

## National Strategic Projects: Yogyakarta-Bawen Toll Road Development Policy from the Perspective of Agile Governance

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**Abstract:** Referring to the Yogyakarta-Bawen toll road development policy, specifically Notification Letter Number 593/9965/2020 concerning the Yogyakarta-Bawen Toll Road Development Plan in the Special Region of Yogyakarta. Furthermore, Yogyakarta Governor Decree Number 405/KEP/2022 concerning amending the Decree of the Governor of the Special Region of Yogyakarta Number 385/KEP/2020 concerning the Determination of the Location of the Yogyakarta-Bawen Toll Road Development in the Special Region of Yogyakarta. Various governors' decisions in the policy of making the Yogyakarta-Bawen toll road have undergone various changes. This is to design and produce good policy formulation. Formulation in design policies is important because policy formulation can affect the success and impact of the Yogyakarta-Bawen Toll Road project. With the various stages, it is hoped that a good policy will emerge considering that there are directions and goals to be achieved in the construction of the Yogyakarta-Bawen toll road, which is certainly for the prosperity of the people. The agenda-setting stage of the process is carried out by processing the public problem into a policy problem. In the stage of referring to the case study taken, the reasons prompting the formulation of the Yogyakarta-Bawen Toll Road development policy are diverse.

**Keywords:** Toll Road; Development Policy; Agenda Setting.

## INTRODUCTION

Policy formulation, according to Thomas R. Dye in (Putra et al., 2020) is the government's effort to mobilize intervention in the life of the country as a solution to every problem in society. Based on Thomas' statement, the existence of policy formulation is an important aspect. Referring to the Yogyakarta-Bawen toll road development policy, specifically notification Letter Number 593/9965/2020 regarding the Yogyakarta-Bawen Toll Road Development Plan in the Special Region of Yogyakarta. Furthermore, Yogyakarta Governor Decree Number 405/KEP/2022 concerning Amendments to the Decree of the Governor of the Special Region of Yogyakarta Number 385/KEP/2020 concerning the determination of the location of the Yogyakarta-Bawen Toll Road Development in the Special Region of Yogyakarta. Various governor's decisions in the policy-making of the Yogyakarta-Bawen toll road have undergone various changes, this is to design and produce a good policy formulation.

In policy formulation, there are various stages in its preparation, including the first stage of agenda setting, the second stage of policy formulation, the third stage of implementation, and the fourth stage of policy evaluation (Alaslan, 2021). With these stages, it is hoped that a good policy

will emerge considering that there are directions and goals to be achieved in the construction of the Yogyakarta-Bawen toll road, which is of course for the prosperity of the people. The agenda-setting stage of the process is carried out by processing the public problem into a policy problem. In the stage of referring to the case study taken, the problems that exist in the reasons for the emergence of the formulation of the Yogyakarta-Bawen toll road development policy are diverse.

Furthermore, entering the second stage of policy formulation, at this stage, the various existing problems will be further sorted out, and only certain problems will eventually enter the policy agenda. Referring to the case study, the most common problems include overcoming the inefficiency of the Semarang-Bawen-Yogyakarta transport route, which consumes considerable travel time (Oerbawati et al., 2021). Another issue is addressing the congestion in the Central Java and Yogyakarta regions (Governor's decree number 385/KEP/2020 concerning the determination of the location of the construction of the Yogyakarta-Bawen toll road in the Special Region of Yogyakarta). These two issues are important to be linked in government policy formulation. Moving into the third stage of policy formulation, the associated government must choose one of the policies that will be implemented.

Then proceed to the fourth stage of policy evaluation. At this stage, the policy alternatives that have been chosen will be evaluated to assess their effectiveness in solving the problem faced and the impact caused. Referring to the Yogyakarta-Bawen toll road case study, the advantages of this policy, according to Governor's Decree number 385/KEP/2020 concerning the determination of the location of the construction of the Yogyakarta-Bawen toll road in the Special Region of Yogyakarta, include fostering economic growth, improving community welfare, and triggering the development of the surrounding area due to the influence of higher accessibility and also affecting savings in community travel costs. Additionally, this policy can increase regional competitiveness by encouraging private and public interest in regional development to improve the economy and reduce development gaps between regions. However, the disadvantages or impacts resulting from this policy arise from environmental issues. A lot of agricultural land or green land from residents was taken over by the government in this toll road development policy (Manuel, 2022). Not to mention the other impacts during the pre-construction of the toll road, the construction of the toll road, and even the impact when the toll road was operated.

## **RESEARCH METHOD**

The method used in this research is a qualitative research method. The qualitative method is a research method that produces descriptive data in the form of writing, speech, and/or behavior of individuals who are observed. This research is descriptive, aiming to reveal a problem or situation based on what is in the field. The author uses this type of research because the author wants to explain in depth the policy-making process in the Yogyakarta-Bawen toll road development policy. Then, the data collection process uses secondary data collection techniques, where secondary data will be obtained from various reading sources, namely articles, journals, websites, and other official reading sources that are, of course, based on the research topic. Furthermore, in this research, the data analysis technique uses a narrative approach. In this narrative data analysis technique, the author tries to convey the data obtained in a structured story or narrative to enhance comprehension.

## **RESULTS AND DISCUSSION**

### **Reviewed from Agile Governance Perspective**

Agile governance is a concept that emphasizes an organization's ability to swiftly adapt to unforeseen changes to meet the evolving demands of a dynamic society (Akbar et al., 2023). In

the context of the Yogyakarta-Bawen Toll Road National Strategic Project, agile governance plays a crucial role in ensuring the project's success by enabling rapid responses to unexpected challenges and changes in requirements. The study introduces the concept of "agile project governance," which focuses on designing appropriate governance mechanisms for agile projects in the public sector (Lappi & Aaltonen, 2017). This is particularly relevant to the toll road project, as it highlights the importance of aligning governance practices with the agile nature of the project to effectively manage challenges and tensions that may arise during its implementation. Furthermore, the study explores governance efforts in establishing an agile process for enhancing the competitiveness of the urban creative industry, emphasizing the significance of governance in shaping agile processes (Wulandari et al., 2021).

This insight can be applied to the toll road project to enhance its competitiveness and efficiency through agile governance practices. Additionally, the research emphasizes the impact of agile mechanisms on IT governance and firm performance, indicating that adopting agile principles can lead to positive outcomes in governance and business alignment (Vejseli et al., 2020). This finding underscores the importance of incorporating agile principles into governance structures to drive project success, such as in the case of the toll road project. Moreover, the study discusses leveraging agile transformation to redesign local governance, highlighting the fusion of agile or lean theory with governance principles (Kurnia et al., 2022). This perspective can be valuable for the Yogyakarta-Bawen Toll Road Project, as it underscores the need to integrate agile methodologies with governance frameworks to enhance project outcomes. By embracing agile governance practices, the project can achieve greater flexibility, responsiveness, and adaptability to ensure its successful completion within the specified parameters.

The development of the Yogyakarta-Bawen Toll Road is a significant infrastructure project in Indonesia, passing through multiple regencies and provinces. Various studies have been conducted to assess different aspects of this toll road project, including liquefaction potential, economic empowerment strategies, social implications, and land acquisition impacts. The toll road's construction has raised concerns about issues such as liquefaction susceptibility, economic empowerment of local communities, and the impact on food security due to land acquisition (Kevin & Muhrozi, 2023). Additionally, the toll road's success criteria have been evaluated from a societal perspective, emphasizing the importance of social inclusivity for long-term success (Siswoyo, 2020). Furthermore, the governance and policy aspects of toll road development, particularly in the context of agile governance, are crucial for ensuring the project's success. Agile governance principles can help in adapting to changing circumstances, stakeholder engagement, and effective decision-making throughout the project lifecycle. Considering the complexities involved in toll road projects, agile governance can provide the flexibility and responsiveness needed to address challenges effectively (Putri, 2021).

Moreover, toll road projects like the Yogyakarta-Bawen Toll Road play a vital role in enhancing connectivity, economic growth, and regional development. However, these projects also pose challenges such as project delays, environmental impacts, and social disruptions. Effective governance frameworks that incorporate agile principles can help in mitigating risks, ensuring stakeholder participation, and promoting sustainable development (Putri, 2021). The development of the Yogyakarta-Bawen Toll Road requires a comprehensive approach that considers not only the technical aspects of construction but also the social, economic, and environmental implications. Agile governance can provide a framework for addressing these multifaceted challenges and ensuring the successful implementation of toll road projects in Indonesia.

## **Policy Formulation of the Yogyakarta-Bawen Toll Road Development Policy**

The first toll road construction policy for the Special Region of Yogyakarta, the Yogyakarta-Bawen Toll Road, is set to be realized soon. The Yogyakarta-Bawen toll road is one of the Trans-Java Toll Road projects. The Yogyakarta-Bawen toll road development policy is included and designated as a national strategic project in Presidential Regulation No. 58/2017 on Accelerating the Implementation of National Strategic Projects. According to the Decree of the Governor of the Special Region of Yogyakarta Number 405/KEP/2022 which amends the Governor's Decree Number 385/KEP/2020 on the Determination of the Location of the Yogyakarta-Bawen Toll Road Development in the Special Region of Yogyakarta. So with this regulation, the affected areas in the Special Region of Yogyakarta include Banyurejo Village, Kapanewon Tempel and Sleman Regency. Tambakrejo Village, Kapanewon Tempel, Sleman Regency. Kalurahan Sumberrejo, Kapanewon Tempel, Sleman Regency. Kalurahan Margokaton, Kapanewon Seyegan, Sleman Regency. Kalurahan Margodadi, Kapanewon Seyegan, Sleman Regency. Kalurahan Margomulyo, Kapanewon Seyegan, Sleman Regency. Kalurahan Tirtoadi, Kapanewon Mlati, Sleman Regency. In the land location that has been determined, the estimated land area needed as a whole is 704,5932 m<sup>2</sup>.

In policy formulation, several actors play a role in creating regulations, where these actors influence the policy to be implemented or vice versa. Among them are the following actors from the DIY Province: the Governor of DIY, DIY Provincial Government, DIY Provincial DPRD, General Public, Local Community (landowners), Private (PT. Jasamarga Jogja Bawen (JJB), PUPR, and Bappeda DIY. Then there are also actors from the Central Java Province, including the governor of Central Java Province, Central Java Bappeda, Central Java PUPR, the general public, affected communities, Central Java DPRD, and the private sector (PT Jasamarga Jogja Bawen (JJB)). These actors are a network, or are referred to as partners, which functions as a consultation forum for deciding policies at a certain level based on the context in which the policy will be formulated.

Policy tools in the construction of the Yogyakarta-Bawen toll road include the regulations outlined in the Decree of the Governor of the Special Region of Yogyakarta Number 106/TIM/2022 concerning Amendments to the Decree of the Governor of the Special Region of Yogyakarta Number 79/TIM/2020 concerning the Establishment of a Land Acquisition Preparation Team for the Construction of the Yogyakarta-Bawen Toll Road. The next policy tool is the funding of the Yogyakarta-Bawen toll road construction project with an estimated construction cost of around Rp. 10.65 Trillion, by obtaining support and a government guarantee from PT PII through letter No. 750/PII/DRU/0720 dated 8 July 2020, stating the willingness to guarantee the Yogyakarta-Bawen Toll Road PPP Project Government Construction Support of Rp7.427 Trillion. And the last is the holding of a public consultation by the Central Java government with the aim of determining the requirements for the issuance of the location determination, or IPL for the construction of the Yogyakarta-Bawen toll road.

Furthermore, the context of this toll road development policy is intended for implementation in the Yogyakarta-Bawen Area. The Yogyakarta-Bawen toll road will cross two provinces, namely Yogyakarta province with a length of between 7.65 km to 8.77 km and the Central Java region of 67.05 km to 68.17 km. The total length of the Yogyakarta-Bawen toll road is estimated to be around 75.82 km. In the context of the Yogyakarta-Bawen toll road development policy, the economic aspect is the most influential factor in the issuance of this policy. The goal of this toll road development policy is to stimulate economic growth and enhance community welfare, thereby catalyzing development in the surrounding area through improved

accessibility. Additionally, this policy is also expected to increase regional competitiveness by fostering private and community interest in regional development, with the ultimate aim of improving the economy and narrowing the development gap between regions of both DIY and Central Java Provinces.

## **CONCLUSION**

Based on the results of the analysis, it can be concluded that the Ministry of Education and Culture issued a zoning system policy in the implementation of PPDB aimed at equalizing access to services and the quality of national education. This is regulated in Permendikbud No. 17/2017 on the Admission of New Learners. Besides the Ministry of Education and Culture, several other actors also intervene in the creation and implementation of the zoning policy, including the Ministry of Finance, KemenPANRB, KemenPUPR, Kemenag, Kemenristekdikti, Kemendagri, and Bappenas. Each actor plays an important role in supporting the implementation of the zoning system policy. However, in its implementation, the zoning system policy has sparked public reactions. Many people oppose this policy because it discriminates against students residing far from public schools, thereby hindering access to quality education. This issue persists because the quality of schools across Indonesia remains uneven.

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