

Consolidating the Local Government's Responsiveness through Directorate General of Highway Construction and Maintenance-Fast Reaction Unit (URC BIMA) for Road Maintenance

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Abstract—*The majority of the government's authorities that are granted to the local government through region autonomy motivates creativity and innovation of the local government in developing good local governance. This research described and analysed the roles and attempts of local government in handling damage of highway and realizing the local government's responsiveness in Gresik regency. Data were collected using interview, observation, and documentation method. The result of this research claimed that the road maintenance efforts by government concept on URC-BIMA was categorized "good enough" and was able to realize responsiveness of the local government. It can be analysed by 24 hours-response of the road damage through hotline, twitter, and whatsapp. Although URC BIMA just temporarily existed in handling damage, this unit fairly succeeded in preventing the further road damage. This research also reported that there were still weaknesses in road construction.*

Keywords - maintenance, fast reaction, responsiveness

I. INTRODUCTION

The preparation and the infrastructure condition are among the prominent aspects of supporting factors in building process. The infrastructures include road and bridge. The road

is the significant infrastructure to support the economic development.

In this case, infrastructure plays an important role to support the quality of economic development and social-culture. A good infrastructure may support the unity to strengthen relation and connection among regions in a country.

Ideally, the road construction is followed by the responsibility of maintenance, meaning that the road construction phase cannot be separated from the road maintenance phase. This maintenance phase is still interrelated to another phase such as the construction phase.

Based on the government data, it can be analysed that there are several different aspects between road construction and road maintenance. The first distinction, while the approach of the road construction is project, the road maintenance is based on its process.

The second distinction was from the period. Conducting road maintenance takes time longer rather than conducting road construction. And the road maintenance was conducted continuously. Moreover, seen from location, road construction was restricted, while for the maintenance, the location was spread. Another distinction can be counted by the budget. Construction tends to require higher budget, because it starts from the very beginning. While maintenance relatively may cost lower in term of maintaining the proper infrastructure.

Lastly, the skill requirement also plays an important role. Construction relates to the skill of setting-up road project, while maintenance relates more to the business aspect especially in accounting management.

From those considerations, it could be concluded that the road maintenance phase required consistency and skill in keeping the road in a good condition. However, there are obstacles that usually occur in maintenance such as budgeting, overload tonnage of transportation in highway, and the unstable weather. The maintenance was also influenced by environment of the road itself. The unbalance of road and transportation may affect the unstability of the infrastructure, especially in industrial area.

The complexity of road maintenance commonly occurs in Gresik. There are several mayor industrial areas and industrial companies such as Semen Gresik Ltd, Petro Kimia Ltd, Wood Industry, BHS-Tex and Maspiion. In 2014, there were 177 companies that were ready to contribute their investment in Gresik, both in Indonesian Capital Investment and International Capital Investment. In this case, the rapid mobile industry in Gresik may affect the mobility of the society as well. Therefore, the proper road access is required in facilitating the societal activity, either education, health, or the economic cycles. On the other hand, the more construction in industrial area was built, the higher the risk of damage occurred. This is owing to the amount and the tonnage of transportation that are higher than the strength of the highway. Additionally, the damage was not quickly handled early, yet it will cause further damage and, it may lower either the commodity or the service distribution. The further highway damaged will affect to the cost and time for the reparation process.

The data of the government of Gresik showed that the total number of road length in Gresik reached 626,01 km, by the details; country road 63,37 km, while 48,48 km was province road, and 512,16 km was regency road. Meanwhile, the percentage of the damaged road counted from those kilometres was 21,33%. The common damage factors mentioned are the road surface, the low quality of road construction, the overload of the road usage and also the improved quality of the road users. In addition, there are many people complained about the impact of the road damage.

This problem was handled specifically by the government of Gresik and the government made the "road free from swell" programme. This is concerning to the institution UU No. 29 Year 2009 about Traffics and Transportation article 24 paragraph 1 stated that "*the road construction has to be quickly conducted and the road reparation has to be done in minimizing traffic accidents*" [1]. In order to support that program, the cooperation between the Gresik regency and General Employment Department was interlaced to rehabilitate the highway infrastructure including *Needs Assessment and Damage and Losses Assessment* of the minor damage in regency.

This team was named Directorate General of Highway Construction and Maintenance-Fast Reaction Unit or known as *URC BIMA* directed by Highway Construction and

Maintenance Department of General Employment Gresik. The purpose of this unit is to examine the complaint of road damage from society, and conducting the reparation and maintenance of road and bridge effectively and efficiently.

Therefore, the aim of this research is to acknowledge the efforts that have been conducted by URC BIMA in maintaining the road and the response of the local government in handling complaints. The result of this research is expected to give linked information to the society about the the road maintenance done by URC, and assess the society's response in order to make it as reference for the future service.

Fast Reaction Unit was divided into 3 sections; South Gresik, North Gresik, and Middle Gresik. In this research the scope was limited into the South Gresik that involved 8 subdistricts such as Benjeng, Balong Panggang, Kedamean, Menganti, Driyorejo, Cerme, Duduk Sampeyan dan Wringin Anom. Owing to the limited time, this research only focused on 4 subdistricts, those are Menganti, Kedamean, Wringin Anom dan Balong Panggang. These locations became the objects, since these areas are close to the big-city boundaries such as Surabaya, Sidoarjo, and Mojokerto. For facilitating the mobility of distribution, there are areas need to be constructed, since many industries operate in these areas.

The existence of the Fast Reaction Unit BIMA in road maintenance can be the reference for the further reaction and can be applied as the parameter of the local government's response in recognizing what was required by the society, particularly in building a proper infrastructure. In sum, the research question of this paper is to acknowledge how the effort of URC BIMA in maintaining the regency road to trigger the local government's responsiveness, particularly in South Gresik.

II. RESEARCH METHOD

The method applied in this research is qualitative. According to Zuriah [2], the descriptive research was systematically and precisely describe symptoms, facts, or the incidents, concerning with the characteristics of population in a certain area. The qualitative has been chosen to examine and acknowledge the unknown phenomena/incidents and could be the consideration in doing the further field research. In order to support that aim, the researcher conducted the operational way by collecting the detail data of the Fast Reaction Unit's (URC BIMA) maintenance program.

The location for doing research was in General Employment Department Office, especially in Road and Bridge Maintenance section, and one of the road space in some districts of South Gresik. South Gresik was divided into 8 sections, however this paper focuses on 4 subdistricts; Menganti, Kedamean, Balong Panggang dan Wringin Anom. In data collection technique, the *purposive sampling* technique was applied. As what Sugiyono stated that the *purposive sampling* used when the data was taken through certain considerations. The data was collected through observation, interview and documentation. The consideration appeared from the knowledge aspects about the object being observed.

Moreover, the chosen informant had the ability and broad knowledge in answering researcher's questions.

III. DISCUSSION

The government's activity always relates to the principle of *Good Governance* that involved *participation, transparency, efficiency, effectiveness, responsiveness and accountability*. One of the important concept of the Good Governance was responsiveness. As what emphasized that the product of the public service by the democratic government should fulfill the 3 indicators [8]. The indicators are responsiveness, responsibility, and accountability.

The response of the Gresik's government was by making the Fast Reaction Unit in handling road maintenance, to connect the government service to the society. The local government tried to identify the needs of the society, in order to contribute the optimum service. In this case, what was needed by the industrial areas are the proper road access for production and distribution.

This kind of activity may motivate the responsiveness from the government to increase the government's sensitivity in serving the society [9]. It means that "the responsiveness is the ability of an organization in recognizing people's necessity, arranging the agenda and the priority service, and developing the programs of the public service that was appropriately fit for the necessity and aspiration of the society."

The dimension in Public Service according to Zeithmal et.al quoted from Hardiansyah, the service quality was based on 5 significant dimensions; *Tangible, Reliability, Responsiveness, Assurance and Empathy* [3]. Each dimension has its own indicators, including dimension *Responsiveness*. Those indicators are:

1. Responding to every service complaint.
2. The officials/apparatus operate the services quickly.
3. The officials/apparatus operate the services precisely.
4. The officials/apparatus operate the services carefully.
5. The officials/apparatus operate the services in a precise period.
6. All the complaints are responded by the officials.

The primary aspect in serving the society is giving a good response. Agus Dwiyanto [4] declared that there are 5 indicators as the parameters of the responsiveness:

1. There is no complaint by the service users in one recent year.
2. The bureaucracy officials response to the complaints of the consumers
3. The consumer's complaint became the reference to the better service in the future
4. The actions of the apparatus in giving contented service to the consumers, and
5. The allocation of the consumers/users in service sytem by the officials

This road maintenance programmes by URC are expected to increase the local government's response in offering fast

and precise services. In other words, the fast and precise response from the government in conducting road maintenance may affect the production and distribution, so it also affects the local income.

The problems that generally occurred is the 2-unit vehicles and old cars, therefore the the car cannot be driven in high-speed. In this matter, the road damage that ideally can be constructed 1x24 hours, takes time longer than the ideal time. Additionally, the hotline was not running so well, due to its unstable connection, but, Whats App and twitters were the alternatives to deliver complaints.

A. The Study Result of URC BIMA in Functional Maintenance

Based on the draft guideline, URC BIMA has succeeded in doing road maintenance quickly and accurately based on the damage condition. That is why URC BIMA needs total support by the whole society to mobilize the development in road construction.

URC BIMA offered social media accounts to accomodate the complaints, such as Twitter, WhatsApp, Hotline that intentionally prepared for URC BIMA launching. These facilities announced at the launching, and this agenda was attended by all the Head of subdistricts and Head of villages. It was expected that this launching could successfully socialize people concerning with the road damage. On the contrary, it was concluded through observation and interview by the people around, that they were lack of information related to URC BIMA, owing to the minimum information that was shared to the society. Even people who knew URC BIMA, they did not get enough informationa related to the program of road construction.

The provided social media certainly will trigger the responsiveness of URC BIMA. One of their responsiveness action was doing the urgent construction right after the report about road and bridge damage received. Since the information was minimum, people considered that URC BIMA did not give any contribution to the road construction.

According to the interview result, the first action before the maintenance action was doing the further analysis after the complaints received. Meanwhile, the role of the society was unsuitable to the URC information scheme that has been made. The majority of the maintenance action by URC was based on URC's inspection, and the rest was based on the local government's complaint. For instance, the road space of Cerme-Metatu, was one of the inspection result of URC coordinator team.

The field inspection was required to see the damage condition of the road as what have been stated by General Employment Department [5] that the road maintenance action involved field insection to evaluate the road connection and measurement; record the recent condition to determine the maintenance action that was required; and lastly to analyse the cause and effect of the damage and determine the further action to avoid further serious damage.

On the other hand, if the society participated actively, it would certainly save the budget, since the team did not need to

do regular inspection everyday. They only need to wait the report from the people and ask them to send the photos of the damaged road via Whats App or Twitter to URC BIMA's account. In this case, URC only needs to filter which road to be prioritised. After knowing which road to be handled, it was the time to do detail and direct observation to the road, also estimate the action and budget in avoiding further damage.

The road under URC's responsibility is the regency road that is not in extreme damage condition. Referring to what was emphasized by General Director of Bina Marga, General Employment Department, quoted from Syamsul Ma'arief [6], that the unextreme road condition was "the road with swelly surface, the damaged road was patched (less than 20% of the width road)". As a matter of fact, the road constructed by URC was not based on that regulation, even there was no specification concerning with the road damage that should be handled. URC BIMA only relied on the estimation and analysis from the stock of materials. If the damage was estimate less than 15 million rupiahs, then URC will take action to the damaged road.

Since at the very beginning the participation of the society was not optimal enough, the further socialization was required to trigger the active participation to optimize the URC programme. Furthermore, because this unit operates in fast reaction system, it needs fast information as well. This information will be easily received when the society is responsive to the road damage in their environment. Waiting the inspection of the URC coordinator will take time and also spend higher budget. It is better for the URC coordinator to do inspection after the complaint report received.

After undertaking early analysis, the next action is to do the reparation steps effectively and efficiently. The effectiveness means optimizing all the inputs, while efficient means decreasing input optimally [7]. The effectiveness of URC BIMA was conducted based on the provided budget and resources.

Based on URC BIMA's draft guideline combined with the field observation, the reparation steps include *operation step* and *finishing step*. In the preparation step, URC prepared all the things required including the human resources. If the damage found not serious, the URC only let one team to handle the damage, however, if the damage was extreme, there would be two teams handling it. In other words, more human resource are needed. For instance, the road space in Cerme-Metatu, where the damage condition was not serious, so this road could be constructed by only one team. Briefly, the good management of the human resource may affect the effectiveness in repairing each area.

The next step is the road patching. The URC Team is certainly good in acknowledging, analysing and handling the road damage. In patching step, they utilize the materials such as *cool mix*, since this material can be passed by transportation right after the patching has been finished. In other words, the patching will not disturb the traffics. Meanwhile, the cool mix cannot be applied into every kinds of damage. In order to minimize the use of cool mix, another supply of materials need to be considered.

In addition, cool mix can be utilized for only less than 2 cm depth of damage, while damage which is more than 2 cm, pebble can be added to minimize cool mix, and to make the road construction last longer. The process of patching road did not take too much time since the construction in road space of Cerme-Metatu only took not more than 30 minutes and the road was back to the normal condition.

This activity generally only operated once a day, despite this road patching can be conducted quickly and more than once a day. However, the availability of materials should be considered by analysing the prior material, in solving the damage condition to avoid road accidents. This is the right action since URC chose the road position based on the priority. This is one of the strength because it will not cause disadvantage to the road users.

The number of materials may change depending on the construction. In the road space of Cerme-Metatu, the road construction could not be finished in one day, since the materials of the road body were out of stock. So they constructed the primary road that may disturb the traffics with the available materials, and another construction in different damage space was done on the other day. In this case, the patching result had a good sytem and did not disturb the road traffic.

This maintenance action contributed positive impacts to the road users, and some of the advantages are protecting the road surface and decreasing the road damage. In other words, it lengthens the road age, lessens the budget by making proper road, maintaing the road firm and safe to make road users comfortable, and also giving service for the certifiable transportation.

The road maintenance that was conducted regularly may prevent more serious damage, and minimize budget. The serious damage needs the solution and it will cost higher expense since auction is needed. This maintenance is one of the way in minimizing budget so that it can be used for construction and road-widening.

The last step of the road maintenance is the periodical report by URC to the Chief of Road Maintenance Section, and also give input to the society. The periodical report is made everyday and submitted every week as the written report. From the report, the lists of URC's job everyday and the working quality of each team in each area could be acknowledged.

URC usually publish the documentation on twitter as the report, so that people can see URC's contribution. However, the information on social media nowadays was decreasing. This is owing to the unstable division in Directorate General of Highway Construction and Maintenance, and also the position section has changed.

B. Realizing the Responsiveness of the Local Government in Road Maintenance

The existence of Fast Reaction Unit may perform the local government's response, particularly in road maintenance and the road damage in Gresik. The researcher observed directly to several subdistricts in South Gresik such as Menganti,

Kedamean, Balong panggang, and Wringin Anom . The result of observation can be seen in the table 1.

Table 1. Responsive Analysis Results

Responsiveness Indicators	Interview Result	Observation Result
Complaints of the road users in 1 recent year	X	X
The officials or apparatus' response to the complaint of road users	√	√
The complaints as the reference for the better service in the future	√	√
The actions of officials in giving contented service to the road users	√	√
The allocation of the consumers/users in service sytem by the officials	√	X

The description of URC's responsiveness can be categorized as good in responding complaints. Based on the direct observation, it was found no complaints related to URC BIMA service. The complaints mostly were about the road damage. For example, people's discontentment to the construction process. Meanwhile, the road being reported was out of URC BIMA's responsibility.

The various complaints via Whats App and Twitter were responded quickly. Many responses were the direct action to the location being reported. The range of time in responding the complaints can be different from one case to another, since the material problem was one of the consideration. Another aspects were also deliberated, such as the urgent damage of the road.

The complaints received generally were about the time to finish the road, because the road reported was out of URC BIMA's repsonsibility. In fact, although it was out of URC's responsibility, the URC still responded the complaints and cooperated with Directorate General of Highway Construction and Maintenance Province level for doing construction in

Wringin anom, for instance. This action was the part of improved service.

URC's contribution for the better services and responses were dedicated for the society, and URC always tried to provide proper materials and tools, so that the service can be conducted quickly based on people's expectation. On the other hand, the society was fixed to the service system. The URC handled the complaintS and solved the problemS so that people can feel the satisfaction of URC's duty.

There are several changes to increase the work quality of URC, since from now on, URC was devided into two sections. Those are road and bridge construction; and road and bridge maintenance. Hopefully, this division will trigger the URC administration section to re-publish the URC working result to make people recognize URC programmes.

When the social media was optimized, hopefully those medias may trigger the society to participate and give advice about the result of the reparation and maintenance. People are also able to share information about the damaged road since everyday the handling damage will be posted on social media. The positive response will come from the society if URC was credible in doing the duty.

In this case, people's response became the references to build better maintenance system. In addition, the response related to the service of URC BIMA can be the manual guideline for the better serive in the future.

IV. CONCLUSION

Road maintenance as URC BIMA's programme was based on the Fast Reaction Unit guideline that involved the duty and functions of URC BIMA. In maintenance, the first step was to analyse the complaint. However, the information about URC BIMA's programme and jobdescription in the society were not clear enough. Therefore, the coordinator team operated a direct inspection to observe the road damage.

URC BIMA conducted efficient and effective steps in doing road reparation. One of the effective step was the use of cool mix and pebble as the materials that can blend smoothly with the coal. This road reparation was quickly well-operated so that it will not disturb the road users and the economic cycles keep stable. This efficient step was to depress over the budget for the road maintenance. Since the early damaged was resolved, the further damaged hopefully will not spend over-budget. And the periodical written report by URC was given to the head section of road and bridge maintenance, and the documentation was submitted as the evidence of the recent programme. The steps of URC can be concluded good enough, analysed from the responsive action, quick reparation and the report to the society. Meanwhile, the weakness of URC was the working system that was only once-a-day to handle the road damage, despite this programme can be conducted more than once a day. Moreover, the total information from the society was also prominent, yet URC BIMA considered the society's contentment.

The responsiveness of this institution was good enough that can be seen from the positive comments by the several

subdistrict related to its job. Many of the subdistricts were helped by the URC programmes since all the complaints were handled quickly. On the other hand, the weakness was cleared out from the subdistricts that was on the boundary. Analysed from the reports that have been received, each damage in each subdistrict should be handled by different consideration, because the intensity of the transportation was different in one subdistricts to another, considering the subdistricts are the centre of commodity distribution. Thus, the equal reconstruction will cause the road fragile to the damage, even it will cause the further and serious damage

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