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IMPLEMENTATION OF THE TERMINAL REVITALIZATION PROGRAM BY THE BANDAR LAMPUNG CITY TRANSPORTATION AGENCY IN IMPROVING THE QUALITY OF TRANSPORTATION SERVICES

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Abstract

The implementation of the Terminal Revitalization Program is an important effort to improve the quality of public transportation services and optimize terminal functions as transportation hubs. This study aims to analyze the implementation of the Terminal Revitalization Program by the Bandar Lampung City Transportation Agency and identify the supporting and inhibiting factors influencing its implementation. The research employs a normative-empirical legal method with a qualitative approach through literature review, document analysis, interviews, and field observations. The findings show that the revitalization program has been implemented gradually in accordance with the legal framework governing transportation administration. However, its implementation remains constrained by the division of authority between central and local governments, limited regional financial resources, changes in transportation patterns, and low compliance among some transportation operators. Supporting factors include a comprehensive regulatory framework, institutional support, transportation planning documents, and the local government's commitment to improving public services. The study concludes that stronger institutional coordination, sustainable funding, and improved governance are essential to optimize terminal revitalization and enhance the quality of transportation services.

Keywords: Terminal Revitalization, Transportation Service, Policy Implementation

A. INTRODUCTION

The provision of public transportation services constitutes one of the fundamental responsibilities of government in realizing public welfare and supporting sustainable urban development. An efficient transportation system not only facilitates the mobility of people and goods but also contributes to economic growth, environmental sustainability, and social inclusion. Within this framework, passenger terminals function as strategic transportation nodes that integrate various modes of public transport while ensuring accessibility, safety, and convenience for users. Consequently, improving terminal infrastructure has become an essential component of transportation governance in Indonesia, particularly in rapidly growing urban areas such as Bandar Lampung.

The constitutional obligation of the Indonesian government to provide quality public services has been translated into numerous statutory regulations governing transportation administration. Public transportation infrastructure, including passenger terminals, must be managed based on the principles of legal certainty, accountability, efficiency, and public benefit. Terminal revitalization therefore represents not merely physical development but also institutional improvement aimed at enhancing service quality and strengthening the implementation of administrative law within the transportation sector.[1]

The issuance of Law Number 22 of 2009 concerning Road Traffic and Transportation establishes the legal foundation for the management of transportation facilities and infrastructure in Indonesia. This legislation defines passenger terminals as public facilities intended to organize the arrival and departure of public vehicles while ensuring orderly, safe, and integrated transportation services. Furthermore, the enactment of Law Number 23 of 2014 concerning Regional Government has significantly altered the distribution of governmental authority over terminal management, transferring the responsibility for Type A terminals from regional governments to the central government. This institutional transformation has influenced the implementation of terminal

[1] Ridwan HR, *Hukum Administrasi Negara*, Revised Edition (Jakarta: Rajawali Pers, 2018), p. 145.

revitalization programs throughout Indonesia, including in Bandar Lampung.

The concept of policy implementation emphasizes that the success of a governmental program depends not only on regulatory formulation but also on effective execution, institutional coordination, resource availability, and stakeholder participation. In the context of terminal revitalization, policy implementation requires collaboration among governmental institutions, transportation operators, and the community to achieve the intended objectives of improving transportation services. Previous studies demonstrate that legal authority, administrative capacity, and institutional commitment substantially determine the effectiveness of transportation policies implemented by regional governments.[2]

The implementation of terminal revitalization must also be viewed from the perspective of public service law, which requires every government institution to provide services that are transparent, accountable, effective, and responsive to the needs of society. Law Number 25 of 2009 concerning Public Services establishes that public service providers are obliged to continuously improve service quality through infrastructure development, institutional reform, and community-oriented governance. Accordingly, terminal revitalization should not merely focus on physical renovation but also encompass improvements in operational management, service standards, safety, accessibility, and user satisfaction.[3]

Previous empirical studies concerning transportation governance in Indonesia reveal that policy implementation is often influenced by legal certainty, institutional capacity, financial support, and stakeholder participation. Research also indicates that revitalization programs cannot achieve optimal results without effective coordination among government agencies and adequate public involvement in monitoring service quality. Therefore, strengthening

[2] Raden Muhammad Mihradi and Ahmad Sururi, "Implementasi Kebijakan Transportasi Publik dalam Meningkatkan Pelayanan Masyarakat," *Jurnal Ilmu Administrasi Negara*, Vol. 18, No. 2 (2022), p. 131.

[3] Inu Kencana Syafiie, *Ilmu Administrasi Publik*, Revised Edition (Bandung: PT Rineka Cipta, 2017), p. 214.

institutional governance remains a crucial factor in improving transportation services through terminal revitalization.[4]

Based on the foregoing discussion, this research examines the implementation of the Terminal Revitalization Program by the Bandar Lampung City Transportation Agency in improving the quality of transportation services from the perspective of administrative law. The study further identifies the legal, institutional, and practical factors that support or hinder policy implementation. By integrating normative legal analysis with empirical findings, this research is expected to contribute to the development of administrative law scholarship concerning public transportation governance while providing practical recommendations for strengthening terminal revitalization policies and enhancing the quality of public transportation services in Indonesia.

B. RESULTS AND DISCUSSION

1. Implementation of the Terminal Revitalization Program by the Bandar Lampung City Transportation Agency

The implementation of the Terminal Revitalization Program by the Bandar Lampung City Transportation Agency represents one of the local government's strategic efforts to improve the quality of public transportation services while supporting sustainable urban mobility. From the perspective of administrative law, every governmental policy and administrative action must be exercised within the scope of legally delegated authority. Consequently, the implementation of terminal revitalization is not merely an infrastructure development initiative but also an exercise of governmental authority aimed at fulfilling the constitutional obligation to provide accessible, safe, and reliable public transportation services. The realization of this obligation requires compliance with statutory regulations governing transportation administration and public service delivery.

[4] Yusri Munaf and Yulia Anggraini, "Implementasi Kebijakan Pelayanan Publik pada Sektor Transportasi Darat di Indonesia," *Jurnal Administrasi Publik (JAP)*, Vol. 13, No. 1 (2023), p. 89.

The legal basis for implementing the revitalization program is established through a hierarchical regulatory framework consisting of Law Number 22 of 2009 concerning Road Traffic and Transportation, Law Number 23 of 2014 concerning Regional Government, Minister of Transportation Regulation Number PM 24 of 2021 concerning Road Passenger Terminals, Bandar Lampung Regional Regulation Number 2 of 2022, and Mayor Regulation Number 53 of 2021. This regulatory framework reflects the principle of legality (*legaliteitsbeginsel*), under which every governmental action must derive from valid legal authority. Accordingly, the Bandar Lampung City Transportation Agency possesses legitimate authority to formulate transportation policies and perform administrative functions within the scope permitted by prevailing legislation.[5]

From the standpoint of administrative law, governmental authority constitutes the legal foundation for every administrative decision and public policy. The revitalization of transportation facilities therefore cannot be interpreted solely as a technical activity involving the rehabilitation of terminal infrastructure. Instead, it reflects the exercise of public authority intended to achieve legal certainty, administrative accountability, and effective public service delivery. In this regard, the Transportation Agency performs both regulatory and operational functions by coordinating transportation management, maintaining terminal facilities, supervising public transportation activities, and ensuring compliance with transportation regulations. Such responsibilities illustrate that terminal revitalization encompasses institutional governance as well as physical development.

Empirical findings demonstrate that the implementation of the revitalization program has generally complied with applicable legal provisions, although its realization remains gradual. Interviews conducted during this research indicate that the Transportation Agency has continuously carried out routine maintenance, operational restructuring, environmental improvement, and facility maintenance to preserve the functionality of Rajabasa Terminal.

[5] Philipus M. Hadjon, *Pengantar Hukum Administrasi Indonesia* (Yogyakarta: Gadjah Mada University Press, 2015), p. 87.

These measures represent incremental implementation of the revitalization policy despite the absence of comprehensive physical reconstruction. Such an approach is consistent with the concept of gradual policy implementation, whereby administrative agencies adapt policy execution according to institutional capacity and available resources.[6]

The findings further indicate that the implementation of terminal revitalization should be understood through the distinction between *das Sollen* and *das Sein*. Normatively, Minister of Transportation Regulation Number PM 24 of 2021 establishes comprehensive standards regarding terminal infrastructure, passenger facilities, accessibility, safety, environmental management, and operational services. These standards represent the legal expectations that every passenger terminal should satisfy. However, empirical observations reveal that several service standards have not yet been fully achieved, particularly those relating to infrastructure modernization, integration of transportation modes, and optimization of passenger facilities. Consequently, a measurable gap remains between regulatory expectations and practical implementation.

The implementation gap identified in this study is closely associated with the institutional transformation introduced by Law Number 23 of 2014 concerning Regional Government. Since 2017, the management of Rajabasa Terminal has been divided between the central government, through the Land Transportation Management Agency (Balai Pengelola Transportasi Darat/BPTD) as the administrator of the Type A terminal, and the Bandar Lampung City Transportation Agency, which manages the Type C terminal area. This redistribution of governmental authority has fundamentally altered the scope of responsibilities previously exercised by the local government and requires continuous coordination between both institutions to ensure that terminal operations remain integrated and efficient.

From the perspective of governmental authority, the transfer of terminal management illustrates the principle of decentralization

[66] Andi Kurniawan and Rini Astuti, "Implementasi Kebijakan Pelayanan Publik dalam Pengelolaan Terminal Tipe A," *Jurnal Administrasi Publik*, Vol. 14, No. 2 (2022), p. 118.

accompanied by the redistribution of administrative competence. Although the Bandar Lampung City Transportation Agency no longer possesses full authority over the entire Rajabasa Terminal complex, it continues to perform essential administrative functions within its jurisdiction, including the maintenance of supporting facilities, traffic management, supervision of terminal operations, and coordination with the central government. The empirical findings indicate that institutional coordination has become one of the determining factors in maintaining transportation services despite the fragmentation of authority. Nevertheless, the overlapping responsibilities between the two governmental institutions occasionally create administrative inefficiencies that affect the overall effectiveness of terminal management.[7]

The research findings reveal that, over the past five years, the revitalization program has primarily focused on routine maintenance and operational improvements rather than comprehensive physical redevelopment. Activities undertaken by the Transportation Agency include repairing supporting facilities, improving terminal cleanliness, maintaining public utility infrastructure, organizing vehicle circulation, and optimizing operational management. These measures demonstrate the local government's commitment to preserving terminal functionality despite limited authority and financial capacity. Accordingly, revitalization has been implemented incrementally, prioritizing service continuity over large-scale infrastructure expansion.

The gradual nature of the revitalization program also reflects the realities of regional public administration, where policy implementation is strongly influenced by institutional capacity and budgetary availability. Unlike infrastructure megaprojects financed through central government allocations, the activities undertaken by the Bandar Lampung City Transportation Agency rely predominantly on annual regional budget planning and administrative priorities. Consequently, revitalization has emphasized maintenance-oriented programs that can be accommodated within existing fiscal limitations

[7] Dwi Prasetyo and Nurul Hidayati, "Kewenangan Pemerintah Daerah dalam Pengelolaan Transportasi Darat Pasca Berlakunya Undang-Undang Nomor 23 Tahun 2014," *Jurnal Hukum Ius Quia Iustum*, Vol. 30, No. 1 (2023), p. 104.

while ensuring that minimum transportation service standards continue to be fulfilled.

Although routine maintenance has contributed to preserving terminal operations, empirical observations indicate that these efforts have not yet achieved the objectives envisioned under Minister of Transportation Regulation Number PM 24 of 2021. Several supporting facilities remain below national service standards, while passenger utilization has continued to decline as public preferences increasingly shift toward application-based transportation services. This situation demonstrates that infrastructure maintenance alone is insufficient to restore the terminal's strategic function without being accompanied by institutional innovation, integrated transportation planning, and improvements in service quality. Similar findings have been reported in previous studies, which conclude that transportation infrastructure revitalization requires simultaneous improvements in governance, operational management, and user-oriented public services.[8]

The implementation of the Terminal Revitalization Program therefore reflects a dynamic interaction between legal authority, institutional governance, and practical administrative capacity. While the existing legal framework provides sufficient legitimacy for policy implementation, empirical evidence demonstrates that the realization of revitalization remains constrained by the redistribution of governmental authority and the gradual nature of infrastructure development. Nevertheless, the Bandar Lampung City Transportation Agency has continued to exercise its administrative responsibilities within the limits of its statutory competence by maintaining terminal operations, improving supporting facilities, and coordinating with the central government. These efforts indicate that the implementation of terminal revitalization has progressed in accordance with the principle of legality, although further institutional strengthening and integrated policy implementation remain necessary to achieve the national standards of public transportation services.

[8] Rika Novita Sari and Bambang Sugiarto, "Revitalisasi Terminal sebagai Upaya Peningkatan Pelayanan Transportasi Publik," *Jurnal Transportasi*, Vol. 23, No. 2 (2023), p. 167.

The implementation of the terminal revitalization program should ultimately be evaluated based on its contribution to improving the quality of public transportation services. In administrative law, the legitimacy of a governmental policy is not measured solely by its conformity with statutory provisions but also by its effectiveness in fulfilling the public interest. The empirical findings of this research indicate that the Bandar Lampung City Transportation Agency has consistently carried out administrative measures within its statutory authority. However, the quality of transportation services provided at Rajabasa Terminal has not yet fully reflected the standards envisioned by the applicable regulatory framework. This condition demonstrates that legal compliance alone is insufficient unless accompanied by effective institutional performance and measurable service improvements.

One of the principal objectives of terminal revitalization is to restore the terminal's role as an integrated transportation hub capable of providing safe, orderly, comfortable, and accessible services. Nevertheless, field observations reveal that several facilities still require modernization, while the utilization of terminal services remains relatively low compared with the increasing use of application-based transportation. These findings indicate that the revitalization program has yet to generate a significant transformation in public transportation patterns. Consequently, future implementation should place greater emphasis not only on infrastructure maintenance but also on service innovation, digital integration, passenger convenience, and collaboration with transportation operators to enhance the competitiveness of conventional public transport.

The implementation of the revitalization program also reflects the importance of institutional governance in administrative decision-making. Effective governance requires coordination among governmental agencies, clear administrative responsibilities, transparent policy implementation, and continuous performance evaluation. The empirical evidence demonstrates that coordination between the Bandar Lampung City Transportation Agency and the Land Transportation Management Agency (BPTD) has enabled the continuity of terminal operations despite the fragmentation of authority. However, the absence of integrated planning and

synchronized development programs has reduced the overall effectiveness of revitalization efforts. Previous studies similarly conclude that successful transportation governance depends not only on legal authority but also on institutional collaboration and administrative accountability.[9]

From the perspective of public service law, the existing implementation has not yet fully fulfilled the principles of effectiveness and responsiveness as mandated under Law Number 25 of 2009 concerning Public Services. Although routine maintenance and operational restructuring have preserved the basic functionality of the terminal, these measures remain insufficient to satisfy the growing expectations of service users. Modern public transportation systems require integrated facilities, digital service management, accessibility for vulnerable groups, environmental sustainability, and service standards that continuously adapt to societal needs. Therefore, terminal revitalization should be understood as a comprehensive administrative reform rather than merely a physical infrastructure program.

Overall, the implementation of the Terminal Revitalization Program by the Bandar Lampung City Transportation Agency demonstrates that the legal framework governing transportation administration has been properly translated into administrative action within the scope of the agency's statutory authority. Nevertheless, the realization of the program remains incremental because of institutional restructuring, limited authority over Type A terminal management, and the need for stronger intergovernmental coordination. Accordingly, the effectiveness of terminal revitalization should be assessed not only from the existence of regulatory compliance but also from its ability to improve transportation service quality, strengthen institutional governance, and fulfill citizens' rights to accessible and reliable public transportation. These findings further indicate that achieving the objectives of terminal revitalization requires continuous policy integration, sustainable investment, and collaborative governance

[9] Eko Wahyudi and Lilis Suryani, "Evaluasi Implementasi Kebijakan Revitalisasi Terminal dalam Meningkatkan Pelayanan Transportasi Publik," *Jurnal Ilmu Hukum dan Kebijakan Publik*, Vol. 9, No. 2 (2024), p. 156.

between the central and local governments to ensure that national public transportation service standards can be fully realized.

2. Supporting and Inhibiting Factors in the Implementation of the Terminal Revitalization Program

The effectiveness of the Terminal Revitalization Program is influenced by various legal, institutional, financial, and social factors that determine the extent to which the policy objectives can be achieved. From the perspective of administrative law, policy implementation is not solely dependent on the existence of statutory regulations but also on the capacity of public institutions to exercise their authority effectively. The empirical findings of this study reveal that the implementation of terminal revitalization in Bandar Lampung has been shaped by two interrelated groups of factors, namely supporting factors that facilitate policy implementation and inhibiting factors that limit the realization of the program's objectives. These factors interact dynamically and collectively influence the quality of public transportation services.

One of the principal supporting factors is the existence of a comprehensive legal framework governing transportation administration. The implementation of the revitalization program is supported by a hierarchical regulatory system consisting of constitutional provisions, statutory laws, ministerial regulations, regional regulations, and mayoral regulations. Such regulatory consistency provides legal certainty for administrative agencies in exercising governmental authority and minimizes the possibility of arbitrary administrative actions. Within administrative law, legal certainty constitutes an essential prerequisite for ensuring that governmental decisions are implemented transparently, accountably, and in accordance with the principle of legality.[10]

Another supporting factor identified in this research is the institutional structure established within the Bandar Lampung City Transportation Agency. The agency has developed a clear organizational mechanism involving the Division of Road Infrastructure and Safety together with the Technical Implementation

[10] SF Marbun, *Peradilan Administrasi Negara dan Upaya Administratif di Indonesia* (Yogyakarta: UII Press, 2014), p. 96.

Unit (UPT) for Parking and Terminal Management. This institutional arrangement enables administrative responsibilities to be distributed according to organizational competence while facilitating coordination in maintaining terminal operations. The findings indicate that although the authority over Rajabasa Terminal has been divided between the central and local governments, continuous institutional communication has allowed operational activities to proceed without significant administrative disruption.

The availability of strategic planning documents also contributes significantly to policy implementation. The Bandar Lampung Transportation Master Plan serves as an important administrative instrument that guides transportation development priorities, infrastructure planning, and public service improvement. Long-term planning provides policy continuity and enables governmental institutions to align annual development programs with broader transportation objectives. Previous studies similarly emphasize that strategic planning enhances administrative effectiveness by integrating legal mandates with measurable development targets and institutional performance indicators.[11]

In addition to regulatory and institutional support, the commitment demonstrated by the Bandar Lampung City Government constitutes another important supporting factor. The local government's policy orientation toward improving transportation infrastructure is reflected in various programs aimed at modernizing public transportation facilities, including terminal maintenance, bus stop improvements, traffic management, and supporting transportation infrastructure. Although large-scale revitalization has not yet been implemented, the government's continued commitment indicates that transportation development remains one of the priorities of regional public service administration. Such institutional commitment strengthens policy continuity despite the existence of administrative and financial limitations.

[11] Dimas Prakoso and Siti Rahmawati, "Perencanaan Strategis dalam Implementasi Kebijakan Transportasi Perkotaan," *Jurnal Administrasi Negara*, Vol. 29, No. 1 (2023), p. 78.

Despite the existence of several supporting factors, the implementation of the Terminal Revitalization Program continues to encounter significant obstacles that affect its effectiveness. The first and most prominent inhibiting factor is the limited fiscal capacity of the local government. The empirical findings reveal that the Bandar Lampung City Government must allocate the Regional Revenue and Expenditure Budget (APBD) across various priority sectors, including education, health, public works, and social welfare. Consequently, transportation infrastructure development often receives limited financial allocations, particularly for large-scale revitalization projects requiring substantial investment. This financial constraint has resulted in revitalization efforts being concentrated primarily on routine maintenance and operational improvements rather than comprehensive infrastructure modernization.

Another major obstacle is the fragmentation of governmental authority following the enactment of Law Number 23 of 2014 concerning Regional Government. Since the transfer of authority over Type A terminals to the central government, Rajabasa Terminal has been managed by two different governmental institutions with distinct administrative responsibilities. Although this division of authority is legally justified, it has complicated policy coordination, infrastructure planning, and decision-making processes. Effective revitalization therefore requires stronger institutional integration between the Bandar Lampung City Transportation Agency and the Land Transportation Management Agency (BPTD) to avoid overlapping responsibilities and administrative inefficiencies. Previous studies similarly conclude that fragmented governmental authority frequently reduces the effectiveness of public policy implementation, particularly in sectors requiring intergovernmental coordination.[12]

The research further identifies structural changes in public transportation preferences as another significant inhibiting factor. The rapid expansion of application-based transportation services has

[12] Rahmat Hidayat and Fitria Ningsih, "Koordinasi Pemerintah Pusat dan Pemerintah Daerah dalam Penyelenggaraan Transportasi Darat," *Jurnal RechtsVinding*, Vol. 12, No. 2 (2023), p. 214.

fundamentally altered urban mobility patterns, reducing public dependence on conventional public transport operating through passenger terminals. In addition, the residual effects of the COVID-19 pandemic have accelerated behavioral changes, including greater reliance on digital transportation platforms and more flexible travel patterns. These developments have contributed to declining passenger volumes at Rajabasa Terminal, thereby reducing the effectiveness of revitalization initiatives that primarily focus on maintaining conventional terminal operations. Accordingly, future revitalization policies should incorporate technological innovation and integrated transportation systems capable of responding to evolving public mobility demands.

An additional obstacle arises from changes in the regional fiscal framework following the enactment of Law Number 1 of 2022 concerning Financial Relations between the Central Government and Regional Governments. Since 2024, local governments no longer possess the authority to collect terminal levies, eliminating one of the traditional sources of locally generated revenue used to support terminal operations and maintenance. The loss of this independent funding source has increased the local government's dependence on general budget allocations, thereby reducing financial flexibility in implementing revitalization programs. At the same time, the findings indicate that compliance among certain public transportation operators with applicable transportation regulations remains inconsistent, particularly regarding the utilization of terminal facilities and adherence to operational procedures. Such conditions weaken administrative supervision and reduce the effectiveness of transportation governance.[13]

Overall, the implementation of the Terminal Revitalization Program is influenced by a complex interaction of supporting and inhibiting factors operating within Indonesia's administrative and transportation governance framework. On the one hand, the existence of a comprehensive legal framework, institutional coordination, strategic planning, and governmental commitment provides a solid

[13] Yuliana Putri and Agus Santoso, "Tantangan Implementasi Kebijakan Pelayanan Transportasi Publik di Era Digital," *Jurnal Ilmu Administrasi*, Vol. 21, No. 1 (2024), p. 65.

foundation for policy implementation. On the other hand, limited fiscal resources, fragmented governmental authority, changing transportation preferences, the elimination of terminal levy authority, and inconsistent compliance among transportation operators continue to impede the achievement of revitalization objectives. From the perspective of administrative law, these challenges demonstrate that the effectiveness of public policy depends not only on legal legitimacy but also on institutional capacity, sustainable financing, collaborative governance, and adaptive public administration capable of responding to contemporary transportation challenges.[14]

C. CONCLUSION

The implementation of the Terminal Revitalization Program also demonstrates that improving public transportation services requires a holistic administrative approach rather than focusing solely on physical infrastructure development. Effective revitalization should include institutional reform, enhancement of operational management, improvement of service standards, and continuous monitoring of policy outcomes. In this regard, the Bandar Lampung City Transportation Agency has undertaken various administrative measures to maintain terminal operations within its statutory authority. However, achieving optimal transportation services requires stronger integration between policy planning, infrastructure development, and public service management so that revitalization efforts can respond more effectively to the evolving needs of urban communities.

Moreover, the findings suggest that future terminal revitalization should prioritize collaborative governance involving both central and local governments, transportation operators, and other relevant stakeholders. Such collaboration is essential to overcome institutional fragmentation, improve policy coordination, and ensure efficient utilization of available resources. In addition, integrating technological innovation, digital transportation services, and user-centered facility improvements would enhance the competitiveness

[14] Hendra Gunawan and Rizki Amalia, "Faktor-Faktor yang Mempengaruhi Implementasi Kebijakan Pelayanan Publik pada Sektor Transportasi," *Jurnal Legislasi Indonesia*, Vol. 20, No. 3 (2023), p. 341.

of public transportation in comparison with application-based transportation services. Through a more integrated and adaptive governance model, the revitalization program is expected to strengthen the quality of transportation services while fulfilling the government's responsibility to provide accessible, reliable, and sustainable public transportation for the community.

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