



Evaluation of Government Policies Through Development of Sustainable Apj Rest Area Technology to Improve Socio-Economic Development of Local Communities Around Toll Road Locations in Indonesia

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Abstract. Rest areas are part of non-direct road equipment whose implementation is an obligation of the road operator. The purpose of providing rest areas on toll roads beside to reduce the number of accidents, should also contribute to sustainable regional development through improving the socio-economy of local communities, so that its existence is indispensable. The fact is that there are some rest areas in toll roads that make local communities underdeveloped, because the local communities are not accommodated. Thus, to encourage the development of rest area in the toll road, it is necessary to find other solutions in order to encourage its existence, namely by embracing local economic development of the local area. The investment required to manage the rest area is not small, thus a management model that involves all sectors is needed. The model is called New Public Service (NPS) model that the main principles are public interest as an important part of the management, policies and programs that meet the needs of the community, public services must have greater attention than the market, and the value of leadership in meeting the common interests. All the principles are needed so that public organizations that include all participation will make (sustainable rest areas) more long-lasting life. This paper aims to discuss this NPS model as a model that is expected suitable with the conditions of rest areas on toll roads in Indonesia. The method used to answer the objective is through literature review related to legal aspect and interview with stakeholders. The results of the study and interview were analyzed by descriptive qualitative. Based on the analysis result, it is found that New Public Service model is more appropriate to be applied according to the existing regulation that is cooperation (Public Private Partnership, and society).

Keywords: toll roads, sustainable, new public service model, APJ rest areas

1 Introduction

Toll roads are those that function as freeways which are part of the road network system and as national roads whose users are required to pay taxes, are part of a form of public service facility. Toll roads as part of freeways mean that toll roads are public roads for traffic with full access control and no level intersections and are equipped with road space fences. This is explained in Law number 2 of 2022 concerning roads [1], so that toll roads have limited access to transportation links with the surrounding area. For this reason, in order to accommodate the socio-economic development of the surrounding community, it is necessary to have access (connections) that can be reached to and from the surrounding area, where the local community lives, so that this is a form of expanding government public services to the community. Through the construction of Sustainable Road Service Platform Rest Areas (TI-APJ) for toll roads, it is hoped that toll roads will have more principles of justice; harmony, alignment, and balance; integration, togetherness and partnership; sustainable; transparency and accountability; participative; and partnerships, as mandated [2].

This will be in line with the government's attention to anticipating negative conditions for the social conditions of communities around toll roads, in line with the government's attention through the Ministry of Public Works and Public Housing (PUPR) which has begun to respond to these conditions that have occurred recently as a result of toll road construction. Information from the Public Communications Bureau of the Ministry of Public Works and Public Housing on September 17 2017, that the Minister of PUPR is very concerned about this condition, so that the Minister of PUPR asked the Toll Road Business Entity (BUJT) to encourage accommodation for the presence of Usaha Mikro Kecil dan Menengah (UMKM) or Micro, Small and Medium Enterprises (MSME) at the rest area.

In this article, we will evaluate policies in the construction and management of rest areas on toll roads, because it is deemed necessary to evaluate the public service model, so that community participation needs to be increased. Through the New Public Service (NPS) public policy model, namely serve citizens, not customers, that is, public services do not merely respond to customer needs, but development focuses more on relationships of trust and collaboration with and between the community. NPS is a depiction of people's lives that demands more attention from the government, so as to create a harmonious relationship between the government, business people and civil society, thereby creating a prosperous society. Partnerships with the surrounding community, as well as transportation connectivity by building public transportation nodes for the transfer of transportation modes for the surrounding community, are real forms of activity from sustainable rest areas using the NPS model, so that it is hoped that it can improve the welfare of local communities around or on the toll road, as a form of improving services. government public. Joint collaboration between the government and the community, especially local communities around toll roads, either through individual cooperation, cooperatives, or CSR (cooperative social responsibility) participation from companies holding toll road rest area concessions, as a concept or action carried out in the business world or industry as a sense of responsibility aimed at social and environmental matters.

In this research, the analysis technique used is a qualitative descriptive analysis approach, where this technique is used for research where data collection is carried out through observations and interviews with data obtained in the form of words, writing, images and not numbers. Then the data obtained is then collected and detailed notes are made regarding anything that is felt to be related to the research problem. The collected data is then verified and "confronted" again with other data sources. The results of the interviews were then analyzed using the method of comparing the interview results with other data sources, especially those compared with the provisions of the relevant laws and regulations. The analysis stages in qualitative descriptive analysis are data analysis, data interpretation, checking the validity of the findings, and providing meaning. Data analysis is the process of searching and organizing interview results or material that has been collected systematically. Checking the validity of the data is carried out to obtain appropriate and objective conclusions that are in accordance with existing facts. The aspects analyzed in this research include:

- Selection of Public Service models and Public organizations (institutions) for the concept of cooperation.
- Sustainable Development, through the NPS public service model paradigm.
- Review of APJ Rest Areas to be implemented on toll roads with greater connectivity to communities around toll roads, through the construction of transportation nodes.

2 Literature Review

2.1 Evaluation of Public Service Policies

Policy evaluation is seen in two important ways, namely regarding problems that often arise and the factors that cause them [3]. Several problems will arise in policy evaluation, namely uncertainty regarding objectives, causality, policy impacts, difficulties in obtaining funds, official resistance, and neglect of policy evaluations that have been carried out [4]. Bureaucracy not only produces rules for public consumption, but also with all its professionalism must put the interests of society (public) above everything else, regardless of their class and socio-economic status [5]. There are 3 (three) types of services carried out by the government to serve the community, through the government's main duties to the public (society) so that they can live, grow and develop properly. This is also in accordance with the foundation of our country Pancasila in the 5th (five) principle, "Social Justice for All Indonesian People".

The concept of public services has been widely published by many experts, each of whom has views according to different study angles and problem focuses. Public services are activities offered by one party to another party which are basically intangible. Public services must be excellent, which according to Fittzsimmons [6] must be developed in accordance with:

1. Tangibles (sufficient physical evidence, including human resources),
2. Empathy (ability to emotionally respond to the needs of all stakeholders).

3. Reliability (fast and precise service without discrimination).
4. Responsiveness (responsive to stakeholder complaints).
5. Assurance (guarantee of certainty of service quality and quantity).

The New Public Service (NPS) paradigm is better compared to other public service models, because it touches the public, not just customers [7]. Where it is possible that currently other public service models have been implemented at several toll road rest areas, such as the Old Public Administration (OPA) which according to Herbert Simon uses rationality choices, as well as the New Public Management (NPM) model which uses a market mechanism and public choice approach. The NPS model in public policy pays more attention to community contributions in collaboration and is conducive to this. Below is an explanation of the comparison of OPA, NPM and NPS models in public administration, which can be seen in table 1.

Table 1. Comparison of Public Administration Paradigms

Element	Old Public Administration (OPA)	New Public Management (NPM)	= New Public Service (NPS)
Basic Epistemology	Political Theory	Economic Theory	Democratic Theory, various approaches
Public Interest Concept	Something that is translated politically and stated in the rules	The public interest represents the aggregation of individual interests.	The public interest is the result of a dialogue of values
Who is served	clients and constituents	customer	citizens
Role of Government	Lead (design and implement policies centered on a single, politically determined goal)	Direct (act as a catalyst for developing market forces)	Serve (negotiate and mediate diverse interests in society and shape shared values)
Rationality and models of human behavior	Synoptic rationality, administrative man	The technical and economic rationality of "economicman" self-interested decision making	Strategic or formal rationality, multiple rationality tests (political, economic and organizational)
Accountability	According to the administrative hierarchy	market desires are the result of customer desires	Many dimensions: accountability to values, law, community, political norms, professionalism, citizen interests
Administrative Discretion	Discretion limited to administrative staff	Wide reach to achieve entrepreneurial goals	Discretion is necessary, but responsible and when forced
Organizational structure	Bureaucratic organizations, top-down authority	Decentralized public organizations	Collaborative structures between external and internal leadership
Mechanism for Achieving Policy Targets	Through programs directed by government agents	Through the establishment of intensive mechanisms and structures	Building agency coalitions between public, non-profit and private agencies

Sumber: Denhardt & Denhardt, 2003

2.2 Public Service Institutions

In order to achieve the common goals that we want to achieve, we need institutions/organizations that are successful in public services, so they must require good administration, because administration [8] is a form of collective cooperation to achieve predetermined goals, which is a phenomenon that can be found in various human lives, where the understanding of administration is a general perception that includes all organizations, large and small, government and private. [8]

An institution is defined as a public organization that carries out mutually binding governance housed in a state-recognized organization with social activities. In this way, an institution is contained in a vessel or container or space called an organization. [9]. An organization is any form of alliance between two or more people who work together

and are formally bound in order to achieve a goal that has been determined in a bond consisting of one/several people called superiors and one/a group of people called subordinate.

To realize this, business organizations are needed at rest areas on toll roads which require 7 (seven) organizational principles out of 12 (twelve) organizational principles from [10], namely:

1. There is a clear goal,
2. The goals of the organization must be understood by everyone in the organization,
3. Organizational goals must be accepted by everyone in the organization,
4. There is unity of direction,
5. There is unity of command,
6. There is a balance between a person's authority and responsibility,
7. There is a division of tasks (distribution of work)

2.3 Sustainable Development

The definition of sustainable development is development that meets the needs of the present without reducing the capabilities of future generations. For this reason, the construction of rest areas on toll roads needs to adopt 3 (three) of the 5 (five) sustainable principles by prioritizing the relationship between humans and nature, namely based on the principles of ecological, economic and socio-cultural sustainability.[11]

2.4 Sustainable Road Service Rest Area (TI-APJ)

Sustainable toll road rest areas are a type of public service facility provided by road operators, apart from being a rest area for drivers and their vehicles after traveling for a minimum of 4 (four) hours, so that it functions to reduce the risk of accidents due to driver and vehicle fatigue, because driving on toll roads results in easy drowsiness [12] and also its existence can contribute to regional development through improving the economy of local communities, as well as developing connectivity transportation for regional development.

A rest area with the concept of a road service is a sustainable rest area for public (non-toll) roads which was developed. A rest area with the APJ concept, apart from having the main function as a place rest and also has additional functions, including as a place to accommodate interactions between road users and local potential (community, products and nature), so with this additional function it is hoped that the provision of rest places can be sustainable, because it includes 3 (three) sustainable elements. For this reason, it is hoped that the development of the APJ public road (non-toll) rest area concept can be an inspiration so that it can be applied to toll roads. In the Guidelines for Planning APJ Rest Areas on Public Roads (non-toll roads) based on the Circular Letter of the Minister of PUPR [13]. The provisions for dividing types of rest areas can be seen in Table 2.

Table 2. - The type of rest area is based on the purpose and function of the rest area

No	Fungsi utama	Fungsi tambahan	Tipe tempat istirahat
1	1. Resting Place 2. Road management post	1. Emergency response post 2. Information center 3. Public facilities 4. Local economic incubator	I
2		1. Emergency response post 2. Information center 3. Public facilities	II
3		1. Emergency response post 2. Information center	III

Sumber: SE Menteri PUPR number 02/SE/M/2018 dated 26 Februari 2018

It is considered good to apply the principles and information about planning rest areas on public roads to rest areas on toll roads, so that it is hoped that sustainable development can be achieved, namely being able to accommodate ecologically, economically and socio-culturally.

2.5 Transport Mode Change Node (Terminal)

Explains that a node is a place intended for intermodal and intermodal changes in the form of terminals, train stations, sea ports, river and lake ports, and/or airports. The terminal is a public transportation base used for arrival and departure, picking up and dropping off people and/or goods, as well as changing modes of transportation. The departure and arrival lanes are the courtyards inside the passenger terminal provided by the terminal organizer for public vehicles to pick up and drop off passengers. Terminal locations and services are Type A, type B and type C.[14]

3 Methods

This research uses qualitative methods with descriptive research types. The sample technique used in qualitative techniques is purposive technique. The stages of data analysis in this study include: data reduction stage, then data presentation, and finally conclusions. Data sources come from primary data and secondary data. Primary data comes from informants, namely individuals or individuals such as the results of interviews conducted by researchers. Secondary data can be in the form of laws and regulations, journals, and documents related to research issues.

4 Result and Discussion

In achieving the common goal of creating a sustainable toll road rest area (TI-APJ) by paying attention to the social development of the community around the toll road, a rest area is needed that uses the New Public Service (NPS) model which includes 7 (seven) principles in the paradigm public [15] namely:

1. Seek the Public Interest
2. Think Strategically, Act Democratically.
3. Recognize that Accountability Isn't Simple
4. Serve Rather than Steer.
5. Value People, Not Just Productivity

By creating a rest area with the APJ concept on toll roads through the NPS model, a sustainable rest area will be created, because it was created based on 3 (three) sustainable pillars, which include environmental (ecological) sustainability, economic sustainability and socio-cultural sustainability. In this way, in Indonesia a process model of good public service can be created, because with good (excellent) public service through the stages of location selection, planning, construction and management of rest areas that will pay attention to ecological, economic, as well as social and cultural sustainability. For this reason, good public service analysis is needed to create sustainable development of rest areas, including through the NPS model, so that rest areas are expanded by partnerships with UMKM and the construction of transport mode change nodes (terminals) to create regional connectivity, thus creating ecological, economical, sustainability. as well as socio-cultural.

The most important benchmarks for assessing the government's performance in carrying out its duties, including duties and functions, are efficiency and effectiveness. The definition of efficiency is how to do something well (doing things right), and effectiveness is the ability to determine certain goals (doing the right thing) is a general measure that can be used for various things. related to an organization's performance in achieving its goals. [16]. This accuracy is the main factor that determines the government's success in organizing effective and efficient rest areas. For this reason, the analysis begins with a review of initiatives to provide rest areas within the framework of currently applicable rules or regulations, followed by an analysis of public service models for rest areas with regional connectivity that are appropriate to conditions in Indonesia.

4.1 Sustainable APJ Rest Area

Rest areas on toll roads in accordance with are one of the road equipment that must be provided at least every 50 (fifty) kilometers [17]. Other regulations that support the need to provide rest areas can be seen in Road Traffic and Transportation. The law stipulates that after driving a vehicle for 4 (four) consecutive hours, drivers of public motorized vehicles are required to rest for at least half an hour. Government regulations mandate the importance of the government taking the role as the initiator of providing

rest areas on toll roads (Article 3 paragraph 1 PP number 15 of 2015). This will strengthen the government's role as the organizer of public service facilities, so that the advantage if the government takes the initiative is that the form of public service provided is "not too" commercial, reaches all levels of society, and is long term (sustainable). Management of public service infrastructure through the NPS model will create managed assets that involve collaboration with other parties (the community) so that local economic development can develop, even after toll road construction. With the NPS model, partnerships will be created with Usaha Mikro Kecil dan Menengah (UMKM) or Micro, Small and Medium Enterprises (MSME) in the surrounding community, as mandated in Law number 2 of 2022, in the explanation of Article 34 paragraph 1 letter f, namely to improve and empower the community's economy, one of which is done by accommodate micro businesses, small businesses and medium businesses in operating rest areas and toll road services. Below are displayed the results of interviews with several respondents related to planning for the development of public services based on the type of rest area, which can be seen in table 3.

Table 3. Comparative Analysis of Public Service Models for Construction of APJ Toll Road Rest Areas

New Public Service	Excellent					Load rate
	Tangibles	Emphaty	Reliability	Responsiveness	Assurance	
Existing Toll Road Rest Area						
1. <i>Seek the Public Interest</i>	60%	30%	30%	20%	40%	36%
2. <i>Think Strategically, Act Democratically</i>	80%	40%	60%	40%	40%	52%
3. <i>Recognize that Accountability Isn't Simple</i>	60%	40%	30%	30%	40%	40%
4. <i>Serve Rather than Steer</i>	30%	20%	20%	20%	20%	22%
5. <i>Value People, Not Just Productivity</i>	20%	20%	20%	20%	20%	20%
Total						34%
Sustainable APJ Rest Area						
1. <i>Seek the Public Interest</i>	80%	80%	80%	80%	80%	80%
2. <i>Think Strategically, Act Democratically</i>	80%	80%	80%	80%	80%	80%
3. <i>Recognize that Accountability Isn't Simple</i>	80%	90%	90%	90%	80%	86%
4. <i>Serve Rather than Steer</i>	80%	90%	90%	90%	80%	86%
5. <i>Value People, Not Just Productivity</i>	80%	90%	90%	90%	80%	86%
Total						84%

Source: Study results

From the table, it can be seen that the APJ Sustainable Rest Area is a sustainable toll road rest area based on sustainable public service principles which has a social benefit weight for the community around the toll road of 84%, while the existing toll road rest area is only 34%, so there is a difference of 50%. %. Thus, to increase community participation, thereby improving the socio-economic conditions of the community around the toll road location, it is necessary to build a rest area with the Sustainable APJ concept using the NPS model, the following steps are required:

1) UMKM Partnership Institutions at Rest Areas.

The selection for UMKM (Usaha Mikro Kecil dan Menengah) cooperation organizations with toll road rest area concession holders is in the form of an alliance between two or more people who work together and are formally bound in order to achieve a goal that has been determined in a bond consisting of one/several people called superiors and one/ group of people, it can be seen in table 3.

Table 4. Comparison of Types of UMKM Collaboration Organizations At a rest area on the toll road

Jenis Organisasi UMKM	Clarity of Goal	Everyone understands	Accepted by everyone	Unity of direction)	unity of command	Balance of Authority	Division of Tasks	Average Weight
Individual	60 %	80%	60%	80%	80%	40%	30%	61%
Corporation	50%	50%	70%	80%	60%	50%	60%	60%
CSR	80%	70%	80%	80%	70%	80%	70%	76%
Cooperative	70%	50%	60%	70%	60%	70%	60%	63%

It can be seen from the comparison of the types of UMKM Cooperation organizations in business development in the form of cooperative organizations with toll road license owners, the weight that has the highest value is Cooperation in the form of CSR 76%, followed by cooperatives 63%, individuals 61%, and next corporation 50%.

2) Construction of Transport Mode Change Nodes at APJ Rest Areas on Toll Roads.

Based on regulation from roads and transportation, that the location and service of transport mode change nodes (terminals) for local communities to access rest areas is based on road authority and transport management authority. For Type A Passenger Terminals, Governors for Type B Passenger Terminals, Regent/Mayor for Type C Passenger Terminals, the construction of these public service facilities must coordinate with road operators and the local Regional Government based on their authority to regulate traffic and road transportation.

The explanation above explains that consideration of the right of way behind the rest area will determine the authority of the terminal facility. The thing that needs to be taken into account is that based on regulations on roads, toll roads are freeways that have limited access with full control of access roads and no level intersections and are

equipped with road space fences, so those who have access from the transport mode change node (terminal) to the rest area only for activities of people (passengers, traders, and those with interests) without vehicle access. For more details, a sketch of the Sustainable APJ Rest Area is shown in figure 1.

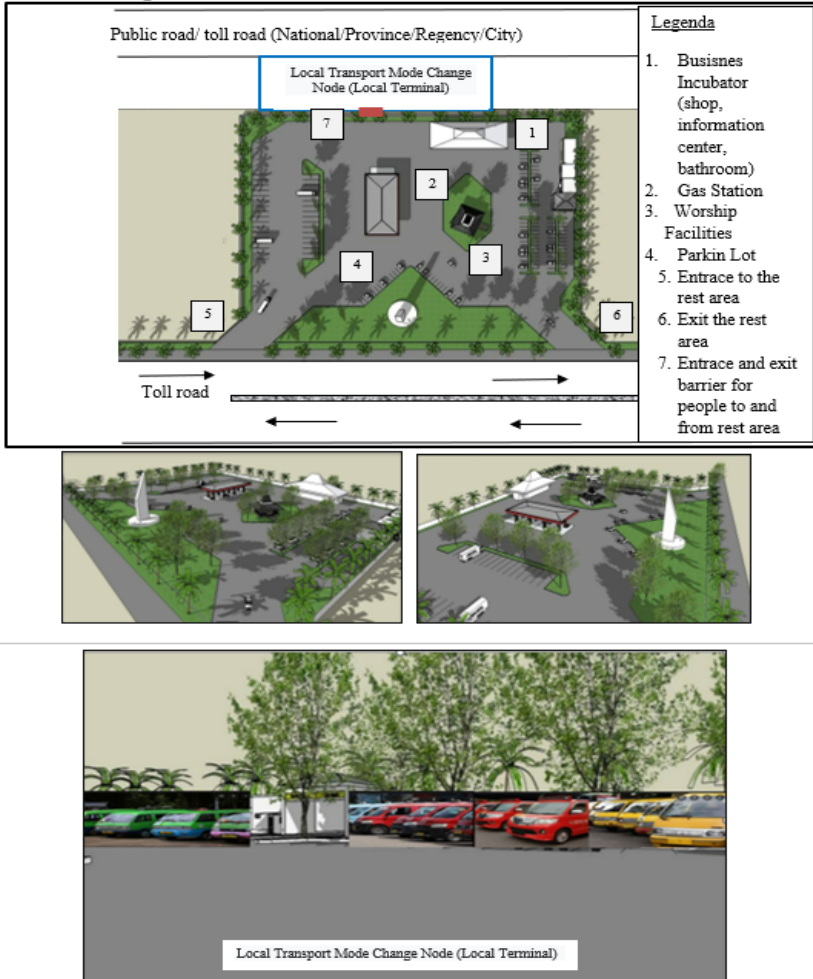


Fig. 1. Sketch of the Toll Road Continuous APJ Rest Area

5 Conclusion

Based on the description in the discussion, it can be concluded that providing Sustainable APJ rest areas on toll roads through NPS model public services will provide more sustainability advantages (ecological, economic and socio-cultural), because starting from location selection, planning, development and management, paying attention to (These three) sustainable pillars, especially in development and management, because they involve UMKM and the construction of transport mode change nodes (terminals) in order to provide economic and social cultural strengthening to improve the socio-economic conditions of communities in areas around toll roads.

The public service model for sustainable management of toll road rest areas according to regulations in force in the future can use CSR (cooperative social responsibility), then cooperative from toll road rest area concession rights holders, or UMKM cooperative cooperation with rest area concession owners, by collaborating with the Regional Government in strengthening creating economic and socio-cultural sustainability for local communities. Thus, apart from being a place of rest to relieve fatigue, it can also help the local community's economy, as well as strengthening socio-culture, so that environmental, economic and social-cultural sustainability will be created. With the development of the local economy as a rural (peripheral) economy, it is hoped that there will be equal distribution of regional growth through economic development [18].

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