

RECONSTRUCTION POLICY OF PUBLIC SERVICE PROVISION BASED ON PASSENGER TERMINAL EXPEDIENCY VALUES

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ABSTRACT

The aims in this study are (1) study and analyze the weaknesses of the implementation of the public services policy provision in the existing passenger terminal. (2) Reconstruct public service policy passenger terminal provision value-based benefit. The method of approach in this study was juridical sociological study of the real state of society or community to find the facts (fact-finding) and then identified the problem, which in turn leads to problem solving (problem solution). The results showed that (2) the fundamental weakness of public service provision terminal are, the first—from the planning aspect—is the low quality of products related to access services including terminal facilities and infrastructure. Second, is the poor quality of operational management aspect of the provision services related to terminal services. The third aspect is the lack of access to justice for vulnerable groups, including people with disabilities. Fourth, the rigidity that is the lack of a complaint mechanism relating to community dissatisfaction with the implementation and quality of terminal services. The fifth is public participation aspect. This aspect related to the lack of public participation in the implementation of the service. And the sixth is the lack of evaluation management control of the performance of public service providers, causing mindset is not well established in the community to serve the passenger terminal. (3) Reconstruction of public service policy providing value-based passenger terminal expediency of Law No. 22 of 2009 on Road Traffic and Road Transport, Government Regulation No. 74 Year 2014 on Road Transport, Government Regulation No. 79 Year 2013 on Network Traffic and Road Transport, based on a reconstruction of the value concept of the benefit in passenger new terminal is the benefit of the passenger terminal is not only for get in and out the passengers but also for passenger to obtain a secondary and tertiary necessity by providing a comfortable waiting room, orderly, fun, providing refreshing the image of the highest satisfaction for happiness for users with sincere service, fast, precise, rigid and comprehensively integrated with global services.

Key words: Public Services, Passenger Terminal, Value Benefits

A. Introduction

Value expediency was inspired from moral philosophy of utilitarianism is an ideology that is fighting for the principle of utility—the greatest happiness of the greatest number (the greatest happiness of the greatest number)¹. This philosophy states the fundamental doctrine of the best action is the action that produces the greatest happiness which is commonly known as the principle of the greatest happiness (the Greatest Happiness Principles). The principle of general utility is an action considered correct if it produces more happiness than any other actions, and action is considered one otherwise.²

The purpose of moral and political philosophy of classical utilitarianism is to maximize utility and some of the teachings of utilitarianism. Credo utilitarianism today stressed that the utility should be the primary source for legal and social reforms and even to be used as guidelines for legislators.³

The phenomenon of the transportation sector provision of public facilities in Indonesia is sufficient passenger terminal is complex. One of the complexity problems is the infrastructure provided by District / City Government, the Provincial Government and the Central Government is not working properly, even the most left impressed useless. According to the Traffic Law No. 22 In 2009, the terminal is a road transport infrastructure for the purpose of loading and unloading of people and/or goods and regulates the arrival and departure of public transport, which is one form of transportation network.⁴

¹Zainal Asikin, 2013, *Mengenal Filsafat Hukum*, Bandung Pustaka Reka Cipta hal 124

²K. Berterns. *Etika*. Jakarta: Gramedia Pustaka Utama, 2004. Halaman 247

³Ekky al-Malaky. *Filsafat untuk Semua: Pengantar Mudah Menuju Dunia Filsafat*. Jakarta: Penerbit Lentera, 2002. Halaman 84

⁴Undang-Undang Republik Indonesia Nomor 22 Tahun 2009 Tentang Lalu Lintas Dan Angkutan Jalan Lembaran Negara Republik Indonesia Tahun 2009 Nomor 96

One of the goals of the National Indonesia stated in the Preamble⁵ of the Constitution of the Republic of Indonesia 1945 in the fourth paragraph; is to promote the general welfare. For that purpose, it has been many efforts made by the government. In an effort to improve overall welfare of the people, the central government handed over some of its powers to the autonomous regions to set up and administer governmental affairs within the framework of the Unitary Republic of Indonesia.⁶

In a unitary state like the Republic of Indonesia, the district has no such state power as in central government. It is authorized as an instance of the power of the state to take care of certain government affairs according to the principles of the regional administration. In principle, regional policy is conducted by decentralizing some authority which is previously centralized by the Central Government. In the process of decentralization, central government powers are transferred to local governments as appropriate to realize a shift of power from the center to the regions. In the era of regional autonomy, local governments have a strategic role in realizing the acceleration of the achievement of national goals, one of which promotes the general welfare. In addition, local governments have the authority to organize a number of governments to regulate and manage the household area. Government Affairs unrelated to fundamental services that become obligatory functions of local government, one of which is the Provision of public transportation facilities.⁷

The not optimum of terminal utilization can be seen from its main function to serve the interests of the three principal stakeholders, namely passenger, government and transport operators. Quoted from the Director General of Land (Kemenhub)—after inspection Traffic Safety and Road Transport in Kampung Rambutan Terminal, East Jakarta, on Monday, on March 23, 2015—Djoko Sasono said that:

The Ministry of Transport (Kemenhub) has continued to improve service, safety and security to the users of public transport modes of road transport. In the case of servicing passengers, the Ministry will develop passengers' services in the terminal like the service at the aerodrome (airport). "In the next three years, passenger services in terminals such as at the airport," said Director General of Land Kemenhub Djoko Sasono after Safety Inspection Then Traffic and Transportation in Kampung Rambutan Terminal, East Jakarta.⁸

Based on Law No. 25 of 2009 on Public Service regulation which is the principles of good governance is the effectiveness of the functions of government itself. Public service performed by the government or corporations that can effectively strengthen democracy and human rights, promote economic prosperity, social cohesion, reduce poverty, enhance environmental protection, wise in the use of natural resources, deepen confidence in government and public administration.⁹

The state is obliged to serve every citizen and resident to fulfill the rights and basic needs within the framework of public service which is mandated by the Constitution of the Republic of Indonesia Year 1945, build community trust in the public service who performed public service providers is an activity that must be performed in line with expectations and demands of all citizens and residents about improving public services, as an attempt to reinforce the rights and responsibilities of citizens and residents as well as the realization of the responsibility of states and corporations in administering public services, necessary legal norms provide regulation clearly, in an effort to improve the quality and ensure the provision of public services in accordance with the general principles and good corporate governance and to provide protection for every citizen and resident of abuse of authority in the public service.¹⁰

Based on the description of the background of the problems as described above, the problems arise that need to be investigated is what are the weaknesses of the implementation of the policy of public service provision terminal? And how the reconstruction of public service policy passenger terminal providing value-based benefit?

B. Methods

The method that the researchers did was sociological juridical approach. Namely the study of the real state of society or community to find the facts (fact-finding) and then be identified (problem identification), which in turn leads to problem solving (problem solution)¹¹. After the completion of the data collection process, then the next stage is the processing of data. Data obtained from field research and literatures were analyzed using descriptive qualitative method. The research method is descriptive qualitative research method that is based on the philosophy post positivism often also referred to as interpretive and constructivist paradigm.

⁵UUD 1945 bersama dengan penjelasan resmi dimuat dalam Berita Republik Indonesia (BRI) Tahun II (Tahun 1946) No.7 dan dimuat dalam LN Tahun 1959. No.75 dan Berita Negara 1959, No.69. meliputi Pembukaan, Batang Tubuh dan Penjelasan bersama-sama dengan Dekrit Presiden 5 Juli 1959 beserta amandemen pertama dimasukkan dalam Lembaran Negara no 11 tahun 2006, amandemen kedua Lembaran Negara no 12 tahun 2006, amandemen ketiga Lembaran Negara no 13 tahun 2006, dan untuk amandemen dimasukkan pada Lembaran Negara no 14 tahun 2006.

⁶Undang-Undang Republik Indonesia Nomor 23 Tahun 2014 tentang Pemerintah Daerah. (Lembaran Negara Republik Indonesia Tahun 2014 Nomor 244, Tambahan Lembaran Negara Republik Indonesia Nomor 5587).

⁷ ibid

⁸<http://nasional.kontan.co.id>, diakses penulis pada tanggal 10 Agustus Tahun 2015

⁹Undang-Undang Republik Indonesia nomor 25 Tahun 2009 tentang Pelayanan Publik tambahan Lembaran Negara Republik Indonesia Nomor 5038

¹⁰ ibid

¹¹Soejono Seokanto 1982, *Pengantar Penelitian Hukum*, UI Press, Jakarta, hlm.10).

C. Results And Discussion

1. Implementation of policy Passenger Terminal Supply Current

Provision of public services policy passenger terminal currently holds a strategic role in major components of the transportation system in which road, vehicle, operating system, a passenger terminal elements are interlinked in the national transportation system, locally and even internationally. Operating systems regulate human, vehicle, road and terminal elements which are interrelated in meeting the demand coming from the community. From that point we can say that the field of transport services is a system, not apart from the provision and management of various infrastructure supports such as roads, terminals and vehicles. Terminal management as one of the infrastructures supporting transportation system is crucial and strategic, because in addition to function as a center of transportation services that can accommodate passenger and vehicle flow properly, adequate and comfortable, it also serves as a public service to load and upload of passengers as well as for efforts to control traffic.¹²

The local government has not been functioning the terminal as it should and seem useless because many government founding had been disbursed for the construction of a passenger terminal but it was not working well. Thus, passenger terminal can not provide benefits to the region, especially in terms of revenue as a source of local revenue for the budget annual expenditures. It is kind of unfortunate, abundant billions of rupiah were allocated for construction of the terminal but could not be used by the public. Supposedly in the passenger terminal development planning can already be taken into account the feasibility of the benefit aspects of public services. The positive impact of terminal development can not be perceived by the government, transport operators and the community that can provide regularity of transportation in urban and rural areas. Other impacts for local governments are the emergence of bad public perception toward performance of public services by the state unaccountable, inefficient, and inaccurate. Some issues about the performance of government dissatisfaction, desires and expectations did not be responded well, their rights shackled, aspects and opportunities for the public inhibited, the dominance of the right people, acting repressive and forget that this sovereignty belongs to the people, even the choice to the needs of the public and the sound of substantive democracy that have been abandoned or ignored by government officials.

Since the people is the one who has rights as an important instrument in initiating discourse of the government, that is why the implementation of public service based on the general interest, legal certainty, equal rights, the balance of rights and obligations, professionalism, participation, equality or discriminatory treatment, transparency, simplicity and affordability was so good on paper but fails in its implementation. Efforts to improve public services still tend to prioritize the substance and structure of the law but not touching the legal aspects or cultures. In practice the author has a moral revolution the idea of public service culture indefinitely Ultimate Public Service (UPS), where the public service is sincere serve as a loss of clarity and pollute everything. The meaning of good willing is sincere heart, soul cleanse and purify the intention. Ultimate Public Service carries a moral message utilitarian as the demands of contemporary society today. Teachings utilitarian attitude raises the pros and cons of other thinkers. Among the pros, they admit that the first service of utilitarian ethics is the rational nature. This view states that people should not obey the regulations except legislation itself, but for the purpose or benefit to be justified rationally. Example: Lying, it is allowed in order to benefit most of the community. Second, utilitarianism is also as instrumental in teaching ethical values of universality of human action. The intent of this second service is the resulting benefits not only for the actors themselves, but also for many people who are affected by the action, both directly and indirectly. So, everyone should take consideration about the effects and the impact of his actions toward the other people. This point of view argues that the merits of an action depend on its usefulness or beneficial. The cons, gave criticism by showing the weakness of the doctrine of utilitarianism. The first shortcoming lies in its view of the benefits are less clear. So, among the cons is to understand the benefits it differently by adherents as pleasure (hedonistic), as happiness (eudaimonis), or as a variety of value as well as economic and political value. Ambiguity understanding resulted term benefits are used for various purposes that could harm people. Second weakness is in terms of justice and respect for human rights. Means, a person or group of persons want to provide benefits for many people; however they also sacrificed a lot of people to achieve these benefits. Example: The government wants to create a reservoir / dam with the intention of improving the welfare of the people but on the one hand the government also forcibly evicting small communities and their homes. Is the public interest should take precedence? Utilitarianism make benefits equate meaning with pleasure (hedonic), some equate with happiness (eudaimonis), and one sees the benefits of the plurality of values (plural). Pleasure and happiness are not much different, happy meaningful satisfied and relieved, without feeling troubled and disappointed while happiness is satisfaction aware that fell by someone because of his desire to have the good that has been accomplished. Pleasure and happiness that we are looking for is not enough to simply excited and happy from the physical aspect, but more important is the pleasure and happiness of the spiritual (soul).¹³ Utilitarianism which teaches that man must seek benefits or due to both as possible for as many as possible people in their actions. Utilitarian principle should include the principle of fairness, so that people do not sacrifice the rights of others in the pursuit of maximum benefit. The term "benefits" needs to be cleared, so that people do not fall again into the ethical hedonism. So the idea of Ultimate Public Service or Public Service¹⁴ without Borders (PPTB), namely public service willing to get rid of personal considerations, cut the greed of the world, eroding the impulses of lust and others. Be serious and sincere charity for God, in accordance with the values of Pancasila Belief in God Almighty.

¹²Marlok, K.E., 1995. *Pengantar Teknik dan Perencanaan Transportasi*, Erlanga, Jakarta hal 269

¹³Bryan Magee 2001, *The Story of Philosophy*, Kisah Tentang Filsafat, Takhayul membakar dunia, filsafat memadamkannya (Voltaire), Kanisius Yogyakarta hal.183

¹⁴Arti kata ultimate dalam bahasa Indonesia adalah: kb. yang paling mewah. *That is the u. in cars* Itulah yang paling mewah diantara semua mobil. -ks. 1 penghabisan, terakhir. *the u. purpose* tujuan terakhir. 2 pokok, asal. -ultimately kk. (pada) akhirn disadur dari <http://kamuslengkap.com/kamus/inggris-indonesia/arti-kata/ultimate>

Bentham's ideas is about law reform, the role of constitutional and social studies for the development of social policy with the aim to bring benefits to as many people. When it is associated with the concept of welfare state that was popularized by JM Keynes, the welfare state is a country whose government ensuring the welfare of the people. The welfare state is a child of the struggle of ideologies and theories must be grown in our country that embraces the welfare state. The concept of the welfare state includes not only a description of a way of organizing welfare (welfare) or social services (social services), but also a normative concept or ideal approach system which emphasizes that everyone should obtain social services as a right. The welfare state is also a child of the struggle of ideology and theory, especially for left wing view, such as Marxism, socialism, and the Social Democratic (Spicker, 1995). However, and interestingly, the concept of the welfare state actually thrives in democracies and capitalist, not socialist countries.

In Western countries, the welfare state is often seen as a strategy of 'detoxifying' capitalism, namely the negative effects of free market economy. Therefore, the welfare state is often referred to as a form of "good capitalism hati".Meski with different models, state-capitalist and democratic states such as Western Europe, the US, Australia and New Zealand are some examples of adherents of the welfare state. Meanwhile, countries in the former Soviet Union and Eastern Bloc is generally not embracing welfare state, because they are not democratic or capitalist country.

Because the welfare state as a form of "good capitalism", then in the welfare of the people should be based on the five pillars of the state, namely: Democracy (Democracy), Law Enforcement (Rule of Law), the protection of Human Rights, Social Justice (Social Justice) and anti-discrimination which are characteristic of the principles of good governance as a new paradigm of public service. According J.M. Keynes and Smith (2006), the basic idea of welfare was stated in the 18th century when Jeremy Bentham (1748-1832) promoted an idea that the government has a responsibility to ensure the greatest happiness (or welfare) of the greatest number of Reviews their citizens. Bentham used the term 'utility' (usefulness) to explain the concept of happiness or well-being. Based on the principle of utilitarianism that he developed before, Bentham argued that something can cause extra happiness is a good thing. Conversely, anything that causes pain is bad. According to him, government actions must always be directed to increase the happiness of many people as possible. Bentham ideas were about law reform, the role of constitutional and social studies for the development of social policy to make it known as the "father of the welfare state" (father of welfare states). The welfare state is closely related to social policy (social policy) is in the State Indonesia include strategies and the government's efforts in improving the welfare of its citizens as well as the ideals embodied in the preamble of the 1945 Constitution. The purpose of the Indonesian state established is to promote the well-being of the public one through public services which should be provided by the state in which the President.

In order to explain the Ultimate Public Service, the authors interpret as the Public Service without Borders. It is analogous to the sense of boundless sincerity, quoting from his book *Quantum Ikhlas* written by Erbe; understanding the law of attraction pull (Law of Attraction).¹⁵

This law explains that "Something is going to pull on him everything that one with nature". If someone in the feelings and thoughts has waves of fear then something terrible will interested him. Similarly, if he emitted happiness then the good things will interested him. (Flow utilitarian call it happiness) This explains why people who always feel unlucky (cursing) is often experienced bad luck, while those who always feel lucky and enjoyed (grateful) will often have luck. In short, we can create a reality of our own life, by regulating our feelings and thoughts.

The Government has not made use of law enforcement in the terminal. Location passenger terminal which was considered not representative, since it is located far away from the crowds, consequently emerged passenger terminal, so, no one wants to come to the terminal. People never used it, because the passenger terminal facilities located strategically if not in terms of traffic flow are also less worth. Terminal allowed stalled, damaged terminal building has not been maintained as if no man's land. The lack of government response to the aspirations of the people in this case is accommodated by NGO of Organda. The Organda does not take a part on responsible for terminal ignorance, and even the impact of government policy becomes cause of death of a urban taxi. The lack of bus transportation route that goes to the passenger terminal resulted in many public transport users prefer freight offered travel. Travel vehicles not required to stop in because there are many agents terminal in each terminal, so that every day looks more comfortable using a travel. The community directly take travel to their destination. Fast point service despite the community's dream to spend more. In this case the required service is a business service that sees the public it serves as customers and not as citizens is the obligation of government to provide services.

2. The current weaknesses implementation of policies of public service provision terminal

In the implementation of the passenger terminal facility providing administrative law and its apparatus public policy plays a very important role, because the state gives authority to serve his people in order to realize the people welfare. However the empirical fact is less than the maximum utilization of the terminal / not optimal in terms of (1) aspects of planning and designing, including location, site / footprint, accessibility and circulatory systems, as well as terminal facilities (system layout, ease of access, and the condition of the facility). (2) Management aspects including law enforcement, the implementation of the terminal are not the maximum both in terms of management, maintenance, and demolition. In this case, the public policy read in circumference state authorities, issues that arise during this time due to insufficient competence of personnel or also because the choice of a less precise agenda setting. (3) Operational Aspects, disciplinary driver / operator to use the terminal as a place to load and upload the

¹⁵Faried, Ahmad. 1993. *Menyucikan Jiwa Konsep Ulama Salaf*. Surabaya: RisalahGusti Ahmad Faried, *Menyucikan Jiwa Konsep Ulama Salaf*, 1993. Hlm. 26

passengers, with several indications including: the phenomenon of shadow terminal, the phenomenon of black plate vehicles that participated pick up passengers, and others. In detail the weaknesses mentioned, among others:

- a. Terminal facilities are sorely lacking, for example the lack of comfortable waiting room, safe and easy to access leading to the dismissal of the public transportation. In fact waiting room provided had a little number of seats, has a seat that is less worthy condition, dirty, dusty, not maintained, and less ergonomically with the human body such as the lay-out terminals are not able to follow the needs of consumers both passenger and public transport.
- b. People are thinking that they were in bad environment. Because of frequent crime and the inconvenience of passengers in the terminal. It can be denied that the condition of the main facility or supporting the terminal in general is very unfit and uncomfortable to visit.
- c. The management terminal is not in accordance with existing regulations.
- d. Human resources are less serious in serving the community work and too oriented to personal purposes.
- e. Role of Government in order to implement the three basic values of law according to Gustav Radbruch include the value of certainty, justice and expediency. The value of certainty that the laws must have the assurance that bind to all the people, the values of justice means that the law should give a sense of justice to each person and the value of the benefit, the law should provide benefits for everyone, so that people feel helped, simplify people's lives, not just for the people. In order to complete the effective realization and success of enforcement depends on three elements of the legal system, the legal structure (structure of law), legal substance (substance of the law) and legal culture (legal culture).
- f. The driver does not want to load and upload passengers at the terminal due to lack of transportation into the city and it is not integrated terminal and intermodal turnover in both inter-city passenger terminal, in the city through sea transport, land and air.
- g. Less strategic location / position of the terminal.
- h. The driver is more likely to load and upload the passenger outside the terminal.
- i. The number of illegal and legal transports (travel) which picked among passengers from house to house so that the function of the terminal becomes weaker.
- j. A number of public policy in a socio-political system that is more democratic than ever before, yet produces a responsive public policy, is merely a formal procedural and as if being in a socio-political system of governance still-authoritarian centralism. Most policies are made initiated by bureaucracy and are further discussed in the parliament, but sometimes it is possible draft policy made by the bureaucracy just to accommodate their own interests, and the unsynchronized or seizure occurs between the legislative and bureaucratic interests in policy formation.
- k. Law has been made to organize society, people are required to obey the law and as a consequence of a violation of the law is punishment. It is very ineffective and it cause the increase of violence. It should be change, the law governing to the law that it serves, from human to human law to the law of, and of the laws governing the legal towards motivating.
- l. Provincial and local government policies as long as is inefficient and does not ensure easy accessibility of the lower classes in conducting traveling across areas. Transport accessibility is as a public service in terms of aspects of social justice, has not focused on the development of public transport that is comfortable, safe, and inexpensive in order to optimize the accessibility community, especially the lower class of travel.
- m. Serious problem that occurred with the government's policy in the construction of the terminal is the terminal location. This determination ignores the aspirations and desires of the public. The policy should be able to provide excellent service to the public, but the opposite happened. In fact, the policy is not the only cause resistance at community level, but the level of conflict has resulted in the transport regulator ranks among the three governments. Public service transportation sector is a mandate for the state to provide the best service to the community. There are three reasons why public services should be organized by the state. Firstly, the investment can only be conducted or regulated by the state, such as the development of transport infrastructure, the provision of public administration services, licensing, and others. Secondly, as an obligation of the state because the state's position as a recipient of the mandate. And third, the cost of public services financed from public money, either through taxes or public mandate to the state to manage the wealth of the country.
- n. Six fundamental problems regarding the passenger terminal are; first, poor quality of products related to access services including terminal facilities and infrastructure. Second, poor quality of service delivery related to terminal services. Third, the lack of access to vulnerable groups, including people with disabilities. Fourth is the lack of a complaint mechanism relating to public dissatisfaction with the conduct and quality of terminal services. Fifth is the lack of public participation in the implementation of the service. And sixth, the lack of evaluation of the performance of public service providers.
- o. Terminal development policies that do not function optimally in achieving great benefits for people are caused by several things, namely:
 1. The problem of the low level of public services in the area is caused by many factors, not only about the span of control of public services between governments and communities are quite far away.
 2. The existence of different perceptions of the implementers of development policy objectives policy. The government sees this policy to shorten the control range of public services to improve service to the community, but implementers see this policy as an opportunity to benefit himself or his group, which is important physical output terminal is available but the benefits are not taken into account.
 3. The unclear rules of the principle of benefit to each product development policy passenger terminal, thus it makes possibility of implementing policies to make interpretations that are likely to differ from the policy objectives.
 4. The high factor of interests of the parties involved in the policy of the passenger terminal building, so often occurs interest conflict while neglecting the interests of democracy and prosperity.
- p. In general, public service provision of the passenger terminal still has many weaknesses, among others:
 1. Less responsive. This condition occurs in almost all levels of the service element in the terminal, starting at the level of service personnel (front line) up to the level of responsible agencies. The response to various complaints, aspirations, and expectations of society are often slow or even ignored altogether.
 2. Less informative. A variety of information should be conveyed to the community terminal.

3. Less accessible. Various technical unit passenger terminal is located far from the reach of the public, making it difficult for those who require such services.
 4. Lack of coordination. Various passenger terminal service unit associated with one another such as police, municipal police, Public Works Department, the Department of Transportation is very lacking in coordination. As a result, often overlap or conflict between the policies of the service agencies to agencies other related services.
 5. Bureaucratic. In connection with the completion of service problems in the passenger terminal, the front line staff unable to solve the problem, and on the other hand the community is hard to meet the responsible ministry, in order to resolve problems that occur when services are provided. As a result, a variety of service problems require a long time to be resolved.
 6. Less want to hear complaints / suggestions / aspirations of the people. In general, ministry officials lacked the will to hear complaints / suggestions / aspiration and society. As a result, services in the terminals implemented as is, without any improvement over time.
 7. Inefficient. Administrative matters would take precedence over the benefits to be achieved and often irrelevant to the service provided.
- 3. Reconstruction of public service policy passenger terminal providing value-based benefit is based on the reconstruction of the concept of the value of the benefit of the new passenger terminal.**

Based on the principle of the reconstruction value of the benefit (utility) is based on the doctrine of ethics, known as utilitarianism or utilities point of view to create community benefit or happiness. Utility point of view incorporates practical moral to teach that according to its adherent's aims to provide benefit or happiness as possible for as many citizens. State and law is created for the truly benefit, that the majority of people realize the happiness of the greatest happiness of the greatest number (the greatest happiness, foremost people). With accommodate international wisdom and influence of globalization characterized by punctuality, speed, accuracy and precision of service, courtesy and hospitality, availability of personnel and means of support, the availability of transparent information, order, tranquility which brings pleasure and happiness. So the need of reconstruction of public services as follows;

- a. The function of passenger terminal is not just for loading and uploading the passengers, but also added usefulness for users to obtain a secondary requirement and extra needs by providing a comfortable waiting room, orderly, fun, rest area capable of providing refreshing the image of the highest satisfaction for happiness for users with sincere service, fast, precise, rigid and integrated comprehensively with global services.
- b. The existence of public service paradigm shift from the paradigm of the Old Public Administration (OPA) to New Public Management (NPM) and the New Public Service as well as the values of international wisdom, local wisdom Pancasila as the source of all sources of law in Indonesia requiring adjustments to public services.
- c. Benefit Paradigm to the wider passenger terminal facilities and infrastructure require appropriate terminal.

D. Closing

1. The systems and the philosophy underlying the public service in Indonesia is not only outdated specifically concerns the fundamental principle of legal expediency (utilitarianism) in the passenger terminal of public service provision, but also produce sub-standard performance in a rapidly changing society in the international arena in the era globalization.
2. The provision of public services policy passenger terminal currently holds a strategic role in major components of the transportation system in which road, vehicle, operating system, a passenger terminal elements are interlinked in the national transportation system, locally and even internationally.
3. The passenger terminal has not been able to provide benefits to the region, especially in terms of revenue as a source of revenue for the budget expenditures annually. It is a negative impact on the government with the advent of bad public perception toward public services performance by the state unaccountable, inefficient, poorly targeted and displaced citizens. Implementation of public service that is based on the general interest, legal certainty, equal rights, the balance of rights and obligations, professionalism, participation, equality or discriminatory treatment, transparency, simplicity and affordability was still pretty on paper but fails in implementation.
4. Efforts to improve public services still tend to prioritize the substance and structure of the law but not touching the legal aspects of the culture or cultures.
5. A number of public policy born of a socio-political system that is more democratic in Indonesia has not been able to produce responsive public policies, especially in the service of the passenger terminal.

E. Recommendations

1. Public policy providing passenger terminal in Indonesia requires service reform to accommodate the sincere service which the authors call the Ultimate Public Service is based on universal standards in accordance with the demands of globalization.
2. The era of globalization characterized by increasingly open flow of information, communication and transportation, communication and transport between countries in the world, requires a State to adopt international wisdom that collaborated with national and local wisdom in providing services to the public.
3. The public services reformation was still lagging behind reforms in other areas. Thus the need to hasten the harmonization of all laws pertaining to public services, especially public services in the passenger terminal that collaboration among the institutional structure can be optimized

4. Public services need to be reformed in the context of democratization that puts good governance is defined as a government that gives space for the wide participation of actors and institutions outside the government so that there is a division of roles and the balance of power between the state, civil society and the market mechanism (private), so as to awaken checks and balances and generate synergy between them in realizing the common welfare (Welfare State).
5. In setting the minimum service standards in the passenger terminal by improving the planning and development guidelines in the form of a standard size, minimum requirements, and guidance on the design of the passenger terminal as well as the services required as a guarantee (assurance), responsiveness (responsiveness), performance (performance), aesthetic (esthetics), convenience (easy), reliability (reliability), endurance or durability (durability), frequency (frequency), pleasure and comfort (convenience and comfort), and availability (availability) which brings the greatest happiness for most people.

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