

DYNAMIC GOVERNANCE IN PUBLIC SERVICES JOYOBOYO INTERMODAL TERMINAL PARK AND RIDE IN SURABAYA CITY

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Abstract. A large number of private vehicles and limited parking space is one of the traffic problems that cause the emergence of illegal parking spots and vehicles placed haphazardly on the road shoulders and sidewalks, which has an impact on traffic density. The Surabaya City Government, through the Department of Transportation, is presenting an innovation in the form of the Joyoboyo Intermodal Terminal Park and Ride as a form of providing parking space outside the road shoulder and inviting people to switch to using public transportation. This research aims to analyze the application of dynamic governance in the Joyoboyo Intermodal Terminal Park and Ride public services. The research method used in this research is qualitative with a case study approach. Researchers used data collection techniques in the form of observation, interviews, and documentation. The focus of this research uses dynamic governance theory according to Neo & Chen (2007) which includes elements of culture, capabilities, and change. Informants in this study were selected purposively and through snowball sampling. The research results show that public services at the Joyoboyo Intermodal Terminal Park and Ride have implemented the concept of dynamic governance in the elements of culture (aspects of relevance and prudence), capabilities (aspects of thinking ahead and thinking again), and change. However, the Transportation Department does not yet have regulations governing the terms of use of the Joyoboyo Intermodal Terminal Park and Ride, so there are often deviations in function by users which can hinder the purpose of building the building.

Keywords: *dynamic governance; public service; park and ride*

I. INTRODUCTION

The administration of government in Indonesia is not from many multidimensional problems, that occur for a long time, and have the character of a vicious circle [1]. The situation currently faced is the focus on eliminating the many bureaucratic diseases or what is commonly known as bureaucratic pathology. Bureaucratic pathology is exacerbated by the many issues that spread and are related to the position of public officials, such as acts of corruption, collusion, nepotism, slow service delivery processes, as well as convoluted service administration procedures or which are identical to the red tape effect [2]. To improve its bureaucratic order, Indonesia is carrying out bureaucratic reform through a holistic approach that includes various element of bureaucracy such as knowledge, skills, mindset of apparatus resources, bureaucratic structure, bureaucratic culture, as well as bureaucratic facilities and infrastructure [3]. The form of implementation of bureaucratic reform in Indonesia is contained in Presidential Regulation Number 81 of 2010 concerning the Grand Design of Bureaucratic Reform 2010-2025. In this regulation, bureaucratic reform is carried out by improving 8 main areas that determine bureaucratic quality, one of which is the creation of excellent service that is in line with the needs and expectations of the

community.

The bureaucratic reform carried out by the Indonesia government has the ultimate goal of creating a dynamic government by 2025. However, since 2014 bureaucratic reform has been initiated by the State Administration Institute

LAN) which has taken progressive steps by changing policies and training leaders (DIKLATPIM) performance-based. Dynamic governance is a system implemented by the Singapore government in its governance and has succeeded in directing them to an excellent government system and public services [4]. Dynamic governance is the government's ability to adjust its public programs and policies in a sustainable way to achieve a nation's long-term goals [5]. Therefore, to achieve the goals of bureaucratic reform, the concept of dynamic governance needs to be applied in public services so that they suit the needs of society.

The city of Surabaya is the only city in Indonesia that was able to achieve an A rating with very good status in the Bureaucratic Reform Index assessment. To provide public services of the best quality, the City of Surabaya has created various public service innovations. One of the innovations created by the Surabaya City Government through the Transportation Department is the Joyoboyo Intermodal Terminal Park And Ride. This innovation was created as an answer to the problem of traffic congestion that

occurs around Wonokromo Street and Joyoboyo Street. The traffic density on Wonokromo Street and Joyoboyo Street is not only due to the large number of vehicles passing through but also because of the large number of public transport parked around Joyoboyo Street [6]. This situation is further exacerbated by the presence of the Surabaya Zoo which has created many illegal parking spots and visitor vehicles parked on the shoulder of the road.

The Joyoboyo Intermodal Terminal Park And Ride has been operating for almost four years, but until now there are still problems that are hampering the achievement of the building's construction goals. Based on the research results, researchers found the first problem, namely related to the low interest of the public in paying parking fees via e-payment. This is certainly not in line with the efforts of the Surabaya City Government which is actively socializing the implementation of the e-payment system in the management of parking in the City of Surabaya. The second problem is indicated by the absence of basic policies, insurance guarantees, and parking implementation guidelines at the Joyoboyo Intermodal Terminal Park And Ride [7]. This is not by the principles of public service according to the Decree of the Minister for Administrative Reform Number 63 of 2003, namely the principle of clarity and legal certainty which requires public services to have a legal basis or technical and administrative requirements. So far, the implementation of parking at the Joyoboyo Intermodal Terminal Park And Ride is only guided by Surabaya City Regional Regulation Number 3 of 2018 concerning Parking Operations, which in this regulation has not discussed in detail the parking implementation at the Joyoboyo Intermodal Terminal Park And Ride.

Therefore, it is necessary to carry out in-depth research regarding the application of dynamic governance in public services at the Joyoboyo Intermodal Terminal Park And Ride in Surabaya City which is analyzed using dynamic governance theory. The dynamic governance theory has three elements, namely culture, capabilities, and change [5].

II. RESEARCH METHODS

The type of research that researchers use is qualitative research with a case study approach to describe the application of dynamic governance in the public service Joyoboyo Intermodal Terminal Park And Ride. The focus of this research is the theory of dynamic governance which includes elements of culture, capabilities, and change. In this study, researchers used data collection techniques in the form of purposive sampling and through snowball sampling. The data sources used are primary sources and secondary sources. The data analysis technique goes through four stages, namely data collection, data condensation, data presentation, and conclusion drawing and verification. Data validity uses credibility testing through extended observation, using reference materials, and triangulation.

III. RESULT AND DISCUSSION

The Joyoboyo Intermodal Terminal Park And Ride is a public service innovation created to address traffic problems caused by

the increasing number of private vehicles and limited parking space in Surabaya City. The Transportation Department developed the innovation based on the Surabaya City strategic plan in the 2016-2021 Regional Medium-Term Development Plan (RPJMD) of the Surabaya City Government which mandates the development and development of urban transportation mode transfer infrastructure that is safe, comfortable, and integrated with regional and national services. Through the Joyoboyo Intermodal Terminal Park And Ride, the Surabaya City Government is trying to encourage people to start switching to using public transportation and avoid parking on the shoulder of the road.

The innovation of the Joyoboyo Intermodal Terminal Park And Ride is interesting to study because the building does not only provide parking space but has a variety of public service facilities provided by the Surabaya City Government. On the other hand, there are obstacles faced by the Transportation Department, namely related to directing the public to order, considering that there are still many people who park carelessly on the shoulder of the road [6].

Based on the research objectives that have been set, namely to find out, describe, analyze the application of dynamic governance in the public service Joyoboyo Intermodal Terminal Park And Ride in Surabaya City by the Transportation Department, the research focus used is determined, namely culture, capabilities, and change.

1. Culture

a. Long-term

The long-term aspect of the culture of the dynamic governance concept leads to the existence of long-term plans and goals for the Joyoboyo Intermodal Terminal Park And Ride. Based on the results of the research, it can be seen that the construction of the Joyoboyo Intermodal Terminal Park And Ride is an attention conveyed by the previous Mayor of Surabaya, Tri Rismaharini, which is stated in the 2016-2021 Regional Medium-Term Development Plan (RPJMD) of Surabaya City to provide facilities and infrastructure for transferring city transportation modes and inviting people to eliminate parking on the shoulder of the road.

However, in its management, the Transportation Department does not have regulations containing provisions and guidelines for the use of the Joyoboyo Intermodal Terminal Park And Ride for its users. This certainly affects the misuse of the function of the building itself, because many people leave their damaged or problematic vehicles.

b. Relevance

The relevance aspect in the cultural element of the dynamic governance concept leads to the suitability between the presence of the Joyoboyo Intermodal Terminal Park And Ride and the needs of the community. Based on the research results, it can be seen that the public services provided by the Surabaya City Transportation Department are to the needs of the community. It can be seen from the completeness of the facilities in the building. The existing facilities are adjusted to the Minister of Transportation Regulation Number 24 of 2021 which requires the existence of main, supporting, and subsequent facilities which are exemplified by the existence of sufficient parking space for various types of vehicles, prayer rooms, UMKM centers,

nursery rooms, traffic parks, to the existence of public service centers for licensing.

c. Prudence

The prudence aspect in the cultural element of the dynamic governance concept is seen from the attitude of the apparatus in providing public services. In this case, the public service apparatus of the Transportation Department is guided by the central provisions, namely Surabaya Mayor Regulation Number 39 of 2021 concerning Basic Values, Code of Ethics, and Code of Conduct for State Civil Apparatus within the Surabaya City Government. The regulation is deemed sufficient to serve as a guideline for Transportation Department employees when on duty, considering that so far there have been no complaints from the public about the attitude of the Park And Ride public service apparatus at Joyoboyo Intermodal Terminal.

2. Capabilities

a. Thinking Ahead

The thinking ahead aspect in the capabilities element describes an institution's ability to predict conditions that will occur in the future. According to Neo & Chen (2007), the thinking ahead aspect is the ability of government institutions to explore environmental development trends and community needs in the future, understand their impact on organizational activities in achieving their goals, and find strategies to deal with them [4]. Based on the research results, it can be seen that the Surabaya City Transportation Department can think ahead through the creation of various public service innovations that utilize developments in communication and information technology or what can be called digitalizing services. Digitalization of services at the Joyoboyo Intermodal Terminal Park and Ride has the benefit of making it easier for people who need services and improving service quality because it is carried out effectively and efficiently. The innovations made by the Transportation Department also provide added value to services from the community side. Apart from that, in facing the changes that will continue to occur, the Transportation Department is implementing a service strategy that is humane and up-to-date. Humanism in public service is an approach that means that when treating other people you must pay attention to that person's human side [8].

Table 1. Public Service Innovation at the Joyoboyo Intermodal Terminal Park And Ride

No.	Public Service Innovation	Public Service Innovation Development Objectives
1.	Electronic Retribution Payment System	Minimizing illegal levies, preventing the circulation of counterfeit money, and making it easier for digital wallet users
2.	CCTV Parking Sensor	Find empty parking lots and remaining parking gaps
3.	Vehicle Location Checking Machine	Finds vehicle parking for users who forget their parking location
4.	"WARGAKU" Application	Providing convenience in terms of complaints regarding existing services
No.	Public Service Innovation	Public Service Innovation Development Objectives
5.	Nursery Room	Provide a special space for mother's when taking care of their children

6.	Special Toilets for the Disabled	Providing priority space for disabled users to Joyoboyo Intermodal Terminal Park And Ride
7.	Escalators, Elevators, and Guard Paving	Make access easy for users Joyoboyo Intermodal Terminal Park And Ride for vulnerable people such as people with disabilities or the elderly
8.	Traffic Park	Becomes a learning tool for children to be orderly in traffic
9.	Public Service Center	Facilitate people who need services in the licensing sector
10.	Sewage Treatment Plant Room	Becomes a room for installing household waste processing systems such as kitchen, and bathroom waste and dirty water
11.	Addition of Infrastructure (prayer room, toilet, and place plan information board)	Providing added value services for users Joyoboyo Intermodal Terminal Park And Ride

b. Thinking Again

The thinking again aspect in the capabilities element describes the ability to review existing strategies, policies, or innovations to get better results. According to Neo & Chen (2007) thinking again is a step to reflect on what has been made before, then an assessment is made to compare with the conditions that occur in the present so that it can be refined to get maximum results [1]. Based on the research results, it can be seen that the Surabaya City Transportation Department can think again through understanding the importance of an evaluation. The evaluation carried out has the aim of encouraging a government agency to always evaluate the delivery of public services [9]. In evaluating the performance of its services, the Surabaya City Transportation Department conducts evaluation activities regularly every two weeks. This turned out to have an impact on public services provided by the Surabaya City Transportation Department to better and get positive feedback from the community. Therefore, it is known that so far there have been no complaints or complaints from the public regarding public services by the Transportation Department.

Table 2. Service Policy Changes at Joyoboyo Intermodal Terminal Park And Ride

No.	Policy Change	Objective
1.	Differentiation of Entrance Gate for Each Type of Vehicle	Reduces queues for vehicle entry and reduces errors when taking parking tickets
2.	Change of Flat Parking Fee to Progressive	Fulfill the aspect of justice for users because the payment of parking fees is adjusted to the length of time each user parks
3.	Electronic Retribution Payment System	Provides convenience in the payment system and reduces illegal levies
4.	Integrated with the Wargaku Application	Facilitates the public to submit complaints or complaints related to services at the Joyoboyo Intermodal Terminal Park And Ride
5.	Removing Insurance Guarantees and Increasing the Number of CCTVs	Eliminate the possibility of abuse of authority by insurance vendors but still provide security guarantees

c. Thinking Across

The thinking across aspect in the capabilities element describes the ability to adopt the experiences of other parties to apply to the institution. According to Neo & Chen (2007) thinking across is the ability of an organization to study other people's experiences to get new ideas and enable innovative new policies and programs to be implemented [4]. The ability to think across borders is demonstrated by comparative study activities carried out by other regional government agencies and the private sector. Based on the research results, it can be seen that the Surabaya City Transportation Department cannot yet think across boundaries in providing public services at the Joyoboyo Intermodal Terminal Park and Ride. This is because, during its four years of management, the Surabaya City Transportation Department has never carried out comparative study activities. Interestingly, the Surabaya City Transportation Department is the place for other agencies to conduct comparative studies.

Table 3. List of Comparative Study Arrivals to the Surabaya City Transportation Department

No.	Arrival Details	Time
1.	Arrival from the Sidoarjo Regency Transportation Department to the Surabaya City Transportation Department	26 – 09 – 2023
2.	Arrival from the Klungkung Regency DPRD to the Surabaya City Transportation Department	13 – 10 – 2023
3.	Arrival from the Makassar City Transportation Department to the Surabaya City Transportation Department	21 – 10 – 2023
4.	Arrival from the Bogor Regency Transportation Department to the Surabaya City Transportation Department	05 – 02 – 2024
5.	Arrival from the Jambi City Government to the Surabaya City Transportation Department	19 – 02 – 2024
6.	Arrival from the Batu City Transportation Department to the Surabaya City Transportation Department	26 – 03 – 2024
7.	Arrival from the Banggai Regency DPRD to the Surabaya City Transportation Department	24 – 04 – 2024
8.	Arrival from the Sikka Regency Transportation Department to the Surabaya City Transportation Department	02 – 05 – 2024

d. Change

In the dynamic governance concept, the change element is a manifestation of the application of culture and capability elements [1]. The change in question is by presenting adaptive policies that can adapt to future service needs. Based on the research results, it can be seen that the Surabaya City Transportation Department has implemented elements of change through adaptive policies presented through public service innovations at the Joyoboyo Intermodal Terminal Park and Ride. This adaptive policy is exemplified by the

digitization of public services and the plan to build an underground tunnel capable of connecting the Joyoboyo Intermodal Terminal Park and Ride with the Surabaya Zoo.

IV. CONCLUSION

Based on the results of the analysis of findings in the field regarding the implementation of dynamic governance in public services at the Joyoboyo Intermodal Terminal Park and Ride, it can be seen that the Transportation Department has implemented the concept of dynamic governance and fulfilled the culture elements (relevance and prudence), capability elements (thinking ahead and thinking again) as well as change elements. However, the long-term aspect of the cultural element has not been implemented considering that there are no regulations containing guidelines or conditions for using the Joyoboyo Intermodal Terminal Park and Ride for its users. This causes misuse of functions and delays in achieving the goals of building construction. Then the thinking across aspect has not been implemented by the Surabaya City Transportation Department because no comparative study activities have been carried out with other regional agencies or the private sector. So it can be said that dynamic governance has not yet been realized in the public services of the Joyoboyo Intermodal Terminal Park and Ride in the city of Surabaya. Through these conclusions, the Surabaya City Transportation Department is expected to prepare regulations containing guidelines or conditions for the use of the Joyoboyo Intermodal Terminal Park and Ride for its users. Then, to achieve the goal of building this building, the Transportation Department needs to intensively carry out outreach regarding the presence of the Joyoboyo Intermodal Terminal Park and Ride and take action against transport drivers who are still parking on the roadside. To improve the quality of public services, the Transportation Department needs to conduct comparative studies with other regional government agencies or the private sector.

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