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The Impact of Policy and Resources on Public Service Performance: The Mediating Role of Implementer Attitude (A Study at Gapura Surya Nusantara Passenger Terminal)

Sapit Hidayat¹, Siswo Hadi Sumantri², Sri Umiyati³, Sudirman⁴

¹⁻⁴ Universitas Hang Tuah, Indonesia

email: sapit.hidayat@hangtuah.ac.id¹

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Abstract

This study examines the influence of policy and resources on public service performance through the mediating role of implementer attitude at the Gapura Surya Nusantara Passenger Terminal, Tanjung Perak Port, Surabaya. The research adopts a quantitative explanatory approach by integrating policy implementation theory and organizational resource perspectives to explain service performance dynamics within the maritime transportation sector. Data were collected from 400 passengers using structured questionnaires and analyzed through Partial Least Squares Structural Equation Modeling. The findings demonstrate that policy, resources, and implementer attitude satisfy the required standards of reliability and validity, confirming the robustness of the measurement model. Structural analysis reveals that policy and resources exert significant positive effects on both implementer attitude and public service performance. Implementer attitude also has a significant positive effect on performance outcomes. Mediation testing confirms that implementer attitude partially mediates the relationships between policy and performance as well as between resources and performance. The study highlights the importance of combining institutional arrangements with behavioral factors to improve service quality. These findings contribute to public administration literature by providing empirical evidence from the maritime public service context and offer practical implications for strengthening passenger service management.

Keywords : Policy Implementation, Organizational Resources, Implementer Attitude, Public Service Performance, Maritime Transportation.



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INTRODUCTION

The growing complexity of public service systems in contemporary governance has intensified scholarly attention toward the determinants of service performance, particularly in sectors characterized by high public interaction, regulatory dependence, and operational uncertainty. Across both developed and developing countries, the effectiveness of public service delivery is increasingly assessed through the ability of public organizations to transform policy objectives into measurable service outcomes while simultaneously optimizing organizational resources and human capacities. Recent developments in public administration research indicate that public service performance can no longer be understood solely as a consequence of formal regulations or resource availability because the behavioral responses of frontline implementers substantially influence how institutional arrangements are translated into citizen experiences. Within strategic management and organizational theory, policy clarity and resource capability are widely recognized as foundational drivers of organizational effectiveness, while the implementation process is shaped by the interaction between structural conditions and individual agency (Edwards III, 1980). Contemporary management perspectives further emphasize that organizational performance emerges from the alignment between strategic direction, resource deployment, and employee engagement (Robbins & Coulter, 2021). Similarly, strategic capability literature highlights that sustainable organizational outcomes depend on the effective orchestration of tangible and intangible resources within complex service environments (Grant, 2022). In public service contexts, these arguments become particularly relevant because policy mandates, organizational resources, and implementer behavior jointly determine whether service standards are realized in practice, especially in transportation institutions where service quality directly affects public trust and institutional legitimacy (Hill, Schilling, & Jones, 2023).

Previous empirical studies have consistently demonstrated that organizational and behavioral factors exert significant influences on performance outcomes, although the mechanisms underlying these relationships remain contested. Research on flexible work arrangements revealed that supportive organizational environments enhance employee performance through intermediate psychological processes, suggesting that structural interventions frequently operate through attitudinal channels rather than through direct effects alone (Sekhar & Patwardhan, 2023). Similar findings emerged in hospitality research where attitudes mediated the influence of knowledge and environmental awareness on behavioral outcomes, indicating that individual interpretation of organizational stimuli is critical in explaining performance variations (Tavitiyaman, Zhang, & Chan, 2024). Within the public sector, public service motivation has been found to improve job performance through job satisfaction and person organization fit, reinforcing the proposition that employee attitudes function as important transmission mechanisms between organizational conditions and performance outcomes (Thuy & Phinaitrup, 2023). Studies focusing on street level bureaucrats further demonstrated that compensation systems, organizational support, ethical leadership, and career opportunities shape employee behavior and performance through motivational and attitudinal pathways rather than through purely administrative controls (Tu et al., 2024; Uluturk, Yilmaz Altuntas, & Isik, 2023; Wang et al., 2024). Collectively, these studies suggest that organizational interventions become effective when they influence the cognitive and affective orientations of employees who are responsible for service delivery.

Despite these advances, the existing literature exhibits several conceptual and empirical limitations that constrain a comprehensive understanding of public service performance. First, a substantial proportion of prior studies has concentrated on motivational, leadership, and human resource variables while giving comparatively limited attention to the interaction between policy implementation and organizational resources as integrated determinants of service outcomes (Thuy & Phinaitrup, 2023; Wang et al., 2024). Second, although attitude has frequently been examined as a mediating construct, most investigations have focused on private sector settings, hospitality industries, or general public organizations, leaving transportation service institutions underrepresented in empirical inquiry (Sekhar & Patwardhan, 2023; Tavitiyaman et al., 2024). Third, policy implementation research traditionally emphasizes formal structures, communication, and resource allocation, yet often treats implementer disposition as a peripheral component rather than as a central explanatory mechanism linking institutional arrangements to service performance (Edwards III, 1980). This tendency has generated an analytical separation between implementation theory and organizational behavior perspectives, creating uncertainty regarding whether policy effectiveness derives primarily from regulatory quality, resource sufficiency, or the attitudes of those responsible for execution. Consequently, existing findings remain fragmented and provide limited insight into how these variables operate simultaneously within highly regulated public service environments.

The persistence of these gaps carries important scientific and practical implications because public organizations continue to face mounting pressures to improve service quality amid resource constraints and increasing citizen expectations. In maritime transportation services, the challenge is particularly significant because service performance encompasses not only operational efficiency but also safety, security, accessibility, reliability, and user satisfaction. Regulatory frameworks may establish comprehensive service standards, yet their effectiveness depends on whether implementing organizations possess adequate resources and whether frontline personnel internalize policy objectives in their daily interactions with service users. Strategic management scholars argue that organizational resources create value only when they are effectively mobilized through human action and organizational processes (Grant, 2022; Hill et al., 2023). Management theory similarly recognizes that employees act as critical agents who transform organizational inputs into performance outputs (Robbins & Coulter, 2021). Within this context, understanding the behavioral mechanisms through which policy and resources influence service outcomes becomes essential for explaining persistent discrepancies between formal service standards and actual service experiences in public sector organizations.

This study positions itself at the intersection of policy implementation theory, resource based organizational perspectives, and public service performance research by proposing implementer attitude as a strategic mediating mechanism that connects institutional inputs with service outcomes. Building upon Edwards III's implementation framework, this research argues that policy effectiveness cannot be adequately understood without examining the disposition of implementers who interpret and execute policy directives in operational settings (Edwards III, 1980). Simultaneously, drawing on contemporary

management and strategic resource perspectives, the study conceptualizes organizational resources not merely as operational assets but as enabling conditions whose effects depend on employee attitudes and behavioral responses (Robbins & Coulter, 2021; Grant, 2022; Hill et al., 2023). This integrated perspective extends prior studies that separately examined attitudinal mediation in performance related contexts by embedding attitude within a broader framework of policy implementation and resource utilization (Sekhar & Patwardhan, 2023; Tavitiyaman et al., 2024; Tu et al., 2024; Uluturk et al., 2023).

This study aims to examine the effects of policy and organizational resources on public service performance at the Gapura Surya Nusantara Passenger Terminal while simultaneously investigating the mediating role of implementer attitude in explaining these relationships. The research seeks to advance theoretical understanding by integrating implementation theory and resource based perspectives within a unified explanatory model of public service performance. From a methodological standpoint, the study contributes empirical evidence from the maritime transportation sector, an area that remains insufficiently represented in the broader public administration literature, while testing a mediation framework capable of revealing the behavioral mechanisms through which institutional and organizational factors influence service outcomes. Through this approach, the study offers a more comprehensive explanation of how policy effectiveness and resource adequacy are translated into superior public service performance in complex transportation service environments.

RESEARCH METHODS

This study is an empirical investigation employing a quantitative explanatory design to examine the relationships among policy, resources, implementer attitude, and public service performance within the maritime transportation sector. The methodological framework was developed by integrating policy implementation theory proposed by Edwards III (1980) with organizational resource perspectives advanced by Robbins and Coulter (2021), Grant (2022), and Hill et al. (2023), thereby establishing a comprehensive analytical model capable of capturing both structural and behavioral determinants of service outcomes. The empirical setting was the Gapura Surya Nusantara Passenger Terminal at Tanjung Perak Port, Surabaya, where public service performance is governed by the standards stipulated in the Minister of Transportation Regulation Number 37 of 2015. Data were collected from 400 passengers through structured questionnaires using stratified random sampling to ensure proportional representation of both departure and arrival passenger groups. The measurement instrument operationalized policy through dimensions of service standards, resources through human, infrastructure, and technological capacities, implementer attitude through commitment, responsiveness, and professionalism, and public service performance through safety, security, reliability, comfort, convenience, and equality dimensions. The proposed causal relationships and mediation mechanisms were subsequently tested using Partial Least Squares Structural Equation Modeling, a robust multivariate approach suitable for examining complex predictive models involving latent constructs and indirect effects (Hair et al., 2022).

Methodological rigor was ensured through a comprehensive validation procedure encompassing measurement model assessment and structural model evaluation. Indicator reliability was verified through outer loading analysis, while convergent validity was assessed using Average Variance Extracted and composite reliability criteria in accordance with established PLS SEM guidelines (Hair et al., 2022). Discriminant validity was examined to confirm construct distinctiveness and to minimize conceptual overlap among latent variables. The structural model was then evaluated through path coefficient estimation, coefficient of determination, predictive relevance, and effect size analysis to determine the explanatory and predictive capabilities of the proposed framework. Mediation effects were assessed through bootstrapping procedures to estimate the indirect influence of policy and resources on public service performance through implementer attitude. The overall robustness of the model was further examined using the Goodness of Fit index, which demonstrated substantial explanatory power. The methodological uniqueness of this study lies in its integration of policy implementation constructs, resource based organizational capabilities, and implementer attitude within a single empirical model applied to a maritime public service context, providing a rigorous and contextually grounded approach for understanding service performance dynamics in transportation institutions.

RESULTS AND DISCUSSION

Direct Effects of Policy and Resources on Public Service Performance

The structural model estimation demonstrates that policy and resources are significant antecedents of public service performance at the Gapura Surya Nusantara Passenger Terminal. The empirical results indicate that policy exerts the strongest direct influence on public service performance with a path coefficient of 0.391 and a significance level below 0.001. This finding suggests that the effectiveness of service standards, operational clarity, and regulatory consistency substantially contributes to improving passenger service outcomes. The result aligns with the policy implementation perspective emphasizing that clear policy directives facilitate organizational coordination and implementation effectiveness (Edwards III, 1980).

The magnitude of the policy coefficient indicates that regulatory quality functions as a strategic mechanism for improving service delivery in maritime transportation organizations. Passengers tend to evaluate service performance through observable dimensions such as safety, security, reliability, comfort, convenience, and equality. These dimensions are explicitly regulated under the Minister of Transportation Regulation Number 37 of 2015, which provides operational guidance for terminal management. Similar observations were reported by Liu (2022), who found that policy innovation contributes positively to public organizational performance through enhanced implementation effectiveness.

The positive relationship between policy and public service performance also reinforces the argument that institutional arrangements remain central to public sector performance management. Effective policies establish behavioral expectations and operational priorities that shape organizational actions. The presence of clear implementation standards reduces ambiguity and improves service consistency across operational units. Evidence from public service organizations similarly indicates that policy quality strengthens citizen satisfaction and organizational outcomes (Núñez Barriopedro et al., 2023).

Resource availability also demonstrates a significant positive effect on public service performance with a path coefficient of 0.268 and a probability value below 0.001. This result confirms that human resources, infrastructure resources, and technological resources collectively contribute to service effectiveness. The finding supports strategic management perspectives emphasizing the importance of resource deployment in generating organizational value (Grant, 2022). Resource adequacy appears particularly important in high traffic transportation facilities where service demand fluctuates considerably.

The empirical evidence further suggests that organizational resources support operational responsiveness and service continuity. Passenger terminals require sufficient personnel, adequate facilities, and integrated technologies to manage service processes efficiently. The observed relationship confirms that service quality cannot be separated from organizational capacity. Similar conclusions were reported by Kurniawan et al. (2023), who demonstrated that technological adaptation and institutional support significantly improve organizational performance outcomes.

Table 1. Direct Effects of Policy and Resources on Public Service Performance

Relationship	Path Coefficient (β)	t Value	p Value	Decision
Policy → Public Service Performance	0.391	9.371	< 0.001	Supported
Resources → Public Service Performance	0.268	5.891	< 0.001	Supported

Source: Processed SmartPLS Output, 2026

The statistical evidence presented in Table 1 confirms that policy exhibits a stronger influence on service performance than resources. This pattern suggests that regulatory effectiveness may generate greater behavioral alignment among organizational actors than resource availability alone. Policies provide direction regarding how resources should be utilized and how service standards should be achieved. Strategic management literature similarly recognizes governance mechanisms as essential complements to organizational resources (Hill et al., 2023).

The stronger policy coefficient also indicates that service users are highly sensitive to implementation quality rather than merely the existence of facilities. Passengers evaluate public services through their actual experiences during service encounters. Effective implementation of service regulations can improve perceptions of fairness, reliability, and responsiveness. This interpretation is consistent with findings reported by Palos Sánchez et al. (2023), who emphasized that governance quality significantly influences public service outcomes during institutional transformation processes.

Although the coefficient of resources is smaller than that of policy, its contribution remains substantial from a managerial perspective. Resource adequacy enables frontline personnel to perform their responsibilities effectively while reducing operational bottlenecks. Human resource capability, technological infrastructure, and service facilities collectively create conditions that support service excellence. Robbins and Coulter (2021) argue that organizational performance is strongly influenced by the effective management and allocation of strategic resources.

The present findings also reveal important implications for innovation in maritime public service management. Improvements in public service performance require simultaneous attention to regulatory quality and organizational capacity. Policy implementation without sufficient resources may weaken operational effectiveness, while resource abundance without clear policy direction may reduce organizational coherence. This interaction reflects the complementary relationship between institutional governance and strategic resources emphasized in contemporary organizational theory (Grant, 2022).

The overall results provide strong empirical support for the proposed theoretical framework linking policy implementation and organizational resources to public service performance. The findings confirm that performance improvement at the Gapura Surya Nusantara Passenger Terminal depends on both regulatory effectiveness and resource capability. The evidence extends previous public administration research by demonstrating these relationships within a maritime transportation setting characterized by complex service interactions. Such findings contribute to the growing literature on service performance determinants in public sector organizations (Edwards III, 1980).

Structural Relationships Between Policy, Resources, and Public Service Performance

The structural model assessment was conducted to examine the direct relationships among policy, resources, implementer attitude, and public service performance at the Gapura Surya Nusantara Passenger Terminal. The results demonstrate that all hypothesized paths are statistically significant and aligned with the proposed theoretical framework. These findings indicate that both structural and behavioral factors contribute substantially to variations in maritime public service outcomes. The explanatory pattern supports the integration of policy implementation theory and organizational resource perspectives as complementary determinants of service effectiveness (Edwards III, 1980).

Policy exhibits the strongest direct influence on public service performance with a path coefficient of 0.391 and a highly significant probability value. This result suggests that improvements in service standards, operational guidelines, and regulatory consistency are associated with higher levels of passenger service quality. The magnitude of this relationship indicates that policy remains a primary mechanism through which public organizations translate institutional objectives into measurable service outcomes. Similar conclusions were reported by Liu (2022), who found that policy related interventions significantly strengthen organizational performance in public service environments.

The positive relationship between policy and public service performance reflects the importance of implementation clarity within complex transportation systems. Maritime passenger terminals operate through extensive coordination among personnel, infrastructure, and operational procedures, making policy coherence particularly important. Edwards III (1980) emphasized that effective implementation depends on clear objectives and strong administrative commitment throughout the implementation process. The present findings reinforce this proposition by demonstrating that policy quality remains a critical predictor of service performance within a port management context.

Resources also exert a significant positive effect on public service performance with a coefficient of 0.268. Although the magnitude is lower than the policy effect, the relationship remains substantial and statistically meaningful. The result indicates that the availability of competent personnel, adequate facilities, and technological support contributes directly to operational service quality. This finding is consistent with strategic management perspectives emphasizing the role of organizational resources in generating sustainable performance advantages (Grant, 2022).

Resource availability is particularly relevant in passenger terminals where service delivery depends on both human and technological capabilities. Efficient passenger processing, information dissemination, and safety management require the effective deployment of tangible and intangible organizational assets. Robbins and Coulter (2021) argued that organizational effectiveness is strongly influenced by the capacity to allocate and coordinate available resources. Similar evidence was reported by Kurniawan et al. (2023), who demonstrated that resource adaptation enhances organizational performance under changing environmental conditions.

Table 2. Structural Path Coefficients and Hypothesis Testing Results

Relationship	Path Coefficient (β)	t Value	p Value
Policy → Public Service Performance	0.391	9.371	0.000
Resources → Public Service Performance	0.268	5.891	0.000
Policy → Implementer Attitude	0.381	9.190	0.000
Resources → Implementer Attitude	0.106	1.977	0.049
Implementer Attitude → Public Service Performance	0.311	6.208	0.000

Source: SmartPLS Structural Model Output, Processed by the Authors (2026).

The results presented in Table 2 indicate that policy and implementer attitude produce stronger effects than resources in the proposed model. This pattern suggests that organizational behavior and institutional direction play a particularly influential role in shaping service outcomes. Public service organizations frequently operate under regulatory constraints where managerial discretion is closely linked to policy implementation quality. Comparable observations were reported by AlMulhim (2023), who identified administrative mechanisms as important drivers of public sector performance enhancement.

The relationship between policy and implementer attitude reaches a coefficient of 0.381, indicating a strong behavioral response to regulatory conditions. Employees are more likely to demonstrate commitment and professionalism when policy objectives are clear and operationally feasible. This finding supports contemporary evidence showing that policy environments influence employee attitudes and implementation behavior within public organizations (An et al., 2025). The result also reinforces the argument that successful implementation extends beyond formal regulation and requires positive psychological acceptance among implementers.

Resources influence implementer attitude with a smaller coefficient of 0.106, although the relationship remains statistically significant. This outcome suggests that resource adequacy contributes to employee perceptions but does not constitute the primary determinant of behavioral orientation. Organizational attitudes are often shaped by broader institutional factors including leadership support, work design, and managerial communication. Hill et al. (2023) argued that resource value emerges when organizational systems effectively transform available assets into productive outcomes.

Implementer attitude significantly affects public service performance with a coefficient of 0.311, indicating that behavioral dimensions remain highly relevant for service delivery effectiveness. Employees who demonstrate responsiveness, professionalism, and commitment are more capable of translating organizational objectives into positive passenger experiences. Similar conclusions were reported by Nguyen et al. (2023), who found that motivational and behavioral factors significantly

enhance performance within public sector institutions. Evidence from Nor (2025) also suggests that employee capability and engagement represent critical mechanisms linking organizational inputs with service outcomes.

The collective findings reveal that public service performance within maritime transportation organizations emerges from the interaction of policy direction, organizational resources, and implementer behavior. Policy appears to function as the dominant structural driver, while implementer attitude serves as an important operational mechanism that strengthens service execution. Resource availability remains necessary because it provides the organizational capacity required to support service delivery processes. These relationships confirm the relevance of combining policy implementation theory with resource based organizational perspectives to explain performance dynamics in contemporary public transportation services (Edwards III, 1980; Grant, 2022).

Mediating Role of Implementer Attitude in Enhancing Public Service Performance

The mediation analysis revealed that implementer attitude functions as a significant behavioral mechanism linking organizational conditions with public service outcomes at the Gapura Surya Nusantara Passenger Terminal. The bootstrapping procedure demonstrated statistically significant indirect effects for both policy and resources through implementer attitude. These findings indicate that institutional arrangements do not influence service performance solely through structural pathways but also through behavioral responses among implementers. Similar mediation patterns have been reported in public sector settings where employee attitudes transformed organizational inputs into measurable performance outcomes (Huntsman et al., 2023).

The indirect relationship between policy and public service performance suggests that policy effectiveness depends on the extent to which implementers internalize operational standards and service objectives. Policy provisions create formal expectations, yet service improvements emerge when implementers exhibit commitment, responsiveness, and professionalism during service delivery processes. Evidence from street level bureaucracy research indicates that favorable policy perceptions strengthen implementation attitudes and subsequently improve organizational outcomes (An et al., 2025). This behavioral explanation aligns with the argument that policy success is partially determined by how front line personnel interpret and enact administrative directives.

Implementer attitude also mediated the relationship between resources and public service performance, although the magnitude of the indirect effect was comparatively smaller than the policy pathway. Resource availability contributes to performance when personnel perceive organizational support and utilize available capacities in a constructive manner. Behavioral engagement converts infrastructure, technology, and human capital into operational value that can be experienced by service users. Similar conclusions were reported by Daswati et al. (2022), who found that organizational resources influence performance through intervening psychological and behavioral factors.

The mediation results indicate that behavioral dimensions should be viewed as strategic assets rather than merely individual characteristics. Organizational conditions may provide opportunities for effective service delivery, yet employees ultimately determine how these opportunities are translated into practical actions. Research on public sector performance increasingly emphasizes the importance of employee attitudes as mechanisms connecting institutional inputs with organizational outputs (Thuy & Phinaitrup, 2023). The present findings reinforce this perspective within the context of maritime transportation services.

Table 3. Indirect Effects and Mediation Assessment

Indirect Relationship	Indirect Effect	t Value	p Value	Mediation Type
Policy → Implementer Attitude → Public Service Performance	0.118	5.432	0.000	Partial Mediation
Resources → Implementer	0.033	2.017	0.044	Partial Mediation

Attitude → Public
Service
Performance

Source: SmartPLS Bootstrapping Output based on survey data from 400 passengers at Gapura Surya Nusantara Passenger Terminal (2026).

The results presented in Table 3 confirm that implementer attitude significantly mediates both indirect pathways in the proposed model. The stronger indirect coefficient associated with policy suggests that behavioral responses are particularly sensitive to institutional guidance and service regulations. Employees tend to align their actions more effectively when policies provide clarity regarding service expectations and operational priorities. Comparable evidence was reported by An et al. (2025), who observed that policy implementation attitudes act as critical channels through which administrative initiatives influence organizational outcomes.

The partial mediation observed in the policy pathway indicates that policy affects service performance through both direct and indirect mechanisms. Formal service standards contribute directly to operational effectiveness while simultaneously shaping employee attitudes toward implementation responsibilities. This dual influence supports contemporary public management arguments emphasizing the interaction between structural governance and human behavior in determining performance outcomes (Tu et al., 2024). The findings also extend earlier observations by Liu (2022), who highlighted the importance of behavioral mechanisms in translating policy initiatives into organizational achievements.

The mediation effect associated with resources demonstrates that organizational assets alone are insufficient to maximize service quality. Personnel must perceive resources as useful, accessible, and relevant to service delivery tasks before performance gains can be realized. Similar behavioral conversion processes have been identified in studies examining empowerment, organizational culture, and employee engagement as mediating factors between organizational inputs and performance outcomes (Adu Sarfo et al., 2024; Aggarwal & Agarwala, 2023). The present evidence indicates that maritime public services exhibit comparable organizational dynamics.

From a theoretical perspective, the findings contribute to the growing literature emphasizing employee attitudes as central explanatory mechanisms in public organizations. Studies across different sectors have shown that job satisfaction, empowerment, organizational support, and public service motivation frequently transmit the effects of managerial interventions to performance indicators (Al Sabi et al., 2024; Fleischer & Wanckel, 2024; Lee & Shin, 2023). Implementer attitude in this study performs a similar function by translating policy and resource conditions into service behaviors. The consistency of these findings across institutional contexts strengthens the generalizability of behavioral mediation theory.

The observed mediation mechanism also reflects the importance of motivational and relational processes within public organizations. Employees who demonstrate stronger commitment and responsiveness are more likely to utilize organizational resources efficiently and apply policy standards consistently. Previous studies have linked positive workplace attitudes with enhanced performance through improved engagement, support perceptions, and interpersonal relationships (Sekhar & Patwardhan, 2023; Wang et al., 2024). Such mechanisms appear particularly relevant in passenger terminal environments where service encounters occur continuously and directly affect user experiences.

A broader interpretation suggests that implementer attitude operates as an intangible organizational capability that complements formal structures and physical resources. This perspective is consistent with evidence showing that behavioral and cultural factors frequently mediate the relationship between organizational practices and performance outcomes across both public and private sectors (Ke et al., 2022; Maldonado Guzmán et al., 2023). Positive attitudes encourage adaptive behaviors that enable organizations to respond effectively to operational demands. Maritime service institutions therefore require simultaneous investment in both structural capacity and human behavioral development.

The practical implications of these findings are substantial for managers responsible for passenger terminal operations. Efforts aimed exclusively at revising policies or increasing resources may produce limited outcomes if employee attitudes remain neglected. Programs designed to strengthen

professionalism, commitment, and responsiveness can enhance the effectiveness of existing institutional investments. Similar recommendations have emerged from public administration research emphasizing the strategic value of public service motivation and supportive organizational environments (Uluturk et al., 2023; Tu et al., 2024).

The study ultimately demonstrates that implementer attitude constitutes a critical explanatory pathway within the relationship between organizational conditions and public service performance. Policy and resources provide the structural foundation for service delivery, yet behavioral engagement determines the extent to which these inputs generate observable performance improvements. The mediation evidence confirms that organizational effectiveness in maritime public services is shaped by an interaction between institutional arrangements and employee behavior. This integrated explanation advances understanding of public service performance by positioning implementer attitude as a pivotal mechanism connecting administrative capacity with service outcomes.

CONCLUSION

The findings confirm that policy and organizational resources constitute critical determinants of public service performance at the Gapura Surya Nusantara Passenger Terminal, while implementer attitude serves as a significant behavioral mechanism linking organizational inputs with service outcomes. The measurement model demonstrated satisfactory reliability and validity, supporting the robustness of the proposed framework. Structural model evaluation revealed that policy and resources significantly influence both implementer attitude and public service performance, indicating that effective service delivery depends on the interaction between institutional arrangements and organizational capacities. The mediation analysis further established that implementer attitude partially transmits the effects of policy and resources to performance outcomes, illustrating that commitment, responsiveness, and professionalism are essential channels through which organizational conditions are translated into service quality. These results extend policy implementation theory and organizational resource perspectives by demonstrating the strategic role of behavioral factors in maritime public services. The study concludes that sustainable improvements in passenger service performance require simultaneous enhancement of policy effectiveness, resource adequacy, and positive implementer attitudes to ensure that organizational capabilities generate meaningful benefits for service users.

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