara Elektronik Pada Pemerintah Kota Surabaya. *Publika*, 3, 257-266.
- Kusnaidi, Madya, & Zubaidah. (2022). Implementasi Kebijakan Pengelolaan Air Limbah Domestik Di Kabupaten Natuna. *Jurnal Ilmu Sosial Dan Pendidikan (JISIP)*, 6(2), 2593-2603.
- Mubarok, S., Zauhar, S., Setyowati, E., & Suryadi. (2020). Policy Implementation Analysis: Exploration of George Edward III, Marilee S Grindle, and Mazmanian and Sabatier Theories in the Policy Analysis Triangle Framework. *Journal of Public Administration Studies*, 005(01), 33-38.
<https://doi.org/10.21776/ub.jpas.2020.005.01.7>
- Nurrahman, A., & Dasilva, M. M. (2020). Policy Implementation of One Door Integrated Service in Kendari City. *TRANSFORMASI: Jurnal Manajemen Pemerintahan*, 12(1), 72-92.
<https://doi.org/10.33701/jtp.v12i1.818>

- Prabawa, P. G., Warsono, H., & Dwimawanti, I. H. (2021). Faktor Pendorong dan Penghambat Implementasi Kebijakan Pusat Kontrol Penegakan Pelanggaran Elektronik Lalu Lintas. *Perspektif*, 10(1), 18–25.
<https://doi.org/10.31289/perspektif.v10i1.3918>
- Priyono, J., & Vioren, F. (2023). Survei Kepuasan Masyarakat Terhadap Layanan Publik Pada Dinas Kependudukan Dan Catatan Sipil Kota Surabaya. *GEMAH RIPAHA: Jurnal Bisnis*, 03(04), 11–29.
<https://aksiologi.org/index.php/gemahripah/article/view/1466%0Ahttps://aksiologi.org/index.php/gemahripah/article/download/1466/985>
- Ranita, K. M. I., & Prabawati, N. P. A. (2024). Efektivitas Program Kamplid Generalition Dalam Peningkatan Pelayanan Administrasi Kependudukan Di Klurahan Wojekerto Kecamatan Tegalsari Kota Surabaya. *Dinamika: Jurnal Ilmiah Ilmu Administrasi Negara*, 11, 175–183.
- Renanda, A. A., & Rosidin, A. (2025). Efektivitas Pelayanan Digital Dalam Mempermudah Birokrasi Dan Pengelolaan Data Publik. 1(8), 1651–1657.
<https://doi.org/https://ejournal.amirulbangunbangsapublishing.com/index.php/jpnmb/index>
- Rijali, A. (2018). Analisis Data Kualitatif. 17(33), 81–95.
- Rispawati, D., Pradnyani, I. G. A. A., Rahayu, N., & Doraq, M. Y. (2024). Analisis Penerapan E-Ticketing Sebagai Upaya Peningkatan Kepuasan Pengguna Jasa PT. ASDP Indonesia Ferry (Persero) Cabang Lembar. *Jurnal Administrasi Dan Manajemen*, 14(3), 319–326.
<https://doi.org/10.52643/jam.v14i3.4781>
- Saepudin, D. Y., Muksin, N. N., Nugraha, I., & Adimiharja, R. (2025). Implementasi Kebijakan Penurunan Stunting di Kota Sukabumi. *PANDITA: Interdisciplinary Journal of Public Affairs*, 8(1), 135–148.
<https://doi.org/https://doi.org/10.61332/ijpa.v8i1.264>
- Sager, F., & Gofen, A. (2022). The polity of implementation: Organizational and institutional arrangements in policy implementation. *Governance Wiley*, 35(2), 347–364.
<https://doi.org/10.1111/gove.12677>
- Simatupang, R. A., Tampubolon Gaby P.F, Pane, I. H., & Rinaldi, M. (2025). The Impact of E-ticketing Implementation and Service Quality on Kai-Access Application User Satisfaction. *Outline Journal of Management and Accounting*, 4(2), 88–97.
<https://doi.org/10.61730/670ky064>

Wardhana, Y. (2021). IMPLEMENTASI KEBIJAKAN LALU LINTAS BERBASIS ELEKTRONIK SEBAGAI PENEGAKAN HUKUM DI ERA DIGITAL. 1.

Wijaya, S. S., Setyoko, P. I., & Rosyadi, S. (2018). Kebijakan Pengelolaan Transportasi Publik di Purwokerto The Policy Of Public Transportation Management In Purwokerto. *Jurnal Litbang Provinsi Jawa Tengah*, Volume, 16(1), 17-26.