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## PUBLIC SERVICE INNOVATION: STUDY OF MASS TRANSPORT SERVICE THROUGH THE MASS RAPID TRANSIT (MRT) IN JAKARTA

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### ABSTRACT

*Central theme on the study of public administration is changing from time to time. Historically, Public Administration initially focused only on traditional administrative functions such as maintaining security, peace and public order. Focus and locus of public administration in recent years has shifted and evolved into issues such as the broader issue of public service. The issue of public services currently received attention mainly in Jakarta is providing mass transit services where transport services are currently considered to solve the problem of traffic congestion. Government administration through PTM tries to change the patterns of use of private vehicles towards the use of mass transportation through the MRT (Mass Rapid Transit). Jakarta as one of the metropolitan cities in Southeast Asia need alternative transportation mode in order to reduce the using of private vehicles. Provincial Government of Jakarta in 2003 is already prepared a Master Plan for Transportation in Jakarta or better known as the Macro Transportation Pattern (PTM) and in 2007 conducted a review and revision of PTM-DKI (Academic Paper RTRW 2030). This macro transportation pattern is still facing some obstacles where the rate of urbanization is rapidly increasing, the level of traffic congestion is getting worse due to the increasing number of private vehicles both two and four wheels, a limited physical environment of the city and environmental degradation. The main objective of the development of the interface is to ensure smooth pedestrian mobility by ensuring the smooth flow of the MRT station and good integration with centers of activity. By building the MRT at least it would give the people alternatives in transportation mode.*

### KEYWORDS

quality of services, mass transportation, mass rapid transit.

### 1. INTRODUCTION

The central theme which becomes the main study of public administration has amended from time to time. If public administration initially focused only on traditional administrative functions such as maintaining the security, peace and public order; the focus and locus of public administration in recent years has shifted and evolved into issues such as the issue of wider public service. This can be reflected in the New Public Administration movement spearheaded by Dwight Waldo, which includes the values of social justice or public equality and service as its central theme, a value that had never noticed before. The birth of this movement has brought a change of mindset in which the country intervention is one manifestation of the acceptance of the welfare state concept. Variation from the state intervention in social life will give various meaning to the public services by the government.

The country intervention or better known as the public bureaucracy intervention is needed in the public service because the market theory is considered incapable in giving the maximum contribution. Market failures which is a weakness indication of the market theory cannot work perfectly well if there is an economic of scale, a monopoly and inequality information about the price. Another reason why public bureaucracy is necessary in the public service is because the market mechanism cannot provide the service properly and efficiently when the types of services included into the category of public goods and services; the goods and services that can be enjoyed by everyone at the same time (non-rivalry) regardless of their participation in the provision of the goods (non-excludability). The existence of externalities, the benefits and disadvantages of a production activity is not taken into account in pricing, also become the cause of why the market mechanism cannot run efficiently. If the market mechanism cannot work well, in which a service can be enjoyed by everyone without exception, the businesspeople who are interested in organizing public services would be rare or even not found. In such conditions, the presence of the public bureaucracy is needed to correct market mechanisms and also hinder the market mechanisms that result in public disadvantage. Another consideration frequently used as a justification for public bureaucracy involvement in public service is political considerations. These considerations are used to avoid the possibility of people disadvantaged by the provision of services in a free market in which private interests often have a conflict with the public interest.

Osborne dan Gaebler (1991:25) argued that: *"the job of government is to steer not to row the boat. Delivering services is rowing and government is not very good at rowing"* (Osborne and Gaebler: 1991, 25). Even so, the public bureaucracy is not an institution with the worst performances. Public bureaucracy has the potential and limitations in providing services to the public, therefore, the public bureaucracy can be the superior in a situation but it is weak or bad in other situations. In Indonesia, the discussion about public service has long begun. Sofian Effendi could be called a pioneer who popularized the public service into scientific discourse in the form of thought and research which is then followed by other experts such as Irfan Islamy, Solichin Abdul Wahab and others. Even the experts within the government (government practitioners) do not want to fall behind and strive to produce concepts and problem-solving efforts toward public service problems. Lately, even the government has also explicitly determined to improve public services, which can be found in the Guidelines that want to realize the bureaucracy according to the conscience of the people, MENPAN issuance of Decree No: 81/1993 on Guidelines for Management of Public Services, MENPAN Decree No:

06/1995 on Guidelines for awarding Abdi Satya–Bakti Cup, and Presidential Directive 1/1995 on Government Apparatus Repair and Service Quality Improvement responded to Society. Later in 2009 published the Public Service Act No.25 of 2009.

Nevertheless, several things in the public service still face some obstacles or problems. Results of research conducted by *Masyarakat Peduli Pelayanan Publik – Community Care Public Services (MP3)* in 2010 showed that the public service in Indonesia has some fundamental problems. The first is the low quality of service products. Undeniably the quality of basic public services quality product is not feasible to use by the public; although finally people are still using the product due to the lack of alternative public services. The low quality can be seen in several basic public services such as water, a healthy environment, health, education and transportation. Secondly is the poor quality of service delivery. In hindsight, this is due to the paradigm that does not make the community as a destination as well as the subject in the public service. Public is treated as a party that does not have the bargaining power. Complicated procedure, expensive cost, lack of service standards are common feature of public service in Indonesia. Third is lack of access to vulnerable groups, people with disabilities and remote indigenous communities. The third problem is the one that often become the basic problems in the implementation of public services in Indonesia. The fourth is the absence of complaints and dispute resolution mechanisms. Society is not positioned as a subject in the public service delivery, thus public complaints are not considered essential. Then the fifth is the lack of public participation in service delivery. Public participation aims to put people as subjects. Resettlement community as a subject in the public service needs to be performed as a revision of the implementation of public service that had only done unilaterally by the government without involving the community in every process.

The issue of public service which is currently receiving attention, especially in Jakarta is the provision of mass transit services where transport services are currently considered not able to solve the problem of traffic congestion. Jakarta government through the Macro Transportation Pattern tried to change the transporting paradigm; by changing the habit of private vehicle usage towards the use of mass transit, among others, through the MRT (Mass Rapid Transit). Jakarta has grown rapidly, so that the people, especially those who belong in a productive worker, must stay outside the city. Every day, more than 4 million commuters from areas around Jakarta (Jakarta-Bogor-Depok-Tangerang-Banten) are going in and out of the capital region. Expansion tendency of the city of Greater Jakarta are so high and poorly controlled. It leads to the increasing of transportation costs, reducing levels of mobility and reducing quality of life. As a growing megapolitan, transportation issues become a problem that is not inevitable. It is estimated that by 2020, without any significant breakthrough in the transportation system, Jakarta will be bound congestion causing tremendous economic losses of up to Rp 65 billion. Currently, public transportation in Jakarta is dominated by private vehicle, and leaving only 2% for rail-based transportation. This uncontrolled growth of Jakarta also led to the depletion of land supply in the city which are mostly intangible in residential and low-rise buildings. As a result of this growth phenomenon, current Jakarta does not have enough space for future development. To be able to meet the demanding needs of economic growth and sustainable social development, one of the most sensible ways is to carefully construct the renewal of urban area comprehensively. This urban renewal initiative must be able to effectively combine the smart land use with the development of mass transit networks. As a result, the urban renewal area will be oriented towards mass transit station in a positive way.

The introduction of mass rapid transit system to the citizens of Jakarta is not intended to replace the existing public transport system, but rather to offer an alternative transport system for private vehicle users in Jakarta today. This MRT activity is aware that customers in this group have high expectations of service standards. They will certainly praise and appreciate the timeliness offered by MRT system, but at the same time, they also demand transportation systems and facilities that enable them to reach their destination safely and comfortably. In this case, we need to consider a comprehensive travelling scenario, namely scenarios about how they will access the MRT and how they will achieve their goal after exiting the MRT. As a builder and operator, MRT activities can not only focus on providing MRT system with world standards, but the MRT activities must also ensure the availability of facilities and systems that enable the target users MRT activities get all their wishes about safe and comfortable journey. On the other hand, the city government realized that the construction of the MRT is not only aimed at improving the service standards of public transportation in Jakarta, but also to rejuvenate the spatial structure along the MRT corridor and stimulates the growth of city even further to ensure the sustainability of economic and social development in Jakarta. Rejuvenation of the area around the station and MRT depot also promises to create significant value (value capture) from property tax revenues, which in turn will increase the capacity of city government to further develop the MRT network.

This paper will describe public services innovation that will be developed in Jakarta from the point of view of public administration. The development of public management patterns, of course, is still in question. The main question that tries to answer in this paper is whether the pattern of public-private partnership developed could provide the effective and efficient services to the public or on the contrary, this service management pattern is actually benefit certain parties. This paper begins with a discussion about the focus and locus, the administration of public services, then it will describe the good governance in the public service, public service improvement through macro transportation pattern, macro transportation pattern in Jakarta and the last one will describe the Mass Rapid Transit in several cities in Jakarta.

## 2. STATEMENT OF THE PROBLEM

This paper will describe public services innovation that will be developed in Jakarta from the point of view of public administration. The development of public management patterns, of course, is still in question. The main question that tries to answer in this paper is whether the pattern of public-private partnership developed could provide the effective and efficient services to the public or on the contrary, this service management pattern is actually benefit certain parties.

## 3. RESEARCH METHOD

This paper begins with a discussion about the focus and locus, the administration of public services, then it will describe the good governance in the public service, public service improvement through macro transportation pattern, macro transportation pattern in Jakarta and the last one will describe the Mass Rapid Transit in several cities in Jakarta.

Moreover, this research chooses a case study with some data collecting technique to accomplish the research objectives. The data is collected by revealing phenomena that become the research focus. It is because the research is using the triangulation technique. This triangulation technique is conducted by combining some data collecting techniques, such as: in-depth interview, questionnaire, secondary data analysis, website investigation, including consult with cooperation pioneer.

## 4. DISCUSSION PUBLIC ADMINISTRATION FOCUS AND LOCUS

In relation with the development of the science of public administration, academic crisis occurs several times, as seen from the turn of the old paradigm with a new one. Nicholas Henry saw a paradigm shift in terms of the locus and focus of a discipline shifting. Focus question "what of the field" or basic method used or what scientific methods that can be used to solve a problem. While locus includes "where of the field" or the field or the place where the method is used or applied. Based on the locus and focus of a scientific discipline, Henry divides paradigm of government administration into five: Politics and Administration Dichotomy paradigm (1900-1926), Principles of Administration Paradigm (1927-1937), Public Administration as Political Science Paradigm (1950-1970), the Government Administration as a Paradigm of Administrative Sciences (1956-1970), and the Government Administration Paradigm as administration of the State (1970s).

In the 1970s, George Frederickson raises the New Public Administration. This paradigm is a critique of the old government administration paradigm that tends to prioritize the importance of economic value such as the efficiency and effectiveness of public administration performance benchmarks. According to the New Public Administration paradigm; Government administration, in addition to aiming for efficiency and the achievement of objectives effectiveness, are also committed to achieve a responsive and equitable public management (social equity).

In 1980 - 1990 the new paradigm emerged with various designations such as '*managerialism*', '*new public management*', '*reinventing government*', and so on. Public administration paradigm that was born in the era of the 1990s essentially contains criticism of the old centralized and bureaucratic model administration. The basic idea of paradigm like a NPM and Reinventing Government is how to adopt a model of management in the business world to reform the bureaucracy in order to be ready to face global challenges.

In 2003, the paradigm of New Public Service (NPS) was emerged, it was proposed by Dernhart and Derhart. This paradigm criticizes the ideas of the pro-market public administration paradigm. The underlying idea of NPS paradigm is to create an administrative state that respects citizenship, democracy and human rights. Public administration in Indonesia is known as the Government Administration which is one aspect of government activity. According E.N. Gladen titled "A History of Public Administration" (in Keban, 2008: 27) public administration is the study of the whole process, organizations and individuals who act according to the role and position in the implementation of official rules and regulations issued by the legislature, executive and judiciary. This definition implicitly assumes the entire public administration involved in the public policy process. This view is different from Chandler and Plano opinion (in Pasolong, 2007: 7) which says that public administration functions as a law application rather than policy-maker and lack of flexibility and discretion when applying the comparative legal provisions. In a broad sense, public administration is a combination of public bureaucracy practice theories. Meanwhile, Gray (in Pasolong, 2007: 18) states the activity of public administration is to serve the public or/and the public service activities in implementing policies acquired from other parties. Its implementation based on a procedure by translating policy into action. Public administration focuses on processes, procedures and courtesy. The purpose of public administration is to advance the understanding of government and its relationship with the people who in turn will promote public policies that are more responsive to social demands and to establish efficient, effective and more humanized management practices.

Land and Rosenbloom (in Keban, 2008:6) states public administration must be carried out by looking at the needs of the community. Public administration is expected to work in an efficient and responsive to the needs of people who are considered as consumers, as well as the private companies. This approach is called a populist approach that wants public administration to be more driven by the needs of the people who need the service. The main study areas of public administration in the context of developed countries by Shafritz and Russell (in Keban, 2008:6) include the activities of public intervention and determination; the nature of power and public authority; setting and planning national agenda, information and public relations; machinery of government and organizational design; laws and regulations, as well as administrative discretion; public policy making; determination of public title; implementation and distribution of public programs; physical planning and design of public duty; public finances; infrastructure and public sector jobs; public regulation; public property; public capital formation; public administrative services; public partnerships and companies; public management practice; ethics and actions of public servants; public participation and citizenship; public control and accountability; research, education and public administration training.

## 5. PUBLIC SERVICE ADMINISTRATION

Lonsdale and Enyedi defines service as *assisting or benefitting individuals through making useful things available to them*. Sedangkan *public service* diberi makna sebagai *something made available to the whole of population, and it involves things which people can not normally provide for themselves i. e people must act collectively* (Lonsdale and Enyedi: 1991, 3). Thus it can be said that the public service is an attempt to help or provide benefits to the public through the provision of goods or services needed by them. In the public sector, the terminology of government service is defined as the delivery of services by government agencies through its employees (Savas, 1987: 62).

The country and governmental system became the foundation of citizen service in obtaining security for their rights; then the increase in quality of service will become important. It is because public management since the 1980s has been transformed by the international phenomenon, which, among others, with the emergence of any global competitiveness in the service sector (Silalahi, 1975: 5). Davidow (dalam Lovelock, 1988: 18) states that service is those thing which when added to a product, increase its utility or value to the customer. Furthermore, Lovelock (1988: 19) says that good service requires instructors very good service too. The most important thing is to make everyone in the organization on quality. Crosby, Lehtinen and Wyckoff (in Lovelock, 1988: 217) define quality of care as follows: "Adjustments to the details for (conformance to specification) where quality is seen as a degree of excellence to be achieved, the control must be done continually in the pursuit of excellence in order to meet the needs of service users." Service is a response to the managerial needs which will be fulfilled only if the service users to get the products they want (Lovelock, 1988: 5).

In that case, the words "the customer is always right" is very important and become a fundamental concept for the improvement of service management. Demand for public services will always increase both quality and quantity, along with increasing population, increasing social welfare and constant changing of the environment. To meet these demands, the readiness and ability of the apparatus needs to be improved, in order to avoid a gap between the demands and expectations of society on the one hand and the ability of apparatus in the implementation of the service function on the other hand. To eliminate / reduce this gap, the apparatus must have a high professional ability and constantly follow and aware of the trend in society. To anticipate such a situation, the public bureaucracy should be prepared systematically, by creating institutional apparatus system, good and integrated personnel system as well as management mechanism, so that the apparatus are able and ready to face the demands of the users of public services which increase. Public service delivery is closely related to morals and ethics of public bureaucracy. Raining says: "*the public bureaucracy stands in need of ethical sensitivity in order to serve the public interest*", public bureaucracy need to have ethical sensitivity to be able to serve the public well. Bureaucracy morale which is oriented to the public service should be the working guideline. With those ethics, sins of services like *apathy, brush off, coldness*, work mechanically (robotism) strictly to the procedure (role book) and round a round will not found in a public service organization.

Public services provided by the government today needs to be directed at the empowerment of community and not to foster dependency. In situations where public resources become rare, empowerment needs to be developed among the public and officials, as it can reduce the burden of the government in public service. As said by Thoha "... The role and position of the bureaucracy in the implementation of the public service should be changed. Bossy and asked to be served attitudes turned into a love to serve, love to listen to the demands and expectations of the society. In a subsequent development, it turns out that the nature of the public service is not merely an administrative issue such as licensing and endorsement, or physical needs such as provision of markets and health centers, but it includes a more fundamental issue that is the fulfillment of desires / needs of the customer. This is reasonable because in any organization, fulfillment and delivery of services to customers is an obligation. Service quality and customer satisfaction are very preferred because they have a big impact to the sustainability and growth of an organization's mission. Some points to consider in the public service in accordance with MENPAN Decree No. 81/1993 are as follows: Simple: Procedure or service procedures easily organized, smooth, fast, straightforward and easily understood and easily out of the question. Clarity and Certainty: Particularly with regard to procedures and ordinances, administrative technical requirements, details of the cost and method of payment, time of completion, as well as the rights and obligations of officials who accepted the complaint.

## 6. GOOD GOVERNANCE IN PUBLIC SERVICES

History of Good Governance cannot be separated from the history of Corporate Governance, where in the early history of corporate governance began to be discussed by Berle and Menas in 1932, then institutionalization of Corporate Governance initiated by the Bank of England and the London Stock Exchange in 1992 to form Cadbury Committee, in charge of preparing corporate governance code which become the main reference (benchmark) companies in many countries.

In a further development the emergence of the concept of good governance originated from the interest of donor institutions such as the UN, World Bank, ADB and IMF in providing capital loans to help developing countries. In a further development of good governance defined as a condition for the country in need of a loan, so good governance used as regulatory standards to achieve sustainable and equitable development, and tend to be oriented towards poverty alleviation in the country.

The concept of good governance emerged and became the paradigm cannot be separated from the concept of governance that historically was first adapted by practitioners of international development agencies which implies an effective performance related to public management and corruption problems. In Indonesia early understanding of good governance or Good and clean governance is a new discourse in political science vocabulary. It emerged in the early 1990s. Generally, the term good and clean governance had an understanding of all matters relating to the action or behavior that is direct, control, or influence public affairs. In this context, the notion of Good Governance not limited to the management of government agencies alone, but involves all agencies including government, private (corporate sectors) and non-governmental (NGO) which is called good corporate. Even the principles of good governance can also be applied in the management of social institutions from the most simple to the large scale, such as social gathering, recitals, sports associations at the neighborhood level, class organization, to the organization above it with the essence of good governance is to change the pattern of service from the perspective of public bureaucracies into bureaucratic

elitist populist. Populist bureaucracy is governance which is oriented to serve and favors the interests of the public. Various understanding of good governance has been discussed a lot. At least Canada International Development Agency (CIDA) defines good governance as a system of government in which power is used by the government in managing economic and social resources in a country. Therefore, "good" governance is the use of power at all levels of government which implement effectively, honestly, common, transparent and accountable. Research Triangle Institute (RTI) shows the four (4) good governance characteristics: First, the legitimacy of the acceptance public power authority, which includes all the rules, processes and procedures. Secondly is the public accountability to the power and its legitimacy by considering the holders of power process and policy-making procedures. The third is the effective management of the technical dimension. Effectiveness becomes important by referring to the powerful and efficient public bureaucracy in determining priorities and public resources. Finally, the fourth is the availability of information between all levels including civil society groups and the government to assess the effectiveness of power and bureaucracy. In general, governance in the term of good governance is related to the issue of transparency, public accountability, and so on.

In order to understand and realize the understanding of good governance is actually quite complicated and complex, because it is not only about transparency and accountability. Conceptually it is understood that good governance suggests a process that makes the people can manage their economies. Institutions as well as social and political resources are not just used for development, but also to create integration for the welfare of the people. Good governance is also understood as a governmental management organization responsible for the solid and in line with the principles of democracy and markets, efficient governance, and governance activities are free and clean of corruption, collusion and nepotism. Relating to good governance Miftah Thoha describes good governance as open, clean, dignified, transparent and accountable governance. Furthermore in the opinion of the World Bank in its report on 'Good Governance and Development' in 1992, said that 'good governance' as a public service that is efficient, reliable judicial system, accountable to the public. While the notion of good governance by Abhimanyu Anggito cited by Mahfud MD; 'good governance is "participatory, transparent and accountable, effective and equitable. And it promotes the rule of law" dan "good governance will never credible as long as governance conditionality is imposed on a country without consulting civil society"'. Philip M. Hadjon in the administration of justice in the Netherlands known nomenclature general principles of good governance which is the unwritten legal norms, that should always be adhered to by the government or in other words the ABBB are unwritten laws principles, where in a certain occasion, particular legal rules can be drawn, includes:

1. Principle of equality, the principle that the same things should be treated equally, regarded as one of the most fundamental principles of law and rooted in the consciousness of the law; specifically, the understanding of wisdom is to show the principle of equal treatment embodiment or the principle of equality
2. The principle of Trust, this principle includes in the most fundamental laws in public law and civil law; in the administrative law espoused as a principle that the expectations generated must be fulfilled wherever possible. These principles serve as the legal basis of the promises, descriptions, policy rules and plans (which is not regulated by law);
3. The principle of legal certainty, the principle of which has two aspects, one is more tends to material law, and the other is formal. Material law aspect is closely linked to the principle of trust, the principle of legal certainty preclude government agencies to revoke a statute or a change it to the loss of stakeholder.
4. Principles of accuracy, this principle means that a decision must be carefully prepared and taken or can be interpreted if a decision must contain a sense, that a decision must be carefully prepared and taken.
5. The principle of giving the reason (motivation), a decision must be supported by reasons which become its basic.
6. Prohibition of 'detournement de pouvoir' (abuse of authority), an authority may not be used for any purpose other than for the purpose given.
7. Prohibition of arbitrary action

## 7. QUALITY OF PUBLIC SERVICES IMPROVEMENT THROUGH MACRO TRANSPORTATION PATTERN

Jakarta as a metropolitan city in Southeast Asia has also devised a model of land transportation. Jakarta Provincial Government in 2003 has prepared a Master Plan for transportation in Jakarta or better known as the Macro Transportation Pattern - *Pola Transportasi Makro* (PTM) and in 2007 conducted a review and revision of PTM-DKI – Jakarta Macro Transportation Pattern. (Spatial Academic Paper 2030).

This macro transportation pattern is still facing some obstacles where the pace of urbanization grows rapidly, levels of traffic congestion is getting worse due to the increasing number of private vehicles both two and four wheels, limited urban physical environment and environmental degradation (Turner, 2012). Jakarta Urban Development and the rapid economic growth in the region has pushed the rate of urbanization, which is the critical factor affecting the level of traffic congestion. Transportation and energy needs increase along with the increasing of population, urban development, and lifestyles changing due to revenue increase. Jakarta, that has dual role as government and the State Capital, has a complexity of issues in the implementation of sustainable development. In this case, Jakarta Provincial Government through the Medium Term Development Plan – *Rencana Pembangunan Jangka Menengah Daerah* (RPJMD) formulated the vision of Jakarta "Jakarta is comfortable and prosperous for all". Elaboration of this vision is realized through a few missions and strategies, including: a) build the city infrastructure that ensures the safety and the principles of sustainable development; b) improve the quality of the environment; c) the consistency of legislative implementation of the Spatial Plan, enforcement against violations of environmental standards, restore the fresh air, blue sea and ground water that is not contaminated. Strategy and action plan has also been developed which aims to develop perception, vision, and strategy shared between Jakarta Provincial Government agencies and other stakeholders.

Overview of human factors (population) in the context of traffic jams in Jakarta leading to the phenomenon of urbanization. The population of Jakarta is projected to be 15 million by 2030 (Academic Paper 2030 Jakarta spatial plan). Rate of urbanization from rural to urban areas has increased mainly due to the desire for a better life, which in turn urbanization will lead to increasing demand for transport (and housing), so it give the impact on increasing traffic density. Growth and the increased activity the population makes mobility higher, and it affects the transport sector, especially the growth of vehicle ownership. Population growth and urbanization has driven the development of a widening urban areas to the suburbs / buffer area in Bogor, Depok, Tangerang, and Bekasi (Bodetabek). This led to an increased need for transportation facilities and infrastructure, as well as getting much mileage from residences to work in urban centers.

Based on the Study on Integrated Transport Master Plan for Jabodetabek (SITRAMP) by the Japan International Cooperation Agency (JICA) in 2004, it is obtained an indication that the movement of more than 1.3 million vehicles a day from the Bodetabek to Jakarta and vice versa. In 2011 that number has risen sharply. Based on data from the Directorate of Traffic Jakarta Police (January 2011), the presence of motor vehicles in Greater Jakarta were 12 million units, with details of 8 million two-wheelers and 4 million four-wheelers. They added that based on a survey conducted from 2002 to 2010, the use of motorcycles increased from 21.2 percent to 48.7 percent, as for the private car from 11.6 percent to 13.5 percent. Factor levels of awareness of road users also have contributed to the onset of traffic congestion. For example, awareness of public and private vehicle drivers to use the traffic properly is still lacking, resulting in interference and obstacles to the traffic, especially in urban centers as the center of activity. In turn, this may result in increased density and traffic congestion.

Spatial factors overview of in the context of Jakarta traffic congestion led to the balance of the space. Government offices construction, expensive apartments, offices and business centers so far been concentrated in the city center, resulting in land prices rose sharply in the town center. Along with the rapid pace of urbanization, the need for decent housing at a price that is not too expensive is increase. However, the provision of decent and inexpensive housing is limited, even none at all in the city center. Only buffer city that is still able to provide residential with those conditions, considering the price of land in the buffer zone is still relatively low compared to downtown. Thus, more recent housing development aimed at buffer cities. This condition certainly led to the increase of demand for transportation and the increase of the distance from home to work in the city center or in industrial area. For example, many people living in the Bogor, Depok, Tangerang and Bekasi (Bodetabek) have to commute every day to Jakarta. The number of vehicle movements is coupled with the vehicles of residents of Jakarta itself, causing traffic jams on almost all roads, especially during the peak hours in the morning and evening. Construction of settlements in Bodetabek generally not followed by the development of the transport system, so that a private vehicle become the main mode of transportation options for those who live in Bodetabek and working in Jakarta. Land use that is not balanced plus the absence of transport system development integration with the land use make the urban traffic congestion is getting worse.

Economic growth factors overview in the context of Jakarta traffic congestion led to changes in people's behavior, namely the consumption patterns and lifestyles. Urban economic growth is not only beneficial, but also has a negative impact. One of them is increase in traffic density due to the increased number of vehicles both for personal and household activities, industry, as well as for the transport of people and goods. In addition, although not a major factor, rising incomes and the convenience provided by the banking sector has led to many urban communities as if competing to buy a car and a motorcycle, which in turn led to an increase in traffic density and congestion.

Transportation infrastructure factors overview in the context of Jakarta traffic congestion, transport factors lead to the number and pattern of movement of a motor vehicle, while transport infrastructure factors lead to the planning spatial pattern and budget availability. Transport systems plan will greatly influence the spread of motor vehicle traffic flow as a source of congestion, which is by following the path of the planned transport links. Since the discontinuation of the operation of the tram by the Jakarta administration in the 1970s, the bus has become an important means of public transportation compared to other means of transportation. However, for over 30 years, the share of bus usage has declined compared to private vehicles (cars and motorcycles, where the ratio of private vehicles (92%) and public (8%) comparison become bigger); so the public transport share is declined from about 70% (1970) to 57% (1985) and 35% (2010).

On the other hand, at least within the last 5 years, rail freight transport is only about 3% of passengers and the number of passengers who do not pay (free rider) reached 67%. Motorization reaches its peak with the highest growth of 16% per year. In 2004, car sales reached 500 thousand units and 4.5 million units of motorcycles without growth development and improvement of the quality of roads, worsening the condition of transportation in Jakarta; not to mention when it is associated with public transport services which have low quality, the weak supervision and monitoring, and the inconvenient supporting facilities (terminal), which even gives the impression of creepy. The decline in public transport share, growth in the number of private vehicle users, and the quality and quantity of roads that are less than optimal is believed to be the main cause of transportation problems in Jakarta.

## 8. MACRO TRANSPORTATION PATTERN MODEL

TDM (Transportation Demand Model) is a model which is implemented in the U.S. and is categorized as a pioneer in the development of urban transport models. This model was developed by Michael D. Meyer, who used data from the 1970-1990 year in major cities in the United State. The main purpose of this model is the attainment of the efficiency of urban transportation. The main purpose of this modeling is how to change people's behavior. The main purpose of this modeling is how to change people's behavior in the use of land transport modes from private vehicle to the public transport so that congestion problems can be overcome. This model provides alternatives to driving pattern changes with: (1) expanding land transport modes so that the public has some transportation alternatives, (2) provide incentives and disincentives for drivers at rush hours, (3) encourage people to go out as little as possible, for example by facilitate the telephone network. This model is much more concentrated on fulfilling the needs of the community, so that the land transport modes must be adapted to the interests and needs of the community. The main purposes of this model are: (1) the improvement of public health which impaired by air pollution released by the fumes of motor vehicles, (2) Increasing people's access to transport, (3) the increase of journey time efficiency that would improve work productivity. (4) Decrease in the demand for parking areas, (5) the increase of service time by providing wireless services, (6) Provide creative development opportunities in the planning area.

The next model is ABDM (Activity Based Demand Model) developed by Malayath in 2007 by taking the example of some major cities in India. This model was developed based on existing regulations ie NUTP (National Urban Transport Planning). The main advantage of this model lies in the situation or typology context of cities in developing countries; where there is a high economic growth, uncontrolled urbanization and the international pressures in the process of industrialization.

Integrated Decision Model was developed by Ulegin (2007: 80-97) where the main assumptions which are presented in this model is that the development of urban transport models cannot be released in the future context and external pressures. Ulegin suggests that urban transport modeling should be viewed comprehensively or not just link it with socio-economic factors but also must be seen from the side of political economy, such as how the position of the country in the development of public policy. This model uses quantitative and qualitative analysis in modeling urban transports, with policy alternatives: map formulation of the city with the prediction changes, Scenario modes of transportation used, preparation of intermodal integration map: land, sea and rivers and the calculation and prediction of the amount of usage of public transport services. PPP Model (Public Private Partnership) was developed by Willougby (2013: 34-55) who develop a model of the land transportation through cooperation between the public and private sectors. Therefore, transport policy cannot be separated from public participation in transportation modeling. The PPP model is considered the most abstract because this model does not give strict limits on what thing that can be collaborated, though the process of cooperation is an important factor in the formulation of public policy.

## 9. JAKARTA MRT DEVELOPMENT MODEL

### A) BACKGROUND OF JAKARTA MRT PROJECT

Background Development of Railway Based Mass Rapid Transport System, the estimated of Jakarta total stagnate traffic jam: the current growth path in Jakarta less than 1 percent per year, and every day there are at least 1,000 more new vehicles take to the streets in Jakarta (Service Data Jakarta Transportation). Study of the Japan International Corporation Agency (JICA) in 2004 stated that if there is no repairs on the transport system, it is expected that Jakarta would have a total stagnate traffic jam in 2020 (Study on Integrated Transportation Master Plan (SITRAMP II)). (2) Based on Pelangi Foundation research results in 2005, the estimation of economic losses due to traffic congestion in Jakarta is Rp 12.8 trillion / year which include the time value, fuel costs and health care costs. While based on SITRAMP II 2004, if until 2020 there is no improvements are made to the transportation system, estimating of the economic losses would reach Rp 65 trillion / year. (3). Air pollution from motor vehicles contributes 80 percent of the pollution in Jakarta. Jakarta MRT is driven by electric power so it does not cause CO2 emissions in the city. Based on these studies, it is clear that Jakarta desperately need more reliable mass transportation like the MRT which can be an alternative transport solution for people; moreover it is also environmentally friendly.

The development of the MRT network system is not solely about the economic viability and financial affairs; but more than that, MRT development reflects the vision of a city. Life and economic activity of a city depends on how easily citizens to travel and how often they can do it to various destinations in the city. The main objective of the MRT development is providing the opportunity for citizens to improve the quality and quantity of travel / mobility, which become more reliable, trustworthy, safe, comfortable, affordable and less expensive.

### B) HISTORY OF JAKARTA MRT PROJECT

In the 1986 - 1995 the study on mass public transportation system in Jakarta was held. Then in 2004 the Governor of Jakarta decree No. 84/2004 on the Macro Transportation Pattern (PTM) which later on March 2, 2004 a DoT - Jakarta was conducted, it is about the MRT Development with Lebak Bulus-Kota corridor as priority. July 2004 - Indonesia Department of Transportation issued a study of Implementation Program for Jakarta MRT System (*Lebak Bulus-Dukuh Atas*), and in December 2005 some agreement between JBIC and the Government of Indonesia was acquired. In 2005 study by a team of Special Assistance for Project Formation (SAPROF) from JBIC which aims to facilitate the formation of a consensus among stakeholders on this project in Indonesia. Since August 2005, the MRT Sub-Committee has been formed under the Acceleration of Infrastructure Provision Committee - *Komite Kebijakan Percepatan Penyediaan Infrastruktur* (KKPPI) in order to implement the necessary processes in establishing a company operator MRT (MRTC). A minute of Discussion (MoD) has signed in November 2005 and the Memorandum on Engineering Services has also signed on October 18, 2006 between the Indonesian government and JBIC as a basis for loan approval on July 8, 2010 - Minutes of Discussion (MOD) between JICA and the Indonesian Government (Jakarta Provincial Government, National Development Planning agency, the Directorate General of Railways Ministry of Transportation). This MOD discusses about the extension of the MRT South - North corridor Stage I of Lebak Bulus - Dukuh Atas become Lebak Bulus - HI Roundabout. This extension is done by dragging the HI roundabout station which was originally located in the South - North MRT corridor stage II becomes stage I. This change was made to minimize traffic impacts during the construction period and accommodate the needs of a turn-back facility MRT of South - North corridor stage I.

### C) PROJECT FEATURES

Rail-based Jakarta Mass Rapid Transit (MRT), planned to be stretched approximately  $\pm 110.8$  km, which consists of South - North corridor (Corridor Lebak Bulus - Kampung Bandan) for  $\pm 23.8$  km and East - West Corridor along approximately  $\pm 87$  km. Construction of North-South Corridor from Lebak Bulus - Kampung Bandan

done in 2 steps: (1.) The Phase I which will be built firstly, linking Lebak Bulus to the HI roundabout along the 15.7 km with 13 stations (7 elevated stations and 6 underground stations) is targeted to start up in late 2016. (2) Phase II will continue the Southern - north corridor of the HI Roundabout to the Kampung Bandan (8.1 Km) which will begin to be constructed before the first phase operation and running by 2020. Eastern - West Corridor is currently in the feasibility study stage. The corridor is targeted to operate in 2027 at the latest.

#### D) JOINT DEVELOPMENT OPPORTUNITIES

By understanding that provides a comprehensive and integrated solution would enhance customer value and the potential increase in the number of passengers MRT system makes Jakarta MRT conceived and realized the need for extra efforts exclude the initiative of MRT project. It is almost certain that these efforts require the existence of a cooperation to conduct joint development with other stakeholders, with the private sector and communities around the MRT station or depot. Generally, there are three categories in the joint development program, they are: the Interface Development, Transit Neighborhood Development, and Feeder System Development.

#### E) INTERFACE DEVELOPMENT

The main objective of Interface Development is to ensure the ease of pedestrian mobility by ensuring the flow from the MRT station and the good integration with the activity centers in the surrounding station area. MRT is not only focused to facilitate the outflow of passengers, but also to attract incoming passenger flow by creating a pleasant atmosphere along the corridor as well as putting the interesting activities spot on each end of the pedestrian corridor. Most likely the position of the end nodes of activities are on private land or buildings. This will open up development opportunities along with the related private landowners or building owners, or at least with connecting the underground or elevated pedestrian corridor, from the MRT station with the central node activity in those private land or buildings.

#### F) TRANSIT NEIGHBORHOOD DEVELOPMENT

The main purpose of the Transit Neighborhood Development is to optimize the value capture by cohesive rejuvenating of the area around the transit station and MRT depot, high intensity and sustainable, This development would also re-create a unique new urban clusters. Each MRT transit will carry a special theme influenced by local context and specific opportunities that arise. MRT activity does not intend to displace local residents, but rather to stimulate and encourage public participation through land consolidation scheme. Jakarta Provincial Government is currently in the process of finalizing a new urban design guideline for the area along the corridor MRT Jakarta, which basically aims to provide a significant incentive for the area which is regarded as a potential transit area. These incentives would also encourage and increase the attractiveness of urban land consolidation implementation, where almost all land and buildings in the MRT transit area are owned by the private identity or other government agencies, and only a few are owned by the city government or PT MRT Jakarta. Once again, it promises a great opportunity to create several joint development projects. MRT activity understands that there will be many challenges in developing and synchronizing transit environment. In this case, there are three parties that must be aligned and harmonized: the government, which will provide support for rules and laws; local communities, which would participate in the effort to rejuvenate the area, as well as the private sector which would provide investment and the continued development of the region. Jakarta MRT will serve as a working group to stimulate and facilitate the development of those joint initiatives.

#### G) FEEDER SYSTEM DEVELOPMENT

The presence of the feeder system will optimize the service by connecting MRT station MRT station with the other activity centers in the region, and also facilitate the prospective users of MRT Jakarta to reach the MRT system in the zone gate. Feeder system development initiatives that need to do immediately by the government include the improvement and standardization of public transport systems that exist today, such as transit buses, minibuses and the provision of dedicated bike lanes. The change of the private sector joining in the development of feeder system is wide open. The private sector can play a role in development of more orderly and organized feeder system to support the MRT system. In addition it also opens the opportunity to develop a more sophisticated transportation advocate, such as Private Rapid Transit System that will connect and create an independent micro transit network which also functions as a local feeder system for the MRT network.

## 10. CONCLUSION

The development of the MRT network system is not solely about the economic viability and financial affairs; but more than that, MRT development reflects the vision of a city. Life and economic activity of a city depends on how easily citizens to travel and how often they can do it to various destinations in the city. The main objective of the MRT development is providing the opportunity for citizens to improve the quality and quantity of travel / mobility, which become more reliable, trustworthy, safe, comfortable, affordable and less expensive. By understanding that provides a comprehensive and integrated solution would enhance customer value and the potential increase in the number of passengers MRT system makes Jakarta MRT conceived and realized the need for extra efforts exclude the initiative of MRT project. It is almost certain that these efforts require the existence of a cooperation to conduct joint development with other stakeholders, with the private sector and communities around the MRT station or depot. There are three parties that must be aligned and harmonized: the government, which will provide support for rules and laws; local communities, which would participate in the effort to rejuvenate the area, as well as the private sector which would provide investment and the continued development of the region. Jakarta MRT will serve as a working group to stimulate and facilitate the development of those joint initiatives.

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