

REVIEW OF REGIONAL CENTER AUTHORITY FOR REST AREAS DEVELOPMENT ON THE PUBLIC ROADS IN INDONESIA

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Abstract: *Rest Areas is part of road equipment that is not directly related whose implementation is the obligation of road organizers, both public roads and toll roads (paid). The main purpose of providing Rest Areas on the road is to reduce the number of accidents, due to driver and vehicle fatigue. The provision of Rest Areas on public roads with the concept of the Road Service Pavilion (APJ) has been developed in addition to being a resting place, it also functions as a road management post, information center, and a place to introduce and market local local products, so that they can contribute to regional development through economic improvement of local communities, so its existence is very necessary. The existence of resting places on public roads has in fact not been widely built on almost all public roads, in contrast to toll roads, both national, provincial, and district/city roads, even though the existence of resting places on public roads outside Java is very necessary, because the average driver can travel more than 4 (four) hours. This prompted the author to develop a resting place with the concept of APJ. However, the existence of Rest Area on public roads in some places outside Java is in fact less available, due to problems with the construction authority, apart from that some Rest Areas have not met the technical requirements. For this reason, it is necessary to study resting places that meet the legal aspects of authority and technical requirements. This paper aims to examine/discuss an innovation of a resting place with the concept of a Road Service Pavilion (TI-APJ) which is legal in terms of regulatory authority, and meets technical requirements, through a literature review method related to the authority between the center and the regions for its development, as well as interviews with stakeholders, and the results of the study and interviews were analyzed descriptively qualitatively.*

Keywords: authority, public roads, Rest Areas with Road Service Pavilions concept.

The definition of roads in Indonesia is based on Law, article No. 38 2004¹ namely land transportation infrastructure which includes all parts of the road, including complementary buildings and equipment intended for traffic, which are on the ground surface, above ground level, below ground level, and/or water level, as well as on the surface of the water, except for railroads, lorries, and cableways. In the regulation, roads based on the designation are divided into public road, special road and toll road².

Rest Areas on the toll road is a place for drivers and vehicles, where many toll roads have been built until now, with the start of the Jakarta-Bogor-Ciawi (Jagorawi) Toll Road around year 1980 and where its construction is

¹ Law Republic of Indonesia No. 38 Concerning Roads, 2004. Available at <https://www.global-regulation.com/translation/indonesia/7222647/act-no.-38-of-2004.html>

² V.V. Levchenko, "Improvement of thermometric control of nuclear power plant equipment based on the study of the possibility of using intelligent sensors", in *Scientific Herald of Uzhhorod University. Series "Physics"*, 2021, vol. 49, p. 26-34; A. Onishchenko, L. Stolyarova, A. Bieliatynskiy, "Evaluation of the durability of asphalt concrete on polymer modified bitumen", in *E3S Web of Conferences*, 2020, vol. 157, article number 06005.

officially regulated in Government Regulation number 15, year 2005 Article number 7, which stipulates that rest areas for freeways (tolls) is a place that determines toll road users to rest. As for rest areas on public road, they are not formally established or built, although there is a basic regulation, namely based on Government Regulation number 34, year 2006³ in the explanation of Article 22 paragraph subsection 2, so recently to encourage rest areas on public road, which was officially published in the Circular Letter of the Minister of Public Works and Public Housing (PUPR) number 02/SE/M/2018, dated February 26, 2018.

The main purpose of providing rest area on toll roads and public roads is to increase the safety of road users or reduce the number of accidents caused by fatigue. Based on the General National Road Safety Plan (RUNK) for 2011-2035, there are an average of 3-4 accident victims per hour in a year or around 32.000 people in a year. This number has increased compared to the previous years by 5%, where the average number of victims of previous accidents ranged from 2-3 accident victims per hour. Implementation of rest areas as explained in the Government Regulation requires toll roads and public roads to be provided by road operators, which includes communication facilities, other security detection facilities that allow immediate help to the scene of an incident, as well as security measures against violations, accidents, and other security breaches. For this reason, procurement, development, maintenance, and improvement are very necessary, and the authority needs to be regulated between the central and regional governments in providing them, based on clear regulations, so that their providers can encourage the public to participate in providing rest areas that are managed directly by the government, in accordance with government regulations, or which can be managed in collaboration with the government and private (KPS) and even with local governments and local communities⁴.

On public roads, there is no clarity of authority, especially on national roads that enter the provinces, districts/cities, because based on the Regulation of the Minister of Public Works (PU) number 20/PRT/M/2010⁵, concerning Guidelines for the Utilization and Use of Parts Roads, that road spaces include road space usage (*rumaja*), road property (*rumija*), and road space supervision (*ruwasja*). Where the space belonging to the road, the authority is in

³ Government Regulation Number 34 of 2006 concerning Roads, State Secretariat, Jakarta, 2006.

⁴ M.Y. Lukman, M. Zaki, H.R. Ermywati, *Rest Area Planning With Michi No Eki Concept on Non-Toll Road (Case Study in Barru Regency, South Sulawesi)*, 2021. Available at file:///C:/Users/Abibowo66/Documents/PAR/03-S3-CARA%20PUBLISH/Jurnal-317129-planning-rest-area-dengan-concept-mich-c074fc01.pdf

⁵ Ministry of Public Works, Minister of Public Works Regulation No. 20 2010 concerning Guidelines for the Utilization and Use of Road Sections, Ministry of Public Works, Jakarta, 2010. Available at <https://www.pu.go.id/>.

accordance with the status/authority of the road, national, province, district, and city roads. Currently, there are many rest areas built by the private sector on public roads with the status of national road authorities that have not met the legal aspects of licensing and road technical requirements⁶. Moreover, a rest area with the authority of the national road as the organizer of the road, because it is on road property (rumija) of the national road, but the construction gets a land allotment/use permit (IPT/IPPT) and a building construction permit (IMB) from the local government. Therefore, it is necessary to review rest areas on public roads so that long-distance drivers can have a place to rest, based on government policies that are legal with legal authority and meet the technical requirements of the road as stipulated in the Minister of Public Works Regulation number 19, year 2011, concerning Road Technical Requirements (PTJ) and Planning Criteria⁷. It is necessary to specifically discuss rest areas has legal authority for legal aspects to increase the government's role in providing traffic facilities and infrastructure that meet road safety standards, disaster management emergency handling facilities on the road, and can also improve the local economy, which can improve the welfare of local communities⁸.

From several locations where there has been the construction of rest areas, it appears that many rest areas do not yet have a function as a proper rest areas, such as restrooms, places of worship, adequate bathrooms, vehicle repair shops, and so on⁹. Several locations are the locations of the author's review, which are mainly on roads in areas such as Jalan Puncak Jakarta-Bandung (around tea plantations in Bogor and Cianjur), then Bandung – Nagreg – Malangbong – Tasikmalaya – Yogyakarta road, is on the national road Pantai Selatan Pulau Jawa (Pansela), then on Pantai Utara (Pantura) between Cikampek and Cirebon, where the rest areas was built using the national road

⁶ U. Petruccelli, “Urban sprawl and commuting mobility: A macro-analysis on Italian cities [Dispersione urbana e mobilità sistemica: Una macro-analisi delle città italiane]”, in *Ingegneria Ferroviaria*, 2017, vol. 72, no. 4, 255-284.

⁷ S.V. Bobyr, “Development and application of a simple model for calculating the quantum diffusion parameters of rubidium, hydrogen, and deuterium atoms”, in *Scientific Herald of Uzghorod University. Series “Physics”*, 2021, vol. 49, p. 19-25; N. Tanklevska, V. Petrenko, A. Karnaushenko, V. Yarmolenko, T. Kostiuk, “Improving the process of the financial potential management of tourism enterprises”, in *Lecture Notes in Networks and Systems*, 2021, vol. 194 LNNS, p. 679-701.

⁸ O.O. Trofymenko, “Conceptual foundations of innovative development of national economy in the context of technological ways and power innovations”, in *Scientific Bulletin of Mukachevo State University. Series “Economics”*, 2021, vol. 8, no. 1, p. 105-119; U. Petruccelli, “The perceived quality of the local public transit: A multi-criteria model to select improvement scenarios [La qualità percepita nel trasporto pubblico locale: Un modello multicriteri per la selezione di scenari migliorativi]”, in *Ingegneria Ferroviaria*, 2011, vol. 66, no. 9, p. 717-744.

⁹ V. Holubosh, “Transformation of approaches to public roads functioning”, in *Law Journal of the National Academy of Internal Affairs*, 2021, vol. 11, no. p. 81-90.

property. Until now, in Indonesia, the authority for development permits and the management of rest areas on public road needs to find a solution, so that in the future it can be offered to the public regarding the management of rest areas on public road¹⁰. However, the construction is in accordance with the technical requirements of the road, so that a place to rest on a public road can play a good role according to its function, whether it is built and/or managed nationally by the central government or local governments¹¹.

The purpose of this paper is to discuss aspects of the authority of development permits and management of rest areas on public road in accordance with the technical requirements of road in road administration.

Literature review

In Law number 23, year 2014, concerning regional government, it is explained in Article 1, that the Central Government is the President of the Republic of Indonesia who holds the power of the government of the Republic of Indonesia, assisted by the Vice President and ministers as referred to in the 1945 Constitution of the Republic of Indonesia. Regional Government is the administration of government affairs by the regional government and regional people's representative councils according to the principles of autonomy and assistance tasks with the principle of autonomy as wide as possible within the system and principles of the Unitary State of the Republic of Indonesia as referred to in the 1945 Constitution of the Republic of Indonesia¹²

In Law number 23, year 2014, Article 2, explained that the Republic of Indonesia is divided into provincial areas, and the provincial area is divided into districts and cities, and Article 3 explains that the provinces and districts/cities as referred to Article 2 paragraph subsection 1 are regional areas and each has a local government. As for the classification of government affairs as described in Article 9, that government affairs consist of absolute government affairs, concurrent government affairs, and general government affairs. Where absolute government affairs as referred to are government affairs that are fully under the authority of the Central Government, and concurrent government affairs are government affairs that are divided between the central and provincial governments and regencies/municipalities, while

¹⁰ B. Kalynovsky, "Principles of creation and functioning of public roads: historical and legal research", *Scientific Journal of the National Academy of Internal Affairs*, 2021, vol. 118, no. 1, p. 148-149.

¹¹ M. Oklander, O. Yashkina, D. Yashkin, "Minimization of transportation risks in logistics by choosing a cargo delivery route with the minimal projected number of road accidents", in *Eastern-European Journal of Enterprise Technologies*, 2019, vol. 5, no. 3-101, p. 57-69.

¹² Indonesian Constitution, 1945. Available at https://www.constituteproject.org/constitution/Indonesia_2002.pdf?lang=en

concurrent government affairs which are handed over to the regions become the basis for the implementation of Regional Autonomy. The general government affairs as referred to are government affairs which become President's Authority as head of government. For more details on Figure 1.

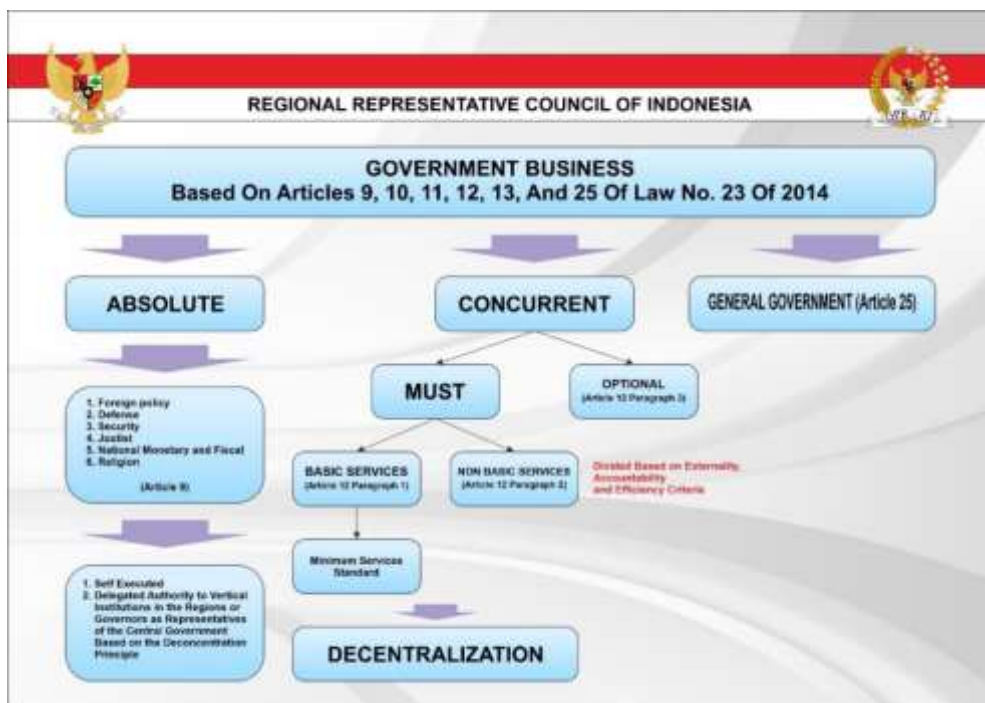


Figure 1: Classification of Government Affairs

Materials and methods

The construction and management of rest area on public roads in suitable regulations is the duty of the government in accordance with the ownership of road land, buildings or the authority to administer the road based on the location in the road authority space¹³. For national roads, the road operator is the minister, for provincial roads is the governor, and for district/city roads is the regent/mayor¹⁴.

This study uses primary data and secondary data. Primary data was obtained through surveys and interview with informant from various

¹³ Y.V. Holubka, S.V. Nesterova, H.T. Myhalchinets, "Features of financial support of national construction companies", in *Scientific Bulletin of Mukachevo State University. Series "Economics"*, 2021, vol. 1, p. 117-123.

¹⁴ V. Dykan, O. Kirdina, V. Ovchynnikova, N. Kalicheva, H. Obruch, "Public management of railway transport development based on the principles of a systematic approach", in *Scientific Horizons*, 2021, vol. 24, no. 8, p. 98-107.

government agencies and business entities related to the issues studied. The sample was obtained through a purposive sampling method which a few samples were selected and also chosen according to the objectives research¹⁵.

These government agencies include: The Directorate General of Highways, The Bandung Regency Public Works and Spatial Planning Office, also The Banyumas Regency Public Works and Spatial Planning Office. The secondary data that used includes law and regulations, local government experience in the Public Works Office in infrastructure planning for public services, and input from various sources and practitioners. The laws and regulations reviewed include road regulation, public policies and cooperation between the central and local governments. Interviews were also conducted with relevant officials as respondents, in order to obtain input data regarding the types of management institutions, community participation and so on. In this study, the analytical technique used is using analytical approach by qualitative descriptive. This technique is used for research where data collection is carried out through observations and interviews with the data that obtained in the form of words, writings, pictures and no numbers. Then the further data was obtained by collecting and recording in detail about something that was felt related to the research problem. Afterward, the collected data is verified and “confronted” again with other data sources. In the descriptive analysis technique from the data sources that have been obtained based on the results of interviews, then the researcher prioritizes the views of the respondents, as well as officials related to the agencies that were surveyed using the interview method. Then, the results of the interviews were analyzed using the method of comparing the result of interviews with other data sources, especially those compared to the provisions of the relevant laws and regulations.

The analysis stage in qualitative descriptive analysis are data analysis, data interpretation, checking the validity of the findings and giving meaning. Data analysis is the process of searching and arranging interview results or materials that have been systematically collected. Checking the validity of the data is carried out to obtain appropriate and objective conclusions that are in accordance with the existing facts. The aspects analyzed in this study, include:

1. Public Policy, which are to examine the certainty of the goals that also the aim of the institutions, parties and member involved, functions and authorities, structural and functional relationship, as well as how to control the functions and roles of each party and members involved to achieve the goals.
2. Technical Studies, that is for examine the pattern of services provided, based on existing technical studied, namely the Rest Area with Road Service Pavilions.

¹⁵ S. Arikunto, *Research procedure a practical approach*, Rineka Cipta, Jakarta, 1993.

This research was conducted systematically and thoroughly through literature review and interviews with stakeholders or managers related to the provision of infrastructure development for public services.

Broadly speaking, the steps in this research start from the identification of the background that encourages the need for the provision of rest areas on public roads, followed by the identification of components that include public organization models (institutional). There are also public services needed to encourage sustainable management of rest areas, to solve the problems of each component, conducted a literature review and direct interviews with the stakeholders as the basis for the preparation of initial recommendations. Then, the results of the formulation in the form of the initial recommendations are discussed in the forum for later agreed as a recommendation for a public service model that is considered optimally for the management of rest areas.

Results and discussion

Government Facility Development Authority Model

The construction of government facilities is also the construction of public facilities, because government policy is a public policy. So, the construction of government facilities which in this case is a Rest Areas on a public road to be provided by road organizers is the authority of the government, which is the right of the community (the public). Based on Law number 23 of 2014 it explains the division of government affairs between the central and regional governments which includes 32 (thirty-two) fields, where the fields of public works and spatial planning can be carried out by the central and regional governments. For this reason, it is necessary to implement in the field policy of building rest areas on public roads in dividing the authority of the central and local governments. Basically, there are two types of policy implementation models, first is "from top to bottom" (top-down), and the second is "bottom-up". To carry out the implementation of public policy, several conditions are needed specifically:

1. Guarantee that the external conditions faced by the institution/implementing agencies will not cause big problems.

2. There are adequate resources available to implement it, including time resources.

3. What combination of necessary resources actually exists?

4. What policies will be implemented is based on a reliable causal relationship.

5. How many causal relationships occur?

6. What a small interdependence relationship.

7. Deep understanding and goals agreement.

8. Tasks have been detailed and placed in the correct order.

9. Perfect communication and coordination.

This is what we need to evaluate or review in the legal aspect of authority in making decisions on legal aspects in the construction and management of government facilities through collaboration between institutions in achieving common goals. For this reason, in achieving the common goals to be achieved, successful institutions/organizations must require good administration, because administration according to R. Budiman¹⁶ is a form of collective cooperation to achieve the goals that have been set is a phenomenon that can be found in various human lives where the understanding of administration in general perception that includes all organizations, large or small, government and private.

Based on Law number 25, year 2009, concerning public services, Article 1 paragraph subsection 1, explains that what is meant by public services are activities or series of activities in the context of fulfilling service needs in accordance with laws and regulations for every citizen and resident of goods, services and or administrative services provided by public service providers. What is meant by public service is every state administration institution, corporation, independent institution established by law for public service activities, and other legal entities formed solely for public service activities.

In Law number 25, year 2009 Article 4, concerning Public Services, it is also explained the principles in the implementation of public services, namely: 1) Public interest, 2) Legal certainty, 3) Equality of rights, 4) Balance of rights and obligations, 5) Professionalism, 6) Participatory, 7) Equality/non-discriminatory treatment, 8) Openness, 9) Accountability, 10) Facilities and special treatment for vulnerable groups, 11) Timeliness, 12) Speed, convenience and affordability. In Law number 25, year 2009¹⁷ Article 15 letter (a), concerning public services, namely that "the organizer" is obliged to prepare and set service standards", and then Article 20 explains that "the organizer is obliged to prepare and determine service standards by taking into account the ability of the provider, community needs and environmental conditions, the organizers are obliged to involve the community and related party.

At the end of the 1970s it was based on observations that there were several eating places or food stalls along the national road which became bus and truck rest areas, such as in Bandung-Jakarata road, which is more precisely around Padalarang, then in Bandung-Cirebon national road via Sumedang. Around Nyalindung, as well as several other places such as in Cianjur-Jakarta road via Cipanas, which is around Pacet and Puncak Bogor sub-districts, there

¹⁶ R. Budiman, *Public policy – Building responsive public services*, Adoya Mitra Sejahtera, Bandung, 2013; R. Budiman, *Crucial issues of contemporary public administration*, Mega Rancage Press, Bandung, 2015.

¹⁷ Law No. 25 of 2009 concerning Public Services, 2009. Available at http://www.ilo.org/dyn/natlex/natlex4.detail?p_lang=en&p_isn=84185

are several food stalls (Warung Nasi) which until now remain a resting place, such as in Puncak Pas.

Rest Areas are needed on long-distance trips, where the driver has a complaint that travelers often feel is that it is easier to fall asleep when passing a straight road, because of monotonous body conditions, alertness will be reduced¹⁸. However, the construction of resting facilities on public (national) roads, which have a lot of existence, has not fulfilled the road technical provisions and requirements as stipulated in Ministerial Regulation number 19/PRT/M/2011 concerning Road Technical Requirements and Road Technical Planning Criteria. This has an impact on increasing irregularities, congestion, accidents, and other problems.

Rest Areas with Road Service Pavilions concept

In Japan, road side rest areas have been developed, which are not only a place to rest, but also become a place for marketing local products, information center for tourist sites, so as to contribute improving the welfare of the surrounding community¹⁹.

Rest areas with the Road Service Pavilions is a resting place by developing the concept of a Michi No Eki resting place in Japan, where Rest Area Facility concept on Public Roads with Road Service Pavilions concept (II-APJ) is used for road users' rest, an information center and location for selling regional local products, as well as a traffic management post²⁰.

The road management post is useful for storing equipment and vehicles for heavy equipment that can be used in the event of a natural disaster that disrupts the road in its functioning, as well as having an impact on regional development through the participation of local economic growth, also can be used as a point of connection for economic interaction between local residents

¹⁸ J.A. Fitzsimmons, M.J. Fitzsimmons, *Service management: Operation, strategy, information technology*, McGraw-Hill Companies, Inc., New York, 2004.

¹⁹ K. Lida, "A Study on Fundamental Facilities of "Michi-no-eki" from the Point of Road User's Behavior and Needs", in *Journal of The City Planning Institute of Japan*, 2000, vol. 35, p. 421-426. Available at <https://doi.org/10.11361/journalcpj.35.421>; N.V. Trusova, T.A. Cherniavska, S.R. Pasieka, V.Hr. Hranovska, O.S. Prystemskyi, V.S. Demko, "Innovative clustering of the region in the context of increasing competitive positions of the enterprises of the tourist-recreational destination", in *Geojournal of Tourism and Geosites*, 2020, vol. 31, no. 3, p. 1126-1134.

²⁰ H. Hendrawan, H. Pangihutan, "Management of rest areas on public roads with the concept of road service platforms", in *Conference: Indonesia Traffic & Road Environment Camp. "Better Connectivity Attractive Region"*, 2016. Available at https://www.researchgate.net/publication/-339840487_Pengelolaan_Rumah_Rest_pada_Jalan_Umum_dengan_Konsep_Anjungan_Pelayan_jalan

and toll road users²¹. Interaction through resting areas is needed to pushed improvement of local economic development by introducing and marketing the natural potential and products of the local community²². With this connection/interaction node, it is hoped that the participation of all stakeholders can create sustainable development in providing resting places. Thus, requires several conditions, Rest Areas with Road Service Pavilions has carried out the implementation of public policy, through top-down and bottom-up policy technicalities²³.

The project of Rest Areas with Road Service Pavilions has also adopted the notion of sustainable development (international and national policies). Which according to Djajadiningrat et al.²⁴, the meaning of sustainable development is development that meets the needs of the present without compromising the ability of future generations. It contains two important ideas, namely the idea of "needs" which is an essential need to continue human life, and the idea of limitations that come from technological conditions and social organization on the ability of the environment to meet the present and the future²⁵. For a clearer national policy basis of Rest Areas with Road Service Pavilions development planning, see on Figure 2.

²¹ O. Sokolova, S. Diachenko, "Consolidation of public finances as a tool for minimising disparities in the sectoral structure of the national economy", in *Scientific Horizons*, 2021, vol. 24, no. 5, p. 121-130; S. Oleksandra, K. Krayushkina, T. Khymerik, B. Andrii, "Method of increasing the roughness of the existing road", in *Procedia Engineering*, 2016, vol. 165, p. 1766-1770.

²² N.K. Bulatov, O.T. Balabaev, M.I. Arpabekov, A.B. Bobeev, "Formation of a transport and logistics center within the boundaries of a transitive economy", in *Research in Transportation Business and Management*, 2020, vol. 37, article number 100556.

²³ R. Nugroho, *Public Policy*, PT Gramedia, Jakarta, 2008.

²⁴ S.T. Djajadiningrat, S. Hardjolukito, Ch. Huda, E.F. Dewi, "For the earth, for us: from sustainable development to a green economy", in *Media Indonesia Publishing*, 2013, vol. 3, p. 56-59.

²⁵ U. Petrucci, "Cable and belt transport systems: Performances and costs resulting from the new technical standards [Impianti di trasporto a fune ed a nastro: Prestazioni e costi conseguenti alle recenti normative tecniche]", in *Ingegneria Ferroviaria*, 2013, vol. 68, no. 4, p. 323-357; M.M. Kunelbayev, M.A. Kadyrov, A.A. Ponomarev, N.K. Bulatov, R.M. Mukhamadeyeva, "Resources of obtaining biogas in the republic of Kazakhstan", in *Ecology, Environment and Conservation*, 2017, vol. 23, no. 4, p. 2090-2095; E. Sendžikien, V. Makarevičienė, S. Kalenska, "Exhaust emissions from the engine running on multi-component fuel", in *Transport*, 2012, vol. 27, no. 2, p. 111-117.

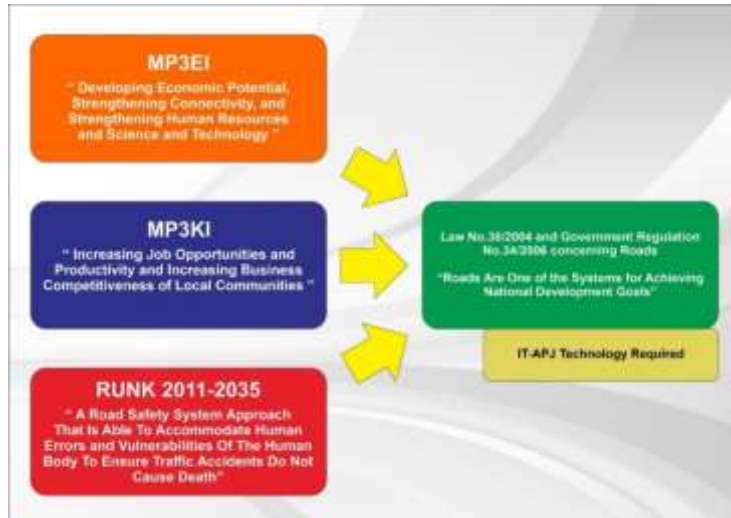


Figure 2: Rest Areas with Road Service Pavilions Basic Policy²⁶

As for more details about the Rest Areas with Road Service Pavilions Basic Policy planning process can be seen in Figure 3.

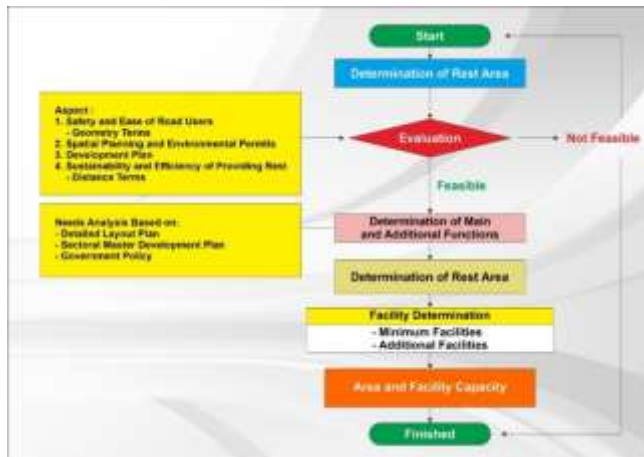


Figure 3: Rest Areas with Road Service Pavilions planning flowchart²⁷

As for more details about the types of sustainable Rest Areas with Road Service Pavilions facilities for disaster-prone areas on the road can be seen in Table 1.

²⁶ H. Parbowo, H. Nugrohi, *Final report on the limited application of road service platforms*, Pusjatan, Bandung, 2016.

²⁷ H. Parbowo, H. Nugrohi, *Final report on the limited application of road service platforms*, Pusjatan, Bandung, 2016.

Table 1: Type of rest area-Road service pavilions

Type	Minimum Facilities	Additional Facilities
I	<ul style="list-style-type: none"> • Vehicle Parking • Rest Seat • Toilet • Worship place • Street Post • Restaurant • Workshop 	<ul style="list-style-type: none"> • Emergency Post • Information Room • ATM • Gas Station • Health Clinic • Local Products shop
II	<ul style="list-style-type: none"> • Vehicle Parking • Rest Seat • Toilet • Worship place • Street Post • Restaurant • Workshop 	<ul style="list-style-type: none"> • Emergency Post • Information Room • ATM • Gas Station • Health Clinic
III	<ul style="list-style-type: none"> • Vehicle Parking • Rest Seat • Toilet • Worship place • Street Post • Restaurant • Workshop 	<ul style="list-style-type: none"> • Emergency Post • Information Room

The analysis begins with a review of the initiative to provide resting places within the framework of the current rules or regulations and followed by an analysis of the Rest Areas with Road Service Pavilions²⁸ concept as a form of public service for resting places in accordance with conditions in Indonesia and in accordance with government policies as the basis for legal/regulatory aspects. It is clear that the provision of resting places has a national policy basis, so that local government can implement according to the “top-down” policy. But in development and management, both central and local governments, due to various factors, such as the availability of land for the location of the plan and the authority of the road operator²⁹. On the below, there is an analysis based on the authority for the development of public services, which can be seen in Table 2.

²⁸ L.K. Leshchinskyi, V.M. Matviyenko, V.P. Ivanov, K.K. Stepnov, E.I. Vozyanov, “Improvement of the surfacing technology for large-sized backup rolls”, in *Paton Welding Journal*, 2021, vol. 3, p. 32-35.

²⁹ S. Prylipko, N. Vasylieva, D. Shatirishvili, & O. Vasylieva, “Public administration of municipal transport in the capital of ukraine based on the client-oriented paradigm”, in *Public Policy and Administration*, 2020, vol. 19, no. 4, p. 129-141.

Table 2: Comparative analysis of public service development authorities

Division of Authority	Strategic Activities (National / Regional)	Non-Strategic Activities
Central Government	Central Government (National)	Local Government / Community
Local Government	Local Government (Regional / Local)	Local Government / Community

Rest areas on public roads in accordance with Government Regulations Number 34, year 2006 are one of the road equipment provided by road organizers³⁰. Other regulations that support the need for the provision of resting places can be seen on Law Number 22, year 2009 concerning Road Traffic and Transportation³¹. The law stipulates that after driving a vehicle for 4 (four) consecutive hours, drivers of motor vehicles must rest for at least half an hour.

Government Regulations said that the importance of the government taking the role of initiator of providing rest areas on public roads (explanation of Government Regulation Number 34, year 2006 Article 54). This will strengthen the government's role as the provider of public service facilities. The advantage of the government taking the initiative is that the form of public service provided is not "too" commercial in nature, reaches all levels of society, and is long-term (sustainable).

Another problem faced by the management of rest areas as public service infrastructure is that there are still weaknesses in the regulatory aspects related to public services for managed assets which involve collaboration with other parties (communities). Especially for disaster-prone areas, so that are progress of local economic development after the construction. For more details, the presence study of an existing resting place based on existing surveys from several locations can be seen in Figure 4.

³⁰ Government Regulation Number 34 of 2006 concerning Roads, State Secretariat, Jakarta, 2006.

³¹ Law No. 22 of 2009 Concerning Road Traffic and Transportation, 2009. Available at <https://media.neliti.com/media/publications/151507-EN-implementation-of-urban-transportation-p.pdf>.

	Law (Road Authority)	Law (Location Authority)	Technical (Development)	Legal & Technical (Management)	Conclusion Disaster Management Level
Central Government	Central Government	Central Government	Central Government	Central Government	100%
Bandung Regency Government					
Location :					
1) Padalarang	Central Government	Central Government	Cooperation	Cooperation	100%
2) Monteng	Regional Government	Regional Government	Regional Government	Self-management	100%
3) Nagreg	Central Government				100%
Sumedang Regency Government					
Location :					
1) Nyalindung	Central Government	Central Government	Cooperation	Cooperation	100%
2) Monteng	Regional Government	Regional Government	Regional Government	Self-management	100%
Banyumas Regency Government					
1) Sumpiuh	Central Government	Regional Government	Proposed Cooperation	Proposed Cooperation	100%

Figure 4: Study of existing rest areas based on legal authority (regulation) of road operation, location and technical

Conclusions

Based on the description above, it can be concluded that the provision of resting places on public roads is a facility held by the government as road organizers. Because it is in line with Government Regulation Number 34, year 2006 Article 54 and its explanation, and Law Number 22, year 2009 Article 90, with the aim of improving the safety of road users. The initiative to provide a resting place is still carried out by the community (private), but with the permission of the government, both central and regional. Thus, the authority to provide these facilities becomes the authority of road operators, based on the government's Strategic Plan (Renstra), by conducting "communication" between the central and regional governments.

The public service model for managing rest areas according to the regulations that apply in the future can use Central and Regional Government Cooperation, Central or Regional Government Cooperation with the Community (with investors or cooperatives). Thus, the availability of resting places with the Road Service Pavilion concept can be further developed, especially outside Java Island in Indonesia. Because many motorists travel long distances, which makes it difficult to find a place to rest. Thus, the rest area with Road Service Pavilion has become a place to relieve fatigue for drivers and their vehicles. It can also become a management post that can store

equipment and heavy equipment in the event of a natural disaster hitting roads in the area, a marketing center for local products (agricultural / plantation / forestry products and souvenirs), and a tourist information center. So that in the future, this will be a very promising opportunity both for road organizers and local communities and local governments to jointly manage roads. With the continued existence of road connectivity, local economic development, namely the rural economy (suburb areas) can also increase. Not only are cities as centers of economic growth, but finally, it is hoped there will be an even distribution of regional growth through economic development throughout Indonesia.