Master Thesis

William Martha Krisna Hendriyanto

Good Governance in Public Services:
A Study of Public Transportation System in
the Jakarta Metropolitan Region, Indonesia

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University of Groningen

Good Governance in Public Services: A Study of Public Transportation System in the Jakarta Metropolitan Region, Indonesia

By

William Martha Krisna Hendriyanto

S.2694514

1st Supervisor

Dr. Ir. Wendy Guan Zhen Tan

2nd Supervisor

Dr. Ir. Heru Purboyo Hidayat Putro, DEA.

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ABSTRACT

In general, the concept of 'good governance' is not something new. It could be implemented in multiple context, either government or corporate. In the context of government, collective action by multiple actors is needed to maximize the outcomes of policy implementation. The Indonesian Government began to focus more on good governance at the time of the economic crisis experienced by Indonesia in 1997 that has grown into a multi-dimensional crisis. Indonesia formally has some policies regarding good governance for all sectors of public affairs. One of these sectors is transportation. To date, the Indonesian Government is still facing transportation issues, mainly in the Jakarta metropolitan region. This is because Jakarta as a capital city and the central of government and business, thus Jakarta becomes a city with densest population in Indonesia. Yet the public transportation system has not been able to support the movement of people and goods. Moreover, the decentralized system of government in Indonesia has weaknesses in cooperation between levels of government, stakeholders and community. Therefore, improving public transportation system in the Jakarta metropolitan region becomes important to be conducted in order to meet public transportation needs.

This research explores the concept of good governance in the public transportation system in a metropolitan region and describes the current condition of public transportation system in the Jakarta metropolitan region. Furthermore, this research formulates policy recommendations for the Jakarta Government to improving public transportation system. Literature review and qualitative content analysis of secondary data are used as a research strategy to achieve research objectives. Finally, the research concludes that the existing public transportation system in the Jakarta metropolitan region is lack of harmony in commitment, coordination, and cooperation among actors involved. Thus, it reflects the failure of the Jakarta Government to achieve significant result in managing public transportation. Therefore, by implementing the principles of good governance in public transportation service with collaborative governance, it is expected could help the Jakarta Government to improve public transportation system in the Jakarta metropolitan region.

Keywords: *good governance, collaborative governance, public transportation system*

GUIDELINES FOR USE OF MASTER THESIS

ACKNOWLEDGMENTS

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LIST OF ABBREVIATIONS AND ACRONYMS

BKSP	:	Development Cooperation Agency
BLU	:	Public Services Agency
BRT	:	Bus Rapid Transit
CCTV	:	Closed-Circuit Television
CSR	:	Corporate Social Responsibility
Dishub	:	Local Transportation Agency
DTKJ	:	Jakarta Transportation Council
ERP	:	Electronic Road Pricing
HOC	:	High Occupant Vehicle
INKA	:	Indonesian National Railways Industry
ITDP	:	Institute for Transportation and Development Policy
Jabodetabek	:	Jakarta metropolitan region (Jakarta, Bogor, Depok, Tangerang, and Bekasi)
KAI	:	Indonesian National Railways Company
KRL	:	Electrified Rail
LRT	:	Light Rail Transit
MOT	:	Ministry of Transportation
MRT	:	Mass Rapid Transit
MTI	:	Indonesia Transport Society
NGO	:	Non-Governmental Organization
ORGANDA	:	Organization of Land Transportation
OTJ	:	Jakarta Transportation Authority
P&R	:	Park and Ride
PPP	:	Public Private Partnership
PT	:	Corporation
SOV	:	Single Occupant Vehicle
TDM	:	Traffic Demand Management
TOD	:	Transit-Oriented Development
US	:	United States

CHAPTER 1:
INTRODUCTION

1.1.　Background

Governance for sustainability of development is a process of social and political governance towards the achievement of sustainability of development, including policy implementation, decision-making, public discussion, and interactions between government, stakeholders, and community (Meadowcroft, 2007). Currently, the 'good governance' concept is a worldwide phenomenon, mainly for developing country. The good governance concept is aimed at reformation issues in the public sector and the analysis of governance focuses more on the formal and informal actors involved in the decision-making process, carrying out decisions, and formal and informal structures that have been placed on decision-making (Kharisma, 2014). The good governance concept refers to government agencies in implementing innovative programs and policies to improve the quality of public service (Grindle, 2004). Rasul (2009) stated that the term 'good' means that there is a functional aspect of government that is effective and efficient in their performance. Therefore, on the concept of good governance, collective action by the major actors involved is needed to maximize the outcomes of policy implementation.

The Indonesian Government began to focus more on good governance at the time of the economic crisis experienced by Indonesia in 1997 that has grown into a multi-dimensional crisis. These conditions resulted in a strong demand from the society to the government to implement good governance in all sectors of public affairs because good governance is very believed to provide a strategic contribution to the society welfare. Generally, Indonesia is the worst performer in good governance as compared to some other countries in Southeast Asia (Booz Allen, 1999, cited in Suryanto 2002). Besides, national survey organization, namely *Lingkaran Survey Indonesia* also stated that in the last decade, Indonesia has not shown good governance in the performance of international relationships, economics, law and politics[1]. Currently, the Indonesian Government formally has a policy regarding good governance to be implemented in all sectors of public affairs by all levels of government, namely *Peraturan Presiden Republik Indonesia nomor 81 tahun 2010 tentang Grand Design Reformasi Birokrasi 2010-2025* [Presidential Regulation number 81 year 2010 regarding the grand design

of bureaucracy reformation 2010-2025]. One of these sectors is transportation. Civilized life depends on transportation, for the people movement from the places of residence to where they must go to do all activities in order to meet their needs, such as education, work, shopping and recreation and for the goods movement from the place of production to where they are needed (Iles, 2005). Therefore, transportation is the one of important aspects of human life and it is closely related to the land-use, either local, regional, national or international scale. Transportation is socially, politically, economically important throughout the world and it could be a major public policy lever because transportation is both broad and ubiquitous (Sussman, 2000). In addressing the challenge of governance for sustainability of development, need an improvement of socioeconomic sectors, including transportation, energy, agriculture, construction and manufacturing (Meadowcroft, 2007).

To date, the Indonesian Government is still facing transportation issues, mainly in the Jakarta metropolitan region, such as increased car ownership, traffic congestion, fuel consumption, pollution emissions, and poor condition of public transportation (United Nations, 2012). This is because Jakarta as a capital city and the central of government and business, thus Jakarta becomes a city with densest population in Indonesia[2]. Moreover, public transportation system in the Jakarta metropolitan region has not been able to support the movement of people and goods. The problem of physical aspect is that transportation mode, infrastructure, and network could not accommodate the public's transportation needs. Whereas the problems of nonphysical aspect is the lack coordination between governments, stakeholders, and community in the decision-making process, the lack of financial support to develop transportation sector, and the lack of law enforcement to prevent violation. Besides, the decentralized system of government in Indonesia has weaknesses, particularly in cooperation among three levels of government, namely national, provincial and local government, thus there seems to be no synergy among them and influence the performance of public transportation system. These public transportation problems reflect a failure of the government in managing transportation sector. Therefore, the role of transportation actors, including government, stakeholders and community in implementing the principles of good governance in the public transportation system in the Jakarta metropolitan region becomes important in order to maximize the outcomes of public transportation system policies.

1.2.   Research Objectives

Based on the research background described above, the main objective of this research is to formulate policy recommendation for the policy makers to improving public transportation system in the Jakarta metropolitan region. This research provides arguments for understanding of public transportation system in a metropolitan region by using governance perspective. Specifically, the research objectives are described as follows:

1.   To explore the concept of good governance be applied to the governance of the public transportation system in a metropolitan region.

2.   To describe the current condition of public transportation system in the Jakarta metropolitan region as evaluated with principles of good governance.

3.   To provide policy recommendation to the Jakarta Government.

1.3.   Research Questions

In connection with background described above and to achieve the main objective of this research, the research questions addressed are formulated as follows:

1.   *How can the concept of good governance be applied to the governance of the public transportation system in a metropolitan region?*
       This first research question explores the good governance concept applied in the governance of the public transportation system in a metropolitan region, in which many actors involved (governments, stakeholders, and community).

2.   *How is the current condition of public transportation system in the Jakarta metropolitan region as evaluated with principles of good governance?*
       This second research question describes an institutional aspect (actors involved and regulations) and physical aspect (transportation mode, infrastructure, and network) of the public transportation system in the Jakarta metropolitan region.

3.   *How can good governance contribute to improving public transportation system in the Jakarta metropolitan region?*
       This last research question links the theory and practice in analysis and conclusion regarding the possible strategies for improving public transportation system in the Jakarta metropolitan region based on good governance concept.

1.4. Thesis Structure

For facilitating the reader in reading the result of this research, then it is structured in six chapters, namely introduction, theoretical approaches, research methodology, public transportation system in the Jakarta metropolitan region, analysis of the governance of public transportation system in the Jakarta metropolitan region, and closing. Systematics of research writing used in each chapter is as follows:

- *CHAPTER 1: INTRODUCTION*

  This chapter briefly introduces the research information, including background, research objectives, research questions, thesis structure and research framework.

- *CHAPTER 2: THEORETICAL FRAMEWORK*

  This chapter elaborates the good governance concept and theory of collaborative governance to be applied in the governance of the public transportation system in a metropolitan region by reviewing some literatures. Besides, a conceptual framework could also be seen in this chapter.

- *CHAPTER 3: RESEARCH METHODOLOGY*

  This chapter aims to provide the appropriate way of how to address the issues raised in the research questions by explaining in more detail about research approach, data collection method, and data analysis method.

- *CHAPTER 4: PUBLIC TRANSPORTATION SYSTEM IN THE JAKARTA METROPOLITAN REGION*

  This chapter explores the existing public transportation system, including the Jakarta metropolitan region at a glance, macro transportation pattern, formal public transportation, informal public transportation, actors in the public transportation system, and identifying barriers of public transportation system.

- *CHAPTER 5: ANALYSIS OF THE GOVERNANCE OF PUBLIC TRANSPORTATION SYSTEM IN THE JAKARTA METROPOLITAN REGION*

  This chapter provides analysis result based on the theoretical framework and conceptual framework, including introduction, legal and institutional framework, and good governance in the public transportation system.

- *CHAPTER 6: CLOSING*

  This chapter provides key findings, the gap between theory and practice, the conclusion of the whole process of research in the previous chapters, recommendation, reflection, and suggestion for the future research.

1.5. Research Framework

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Literature Review

┌─────────────────────────┐        ┌──────────────────────────────┐
│  Theoretical Framework  │        │  ┌────────────────────────┐  │
│                         │        │  │       Background       │  │
│  • Good Governance      │        │  └────────────────────────┘  │
│  • Collaborative        │        │  ┌────────────────────────┐  │
│    Governance           │        │  │  Research Objectives   │  │
│                         │        │  └────────────────────────┘  │
│                         │        │  ┌────────────────────────┐  │
│                         │        │  │  Research Questions    │  │
│                         │        │  └────────────────────────┘  │
└─────────────────────────┘        └──────────────────────────────┘

                        ┌──────────────────────────────────────────┐
                        │         Conceptual Framework             │
                        │                                          │
                        │   Improving public transportation system │
                        └──────────────────────────────────────────┘

Empirical Analysis

┌─────────────────────────┐        ┌──────────────────────────────────┐
│  Research Methodology   │        │           Case Study             │
│                         │───────▶│                                  │
│  • Case Study Method    │        │  Public transportation system in │
│  • Document Review       │        │  the Jakarta metropolitan region │
└─────────────────────────┘        └──────────────────────────────────┘

                        ┌──────────────────────────────────────────┐
                        │                Analysis                   │
                        │                                          │
                        │       Qualitative Content Analysis        │
                        └──────────────────────────────────────────┘

Output

                        ┌──────────────────────────────────────────┐
                        │      Conclusion and Recommendation        │
                        └──────────────────────────────────────────┘
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Figure 1.1. Research framework (Source: Author, 2015)

CHAPTER 2:
THEORETICAL FRAMEWORK

2.1. Introduction

Nowadays, Sustainable transportation becomes a main goal in a transportation planning. This is because transportation implementation could influence community in many ways, thus a various interests, options, and impacts need to be considered in the decision-making process. Transportation has an impact on the development of economic and spatial of the regions, because the attractiveness of locations depends on the accessibility (Banister, 2005). A good transportation system is important for the development of country, at the same time the important factors influencing a country's development play a role in determining the way of transportation system development (Iles, 2005). In the developed countries, spatial development is also supported by a good public transportation system, yet it is difficult to be implemented in the developing countries. Problems of inefficiency and inadequacy in public transportation systems occur in all countries, either in developed or developing countries, even though there are significant differences in problem degree (Iles, 2005). For instance, Informal public transportation services are both a contributor and a reaction to the traffic congestion in the Southeast Asian cities, such as Jakarta, Manila, and Bangkok (Cervero, 2000).

In the concept of sustainable transportation, sustainable generally refers to a balance of goals between social, economic and environmental aspect, including long-term, indirect and nonmarket impacts (Litman, 2013). Sustainable transportation system could be defined as transportation that is affordable, safe, accessible, and environmentally friendly (ECMT, 2004, cited in Litman, 2013). There are four key sustainable transportation goals, including economic, social, environmental, and good governance and planning. In the good governance and planning, transportation planning should be integrated (coordination among multiple agencies, sectors, and jurisdictions), comprehensive (considers all interests, options, and impacts), and inclusive (participation from all affected people) (Litman 2013). Therefore, This chapter elaborates the good governance concept and collaborative governance theory to be applied in the governance of the public transportation system in a metropolitan region by reviewing some literatures.

2.2. Good Governance

2.2.1. An Overview of Good Governance

'Good governance' or 'governance' has been become a great concept in the management of public administration and policy (Barten et al., 2002). It can be seen from the demands of the people to the government, the legislature, and the judiciary to conduct good governance, either national or international, mainly in the developing country. Governance should not be understood as the end result, but as a 'tool' towards an end to improve the quality of life for all people (Sebudubudu, 2010). Several parties have defined 'governance' in various perspectives. The term 'government' and 'governance' is often considered to have the same meaning, that is how to implement the authority in an organization or state. The definition of government is more referred to the entity which organizes the powers of government in a state, whereas 'governance' is often defined as the process of decision-making and decision-implementation (Kharisma, 2014). In general, the term 'governance' is used in governing all aspects of a state includes its regulatory framework and the economic policies (Subramaniam, 2001).

The term 'good governance' originated with the world Bank. Good governance concept refers to government agencies in implementing innovative programs and policies to improve the quality of public service (Grindle, 2004). Good governance is acknowledged as a basic condition for prosperity and stability in all states to maintain the good standard of governance (Roy and Tisdell, 1998). World Bank (1992) defines governance as the exercise of political power to manage nation, where that political legitimacy and consensus is a prerequisite for sustainable development. There are many definitions of 'good governance' and The World Bank introduces the idea of 'good governance' as the public sector management program within the framework of development assistance. In this case, government, business community and civil society must work together to build consensus and the role of government is not as a regulator, but only as a facilitator (Kharisma, 2014). UNESCAP (2009) tried to explain, as simply as possible, that 'governance' is the decision-making process and the process by which decisions are implemented or not implemented. Good governance is about decision-making process and its implementation, this is not about 'correct' decision-making, but about the best possible process for decision-making.

2.2.2. Governance of Public Transportation in a Metropolitan Region

The role of public transportation in the developing countries, particularly in the urban areas is vital due to rapid population growth and the rate of urbanization. Yet many developing countries experience public transportation problems, including standards of safety, reliability, and efficiency; law enforcement; regulatory and institutional framework; and availability of budget, skills and resources for the development of public transportation system. However, government commitment is an essential requirement for implementing the measures necessary to create a conducive operating environment in providing a good public transportation system, within the constraints of geographic, climatic, demographic, cultural and economic factors (Iles, 2005).

Transportation systems are dynamic and inter jurisdictional, which means that bus, road, and rail systems link neighborhoods, cities, regions, and nations (Taylor and Schweitzer, 2005). According to Merk (2014), fragmentation in a metropolitan region is a barrier to the actualization of urban agglomeration effects and could hinder the movement of people and goods, thus it hinders growth. For instance, institutional fragmentation in the Chicago metropolitan region reflects the fragmentation and multiplicity of government actors in the state of Illinois, in which the Chicago metropolitan region is located (Merk, 2014). Feiock (2009) stated that there are two kinds of decision-making process in inter-organizational cooperation, namely individual or bilateral and collective or multilateral, but regional organizations more focus on collective or multilateral, rather than individual or bilateral. Furthermore, Gerber and Gibson (2006, cited in Feiock, 2009) added that collective governance mirrors multiple actors with multiple political and economic interests, thus it causes problems of conflict and negotiations between them remain, even though an institution has been adopted.

Effective governance is the most important requirement to ensuring good practice in metropolitan public transportation. Good governance of public transportation system means having appropriate organizations with the necessary responsibilities, skills and powers to deliver public services that compete effectively with the private transportation option (PTUA, 2008). Furthermore, urban sustainability could be achieved by better local governance, building partnerships with the private sector and nongovernmental, and identifying common priorities (Narang and Reutersward,

2006). Based on the understanding of governance, then in realizing good governance depends on the three major actors that shape the governance, namely the government, stakeholders, and community that should be interconnected with each other and work with the principles of equality, without any attempt to dominate with each other (Rasul, 2009). Government is one of the actors in governance and other actors involved in governance vary depending on the level of government. In addition to the government and the community, at the national level, stakeholders, such as media, lobbyists, international donors, multi-national corporations, etc. may play a big role in influencing the decision-making process (UNESCAP, 2009). Therefore, these actors must interact with each other and maintain sinergity to achieve the goal because these actors are a system of interdependency and could not be separated.
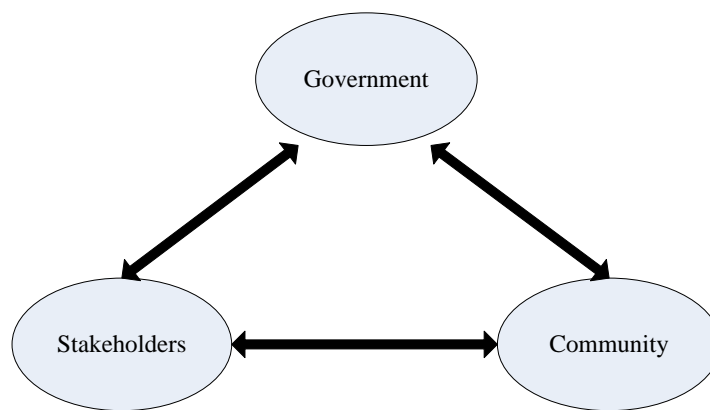
Figure 2.1. Three pillars of good governance (Source: Adapted from Rasul, 2009)

2.2.3. Principles of Good Governance for Public Transportation Services

Good governance concept in public services is a guidelines to assist government and stakeholders concerned with the governance of public services. In implementing good governance, involves three major actors, namely government, stakeholders, and community. Thus, good or bad governance about the public transportation services will influence each other. This is because the implementation of good governance could encourage the trust and participation of the community, whereas bad governance leads to poor performance of actors involved. To fit with the case study in this research, principles of good governance in public services are more likely to be the principles of good governance for public transportation services in a metropolitan region. There are six core principles of good governance that could be applied for public transportation services, as explained in detail below (The Independent Commission for Good Governance in Public Services, 2004):

- *"Focusing on the organization's purpose and on outcomes for citizens and service users"*

  In this principle, good governance means the purpose of organization in public transportation system and its desired outcome of policy implementation for service users and citizens is clear, making sure that a high quality of public transportation services is received by service users, and making sure that the value for money is received by taxpayers.

- *"Performing effectively in clearly defined functions and roles"*

  In this principle, good governance means the functions of the organization in the public transportation system is clear, the responsibilities of the executive and nonexecutives are clear and making sure that it is carried out, and the relationship between government and the community is clear.

- *"Promoting values for the whole organization and demonstrating the values of good governance through behavior"*

  In this principle, good governance means organizational values in public transportation systems are applied in practice and the government performing in ways that indicate effective governance.

- *"Taking informed, transparent decisions and managing risk"*

  In this principle, good governance means the decisions are taken transparently, applying good quality support, advice and information, and making sure that a risk management system is operated effectively in the public transportation system.

- *"Developing the capacity and capability of the governing body to be effective"*

  In this principle, good governance means making sure that elected and appointed government have the experience, knowledge, and skills to perform well, developing and evaluating the people capability with governance responsibilities, as a group and as individuals, and striking a balance between continuity and renewal in the membership of the organization in the public transportation system.

- *"Engaging stakeholders and making accountability real"*

  In this principle, good governance means understanding the relationships between formal and informal accountability, taking a planned and active approach to dialogue with the public and accountability to the public, taking a planned and active approach to responsibility to the staff, and involving institutional stakeholders effectively in the public transportation system.
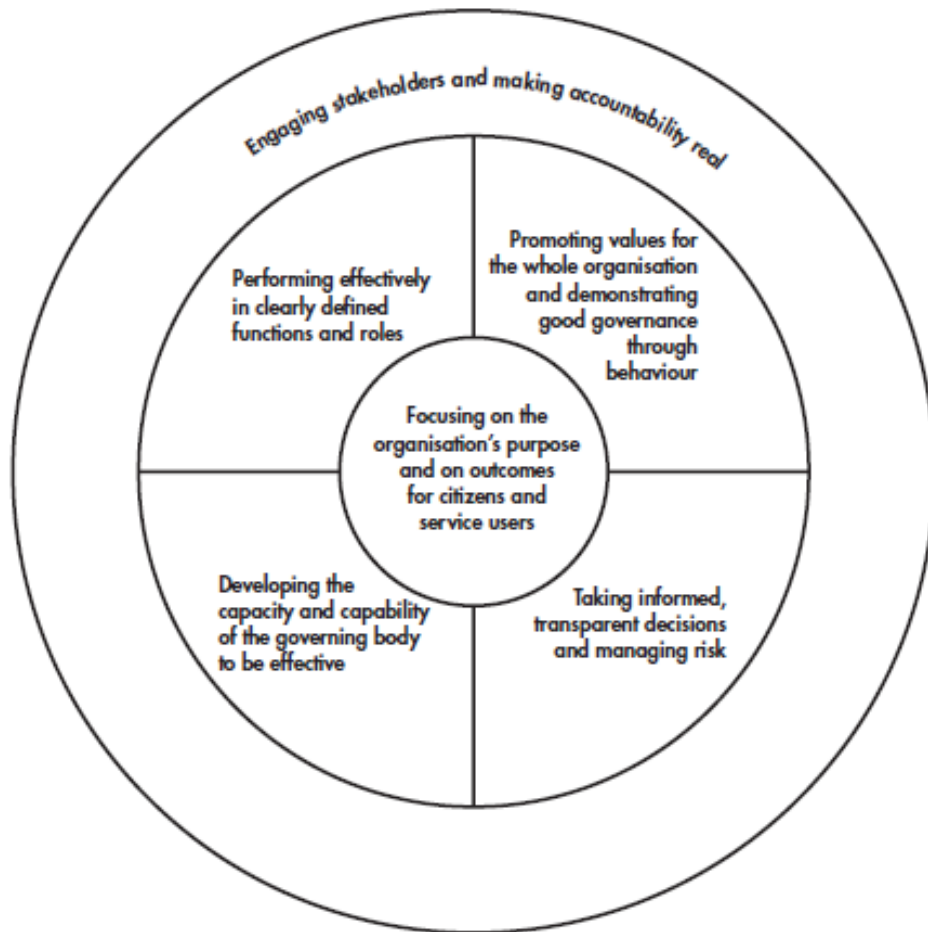
Figure 2.2. Principles of good governance in public services (Source: The Independent Commission for Good Governance in Public Services, 2004)

2.2.4. Benefits of the Implementation of Good Governance

Good governance becomes important since it promotes community confidence and improves government performance and decision-making process. It leads to better decisions, helps government to meet its responsibilities and provides an ethical basis for governance as explained below (MAV, VLGA, LGV & LGPro, 2012):

- Promotes community confidence

  Community is more likely to have confidence in their government if decisions are made in an accountable and transparent way. This helps community feel that government will act for public interests, irrespectively of differing opinions. It also encourages governments to act on behalf of community and helps them to understand the importance of open and ethical processes under the law.

- Generates a better decision

  Decisions that are informed by good information and by stakeholder views will generally reflect the broad public interests. It is not assumed that everyone will think each decision is the right one, but society is more likely to accept the outcomes if it is conducted through good process, even if the society does not agree with the decision made. They will be less tempted to overturn the decision.

- Helps government to meet its responsibilities.

  If decision-making is open and could be followed by observers, it is more likely that governments will comply with legal requirements. Besides, Governments will be less likely to bend the rules.

- Provides an ethical basis for governance

  Making choices and having to account for society in a transparent and open way encourages honest consideration of the choices in the governance process, even when differing moral framework between individuals.

2.2.5. Barriers to the Implementation of Good Governance

In continuing efforts to improve the quality of governance in a state, there are various governance-related complexities and insufficiencies, both structural and nonstructural. At present, some key challenges of good governance are as follows (Hossen and Anwar, 2011):

- Inefficiency of Bureaucracy

  Bureaucracy is a part that could not be separated from an organized society or state. But Inefficiency of Bureaucracy in administration and management indicates that bureaucrats are not transparent and accountable to the society, the capacity of policy implementation is very poor, and the whole system is running on an outdated regulatory framework.

- Misuse of resources

  The fund flow from the government is not smooth. Besides, inappropriate fund utilization and diverted to unnecessary purposes.

- Politicization in Public Administration

  The bureaucrats give unfair advantage and privilege to a particular person. Besides, politicization in government institutions could increase inefficiency and human rights violation.

- Nonobservance and improper use of the rule of law

  Laws are applied only in favor of privilege class or people. Consequently, justices suffer and denied to the society, even though it is an important principle of good governance.

- Improper planning strategy

  Poor planning could not meet the public interests and provide benefits to the community. Therefore, public involvement in a planning process is to minimize the rejection of the planning products.

- Weak institutions[3]

  Systems of weak governance are often associated with lack the drive necessary to push reforms and a lack of the role of society, thus there is no external pressure for reform. Moreover, if the rule of law in the country is weak, then it could give negative impact to the public service. This means that bureaucrats are not aware of their responsibilities and policies are not properly implemented.

2.3.   Collaborative Governance

According to Levi-Faur (2012), collaborative governance is a strategy used to coordinate and integrate the goals and interests of stakeholders in planning, policy making and public management. Collaborative governance in the narrowest sense, could be defined as a technique used to resolve conflict and facilitate cooperation among stakeholders, including public agencies, interest groups, and community as a response to the failure of policy implementation, the high cost of politicization. Furthermore, Ansell and Gash (2007) added that collaborative governance is the situation in which the government, community and the private sector are sitting together to make consensus oriented decision, thus provide the governance system to be more accountable, transparent and legitimate. Koimann (2003) stated that there is an interaction among actors involved in governance approach as the efforts made toward understanding the complexity, dynamics, and diversity of social and political situations. Ansell and Gash (2007) identified some criteria on governance issues, namely the forum are suggested by government agencies; the forum involves stakeholders include nongovernment parties; all related actors are actively involved in the forum and not only consulted by the government agencies; the forum is held regularly, collectively and formally; consensus-based decision-making process; and

collaboration process focuses on public policy and public management. There are four types of collaborative relations between actors as follows (O'Flynn and Wanna, 2008): Collaboration within government; collaboration between governments with different jurisdiction; collaboration between governments and the private sectors; and collaboration between government and the community.

Traditional governance characterized as a central control and top down approach, in which the government agencies have authority in the decision-making, whereas in the collaborative governance, the boundaries is eliminated, the control is distributed, interdependent and participatory (Innes and Booher, 2010). The difference between these types of governances could be seen in the table below.

Table 2.1. The differences between traditional and collaborative governance (Source: Innes and Booher, 2010)

Governance Dimension	Traditional Governance	Collaborative Governance
Structure	Top down hierarchy	Interdependent network clusters
Source of direction	Central control	Distributed control
Boundary condition	Closed	Open
Organizational context	Single authority	Divided authority
Leadership approach	Directive	Generative
Role of manager	Organization controller	Mediator, process manager
Managerial tasks	Planning and guiding organizational processes	Guiding interactions, providing opportunity
Managerial activities	Planning, designing and leading	Selecting agents and resources, influencing conditions
Goals	Clear with defined problems	Various and changing
Criterion of success	Attainment of goals of formal policy	Realization of collective action and conditions for future collaboration
Nature of planning	Linear	Nonlinear
Public participation objective	Legal conformity, inform and educate, gain support of public for agency policies	Create conditions for social learning and problem-solving capacity
Democratic legitimacy	Representative democracy	Deliberative democracy
Source of system behavior	Determined by component participant roles	Determined by interactions of participants

Collaborative governance consists of three types as described below (Ansell, 2012):

- Collaborative planning

  Collaborative process between planning agencies and stakeholders (Healey, 1998). In collaborative planning, planning agencies seek to involve stakeholders directly in the planning process and aims to generate consensus among stakeholders (Innes and Booher, 1999; Innes, 2004, cited in Ansell, 2012).

- Watershed partnerships

  The watershed partnerships involving a wide range of activities related to watershed management, including integrated planning, monitoring, education, restoration, and advocacy. Moore and Koontz (2003, cited in Ansell, 2012) distinguished types of watershed partnerships, namely agency-based, citizen-based, and mixed groups.

- Regulatory negotiation

  Regulatory negotiation brings stakeholders together early in policy making processes. Despite agencies typically retain their right and responsibility, yet they could base their decisions on acceptable agreements by stakeholders (Coglianese, 1997, cited in Ansell, 2012).

Healey (1998) introduced a collaborative approach as a paradigm transformation of planning from a technical approach becomes communicative approach. In addition to the physical aspects, collaborative approach also considers a social aspect. The collaborative approach is the possible way in the planning process because it could be implemented in every place with various characteristic of people and the system of government. Collaborative planning needs time and step in its implementation.

Furthermore, Healey (1998) also summed up the steps of collaborative relationship with territorial stakeholders in five basic concepts, namely integrative place making, collaboration in policy making, inclusive stakeholder involvement, use of local knowledge, and building relational resources. Therefore, good communication among actors is a key cornerstone in the collaborative approach. Besides, by using collaborative approach, better result could be achieved if stakeholders understand the historical, cultural, knowledge and social contexts of a local society.

2.4. Conclusion

This research provides two theories, namely good governance and collaborative governance. In relation to the case study, these theories are used to give insight of governance and develop an idea of how to manage public transportation system. In realizing good governance depends on the three major actors that shape the governance, namely government, stakeholders, and community, as explained below:

1) Government

   Government as a decision maker becomes the crucial actor in public governance, thus the commitment is needed to achieve the desired goals. The government commitment could be understood as the seriousness of the government in the implementation of any plan, policy, or project for public interest. Moreover, government commitment includes institutional, political, and financial aspect.

2) Stakeholders

   The role of stakeholders, such as corporations, Non-Governmental Organization (NGO), and other entities in the decision-making process are important for the success of policy implementation. This is because the government puts huge effort by engaging its key stakeholders and managing stakeholder expectations. Stakeholder support includes knowledge, human resources, and financial aspect.

3) Community

   The government's policies are to meet the public interest, thus public participation could not be separated in the decision-making process to legitimize the policy and increase the public acceptability. Since a long time, the government only focuses on technical approach, instead of the communicative approach. Consequently, it was protested by the community since it does not provide benefits to them.

In relation to the good governance in public services, there are six core principles of good governance that could be adopted to examine the governance. Furthermore, understanding collaborative governance in establishing good governance is also essential as a technique used to resolve conflict and facilitate cooperation among actors involved. This is because, in implementing the principles of good governance, it involves multiple actors with multiple interests and needs a collective action. Therefore, the combination between good governance concept and collaborative governance theory becomes important to develop a conceptual framework in order to understand how the governance of public transportation system is implemented. Illustration of the conceptual framework is provided in the following figure:

2.5. Conceptual Framework


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        ┌──────────────────────────────────┐
        │        Problem background        │
        ├──────────────────────────────────┤
        │    Public transportation system  │
        └──────────────────────────────────┘
                         │
                         ▼
```

Commitment

Government

Collaborative approach

Stakeholders ⟷ Community

Support   Participation

To implement

Principles of Good Governance in Public Services

1. Focusing on the organisation's purpose and on outcomes for citizens and service users.
2. Performing effectively in clearly defined functions and roles.
3. Promoting values for the whole organisation and demonstrating the values of good governance through behaviour.
4. Taking informed, transparent decisions and managing risk.
5. Developing the capacity and capability of the governing body to be effective.
6. Engaging stakeholders and making accountability real.
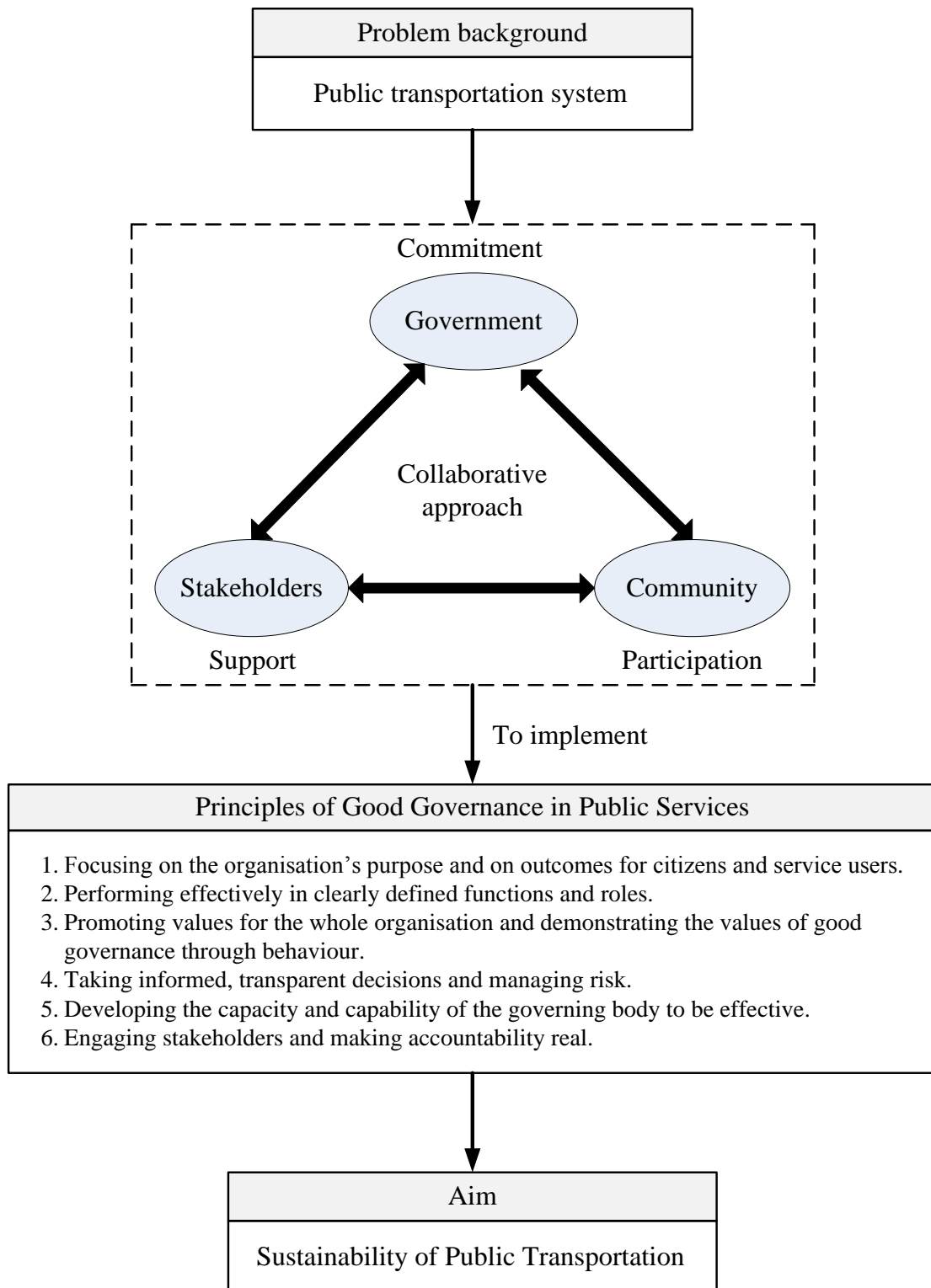
Aim

Sustainability of Public Transportation

Figure 2.3. Conceptual framework of governance in public transportation system (Source: Adapted from Rasul, 2009; The Independent Commission for Good Governance in Public Services, 2004)

CHAPTER 3:
RESEARCH METHODOLOGY

3.1. Case Study Method

Case study method is used in this research to achieve research objectives. Case study method systematically engages information collected about a person, social, event, or group to allow the researcher to effectively understand how it operates or functions (Berg, 2001). Furthermore, Yin (2003) mentioned that case study is preferred strategy when the researcher has little control over the event and make a contemporary phenomenon within some real-life context as a focus of research. Therefore, case study method in this research considered as an appropriate research strategy to get understanding of public transportation system in the metropolitan region. The case study of this research is Jakarta. This case study used to confirm the importance of good governance in public transportation systems in the metropolitan region because Jakarta metropolitan region has many issues related to the research topic. Jakarta is a capital of Indonesia and with its surrounding cities formed metropolitan region that officially known as Jabodetabek (Jakarta, Bogor, Depok, Tangerang, Bekasi), in which there are three provincial and nine local governments. The surrounding cities have dependency to Jakarta because Jakarta as the central of government and business. Yet the Jakarta Government has not been able to provide good public transportation system to support public's activities. Many government reports and archival records stated that the Jakarta metropolitan region needs the improvement of the transportation sector is also related to this research (see Appendix).

3.2. Data Collection Method

This research only collects secondary data, including archival records and documentation from various information sources due to limitation of place and time. Six major information sources commonly used in doing a case study, namely documentation, interviews, archival records, physical artifacts, direct-observations and participant-observations (Yin, 2003). Literature review of good governance perspective in public transportation service is used to answer the first research question. Empirical analysis of the case study by using qualitative content analysis is used to answer the second research question. The last research question is answered based on theory and practice related to the case study.

3.3. Literature Review

The literature review is used to build a foundation for the important idea in the problem statement and research objective, determine the topic of research, report the result of research and establish the importance of the current research in relationship to previous researches (Creswell, 2003, cited in Rocco and Plakhotnik, 2009). Furthermore, Rocco and Plakhtonik (2009) stated that the literature review is closely related to the development of new theoretical framework and conceptual framework used to develop new insight on social issues. The literature review is needed to explore the selected theory in order to be connected with empirical case study. This theoretical perspective results a conceptual framework in order to get an understanding of theory and practice. In this research, literature review of some theories, including good governance and collaborative governance is used to answer the first research question. Literature could be obtained from data sources, such as scientific journals, textbooks, research reports, and internet (see Table 3.1).

3.4. Qualitative Content Analysis

Content analysis is a research strategy that also known as a document analysis method and it allows the researcher to test theory to increase understanding of the data information (Cole, 1988, cited in Elo and Kyngas, 2007). Data sources appropriate for content analysis are texts attributed to written documents, verbal discourse, and visual representations (Krippendorff, 1989). For example, historical documents, newspaper, discussions, interviews, conversations, speeches, advertisements, drawings, performances, and theater (Mathison, 2005). Furthermore, Stages of content analysis start with preparation, organizing and reporting, afterward the result of content analysis is used to develop a conceptual model describing the phenomenon (Elo and Kyngas, 2007). Type of secondary data used for qualitative content analysis in this research is written documents, such as government reports, policy documents (law, regulation), and archival records (minute of meeting, workshop, and focus group discussion) (see Table 3.1 and Appendix). Based on the conceptual framework, the principles of good governance in public services are used as a guidelines in analysis. Given that the central and local government does not provide specific planning guidelines related to the implementation of good governance in the public transportation system, then the researcher needs to first classify the obtained data in accordance with the scope of each principle of good governance for analysis.

Table 3.1. Research methodology (Source: Author, 2015)

No.	Objective	Type of Data	Data Source	Data Collection Method	Analysis Method	Output
1.	To identify good governance concept in the governance of public transportation system in a metropolitan region	Past studies (good governance concept and theory of collaborative governance)	Scientific journals, textbooks, research reports, and internet.	Literature review	Descriptive analysis	To find out good governance concept in the governance of public transportation system in a metropolitan region
2.	To identify the current condition of public transportation system in the Jakarta metropolitan region as evaluated with principles of good governance	Government reports, policy documents (law, regulation), and archival records (minute of meeting, workshop, forum, and focus group discussion)	Government agencies, professional consultants, and internet.	Document review	Qualitative content analysis	To find out the current condition of public transportation system in the Jakarta metropolitan region as evaluated with principles of good governance and to formulate the possible strategies for improvement

4.1.   The Jakarta Metropolitan Region at a Glance

Jakarta (official name is the Special Capital Region of Jakarta) is a capital of Indonesia and with its surrounding cities formed metropolitan region that is officially known as Jabodetabek (Jakarta, Bogor, Depok, Tangerang, Bekasi). Geographically, Jakarta lies between $106^{o}48$' East longitude and $6^{o}12$' South latitude with elevation 7 m (23 ft) above sea level. There are 2 canals and 13 rivers in Jakarta that flow crosses the city from the south to the north. The total of land area is 662.33 square kilometers and the total of population in 2013 is 9,969,900 persons (Statistics of Jakarta, 2014) which means that the population density is 15,060 persons per square kilometers and tend to increase in every year because Jakarta as the central of government and business. The total of residential areas is 64.16% of the area of Jakarta. Along with the increase of population, then the need for space and transportation also increases to accommodate their activities and their movement from origin to destination. Moreover, the surrounding cities have dependency to Jakarta, such as Bogor, Depok, Serpong, Bekasi, and Tangerang. There are about 7 million commuters from the surrounding cities to Jakarta every day for working, studying, on business, or for leisure and social purposes[4]. Yet the Jakarta Government has not been able to provide good public transportation system. Thus, it causes transportation issues, such as increased car ownership, traffic congestion, increased fuel consumption, pollution emissions, and poor condition of public transportation.

Figure 4.1. Map of Jakarta[5], Indonesia[6]

4.2.   Macro Transportation Pattern

Macro transportation pattern is a system made to integrate transportation modes, infrastructure, and network in an area by taking into account the land use. Public transportation system in Jakarta consists of road-based public transportation and rail-based public transportation. According to the Jakarta Government (2007), there are three main public transportation development, namely Bus Rapid Transit (BRT), Light Rail Transit (LRT), and Mass Rapid Transit (MRT). Besides, the Jakarta Government also arranges other strategies for mobility management, such as Electronic Road Pricing (ERP), Park and Ride (P&R), parking control, increasing urban parking charges, odd/even number plates, staggered office hours, and ridesharing through traffic restrain zone system (three-in-one system). Three-in-one system is one of method in mobility management that has been implemented by the Jakarta Government since 1994 to reduce traffic congestion by maximizing passenger car capacity from Single Occupant Vehicle (SOV) to the High Occupant Vehicle (HOC) on a particular road segment.
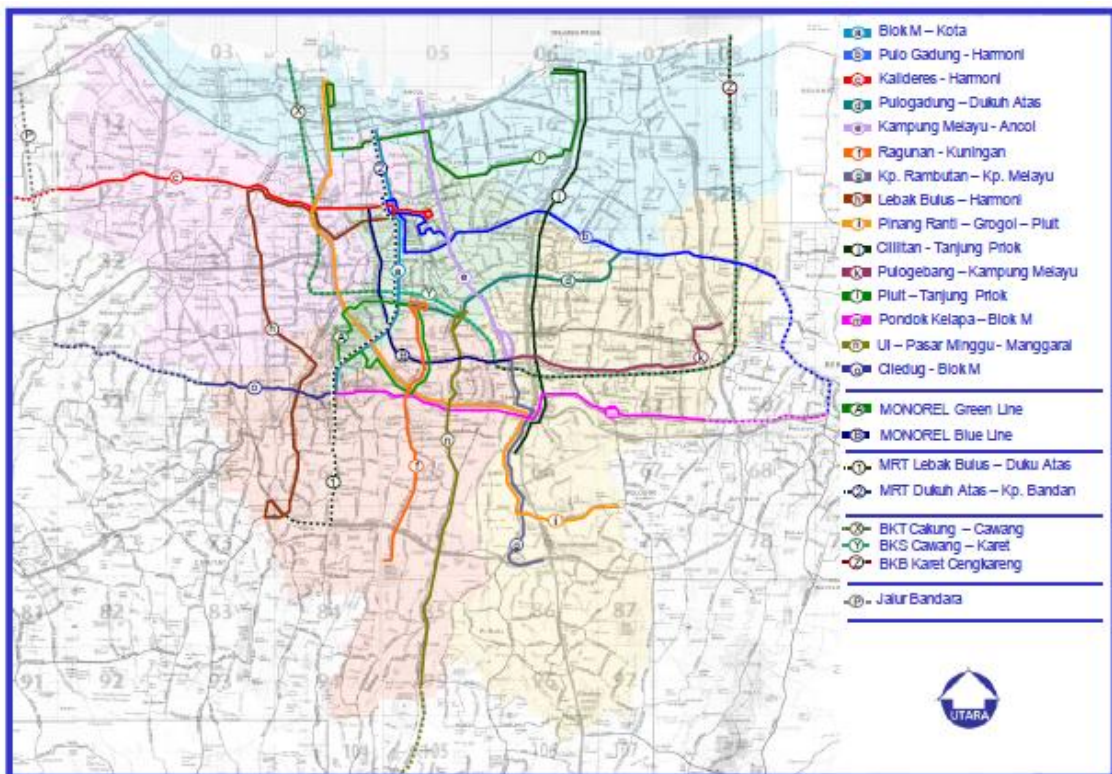

Figure 4.2. Public transportation network plan (Source: Jakarta Transportation
Scheme, 2007, cited in IndII, 2012)

4.3. Formal Public Transportation

Public transportation is vital for the majority of urban residents in developing countries because populations are increasing faster than private transportation ownership. Typically, there are formal public transportation and informal public transportation in developing countries. This is because formal public transportation is often regarded as inadequate, thus it needs to be replaced by informal public transportation. Formal public transportation refers to mass transportation, which is operated on particular routes with fixed schedule and fixed fare, such as BRT, LRT, MRT. These transportation services are provided by government, corporate, or cooperation between them. Besides, there is also hired-vehicles, such as taxi, rented car, and charter bus. These transportation services are provided by the private sectors.

Table 4.1. Classification of urban passenger transportation by type of usage (Source: Vuchic, 2007)

Characteristic	Type of Usage			
	Private	For-Hire		Public Carrier
Common designation	Private transport	Paratransit		Transit
Service availability	Owner	Public		Public
Service supplier	User	Carrier		Carrier
Route determination	User (flexible)	User		User (fixed)
Time-schedule determination	User (flexible)	User		User (fixed)
Cost-price	User absorbs	Fixed rate		Fixed fare
Carrier type	Individual			Group
Modes	Automobile, Motorcycle, Bicycle, Walking	Carpools, Vanpools	Taxi, Rented car	Dial-a-ride, (Jitney), Charter bus	Street transit, Semirapid transit, Rapid transit, Special and proposed modes
Area density	Low-medium	Origin: low Destination: high	Low		High-medium
Routing	Dispersed	Radial	Dispersed		Concentrated (radial)
Time	Off-peak	Peak only	All times		Peak
Trip purpose	Recreation, shopping, business	Work only	Business		Work, school, business

4.3.1. Transjakarta Busway

Transjakarta is the provider of BRT system or better known as Busway[7]. The institutional form of Transjakarta is currently Badan Layanan Umum (BLU) [Public Services Agency] that is under the supervision of transportation agency of Jakarta. BLU responsible for managing planning, operational and maintenance. The system of planning, infrastructure, management and control of Transjakarta Busway is provided by the Jakarta Government, while the operational and payments acceptance of the ticket system cooperated with the private sectors. Facilities and infrastructure of Transjakarta Busway specifically designed as a transportation system to carry passengers in large numbers. Transjakarta Busway began operation on 15 January 2004 and as the flagship program of the Jakarta Government for bus-based public transportation development. Transjakarta Busway is the pioneer of formal public transportation, which prioritizes safety, security, affordability, and comfort for the passengers, such as CCTV, security officers at the bus stop and on a bus, seats for women on the bus, and queue lines for women, elderly people, and disabled people. P&R facility is also provided for passengers at several bus stops, thus they could park bicycles, motorcycles or cars that used from the place of origin to the nearest bus stop (Kalideres, Ragunan, Lebak Bulus, Pulogadung, Pusat Grosir Cililitan, and Kampung Rambutan)[8]. Besides, several bus stop is also integrated with the railway stations of Jabodetabek Commuter Line (Cawang, Manggarai, Juanda, Gambir, Kebayoran Baru, Dukuh Atas, and Jakarta Kota). With 11 corridor lines, total passengers of Transjakarta Busway are in the range of 300,000 to 400,000 persons per day[9].

Figure 4.3. Transjakarta Busway at bus stop[10]

Figure 4.4. Network of Transjakarta Busway[11]

4.3.2. Jabodetabek Commuter Line

Jabodetabek Commuter Line or better known as Commuter (Indonesian: *Kereta Rel Listrik (KRL)* [Electrified Rail]), is a railway system provided to link Jakarta with its surrounding cities, namely Jabodetabek region. It is operated by the private sector, namely PT. KAI Commuter Jabodetabek, which is a subsidiary of the Indonesian national railways company, namely PT. KERETA API (Persero)[12]. The current trains are from PT. INKA (other subsidiaries of PT. KERETA API (Persero)) and ex-Japan Railways, Tokyo Metro, Tokyu trains, and Toei Subway. PT. KAI Commuter Jabodetabek responsible for operational which include planning, management, maintenance, and control, while infrastructure and subsidies are provided by central government through the Ministry of Transportation of Indonesia. PT. KAI Commuter Jabodetabek receives approximately 200 billion in subsidies from the central government to make affordable fares for passengers[13]. Besides, this public transportation service is very important for urban residents in the metropolitan region, there is an interdependency between Jakarta and its surrounding cities, mainly for working and studying purposes, thus the number of passengers tends to increase in every year. Since 2013, PT. KAI Commuter Jabodetabek cooperates with national banks to adopt electronic ticket along with a new fare system to improve Commuter service. With 6 integrated commuter lines, the number of Commuter passengers reaches an average of 700,000 persons per day and approximately 206 million persons used this Commuter service during 2014[14].

Figure 4.5. Jabodetabek Commuter Line at train station[15]
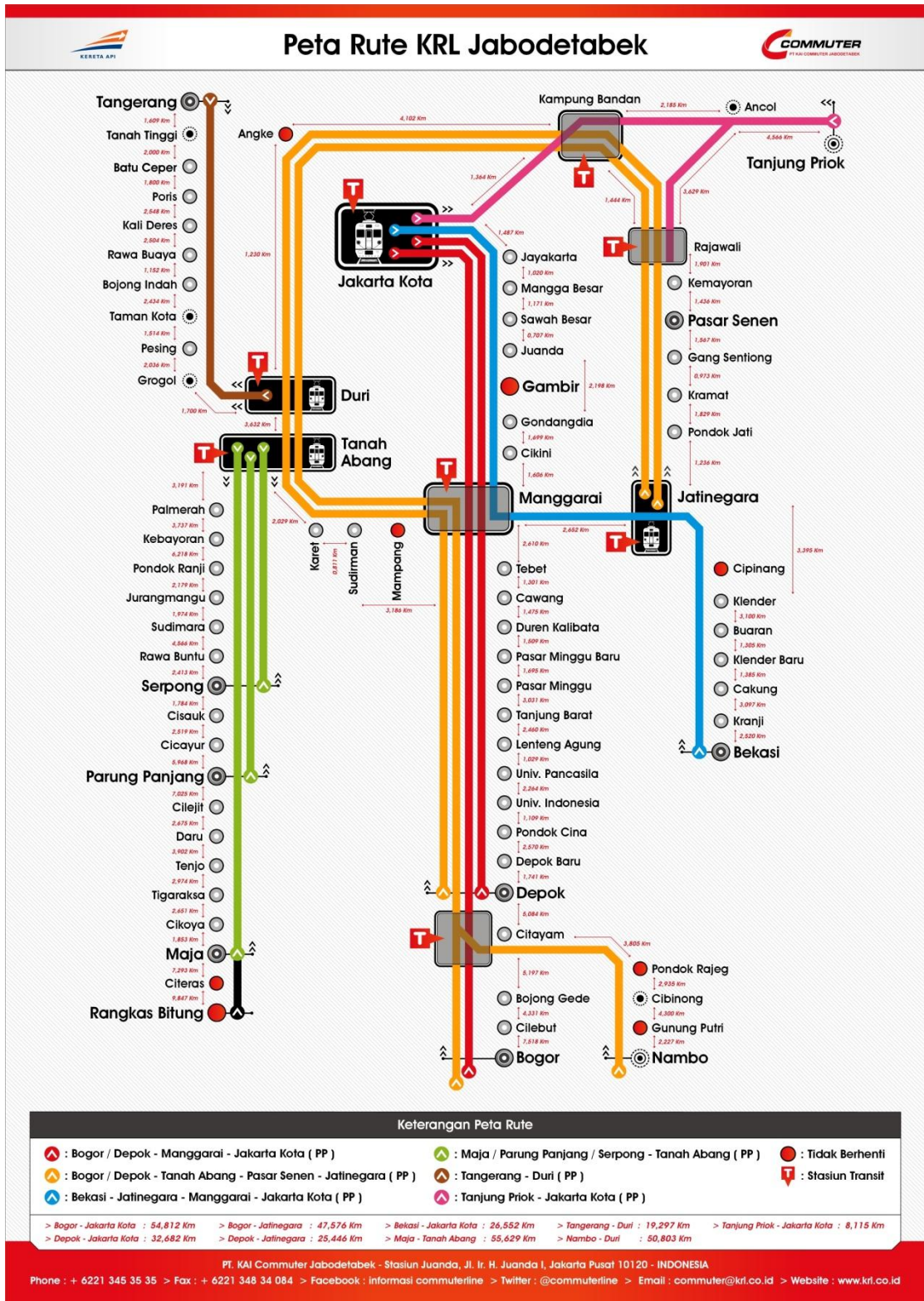
Figure 4.6. Network of Jabodetabek Commuter Line[16]

4.3.3. Mass Rapid Transit Jakarta

Mass Rapid Transit Jakarta (MRT Jakarta) is a new plan of rail-based public transportation developed by the Jakarta Government to overcome transportation problems in the Jakarta metropolitan region and expected to be operated in 2018. The planned network of MRT Jakarta will be integrated with BRT and LRT system in the future. Total length of MRT Jakarta lines is 110.8 km, which consist of two corridor lines, namely south-north corridor (Lebak Bulus - Kampung Bandan) with a length of 23.8 km and east-west corridor with a length of 87 km[17]. Currently, the infrastructure of MRT Jakarta is under construction by PT. Mass Rapid Transit Jakarta (PT. MRT Jakarta). PT. MRT Jakarta is a regional owned enterprise of the Jakarta Government, which is responsible for engineering service, construction, operation, and maintenance[18]. In stage of engineering service, PT. MRT Jakarta is responsible for the tender process. In stage of construction, PT. MRT Jakarta represents the Jakarta Government to sign a contract with construction contractor and construction consultant. In stage of operation and maintenance, PT. MRT Jakarta is responsible for the operation and maintenance of MRT Jakarta and ensuring the achievement of a sufficient passenger number to provide a decent revenue for the company.
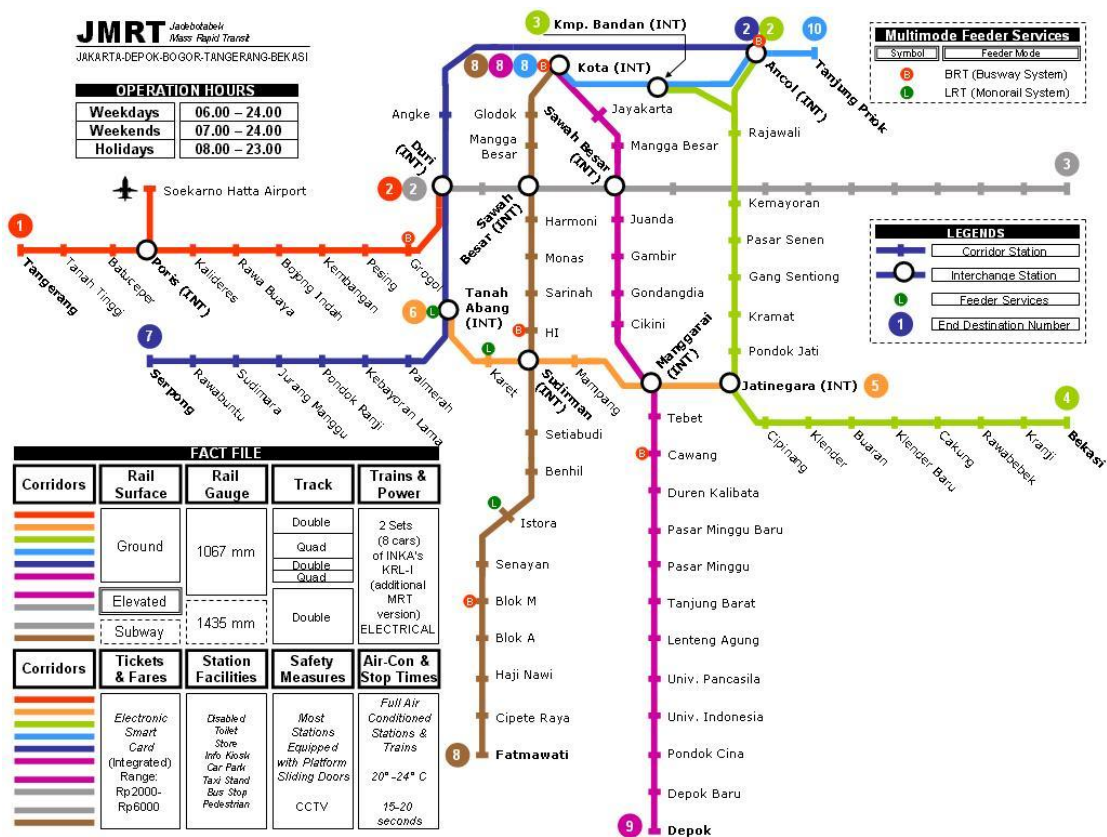
Figure 4.7. Planned network of Mass Rapid Transit Jakarta[19]

4.3.4. Jakarta Monorail

Simultaneously with the development of MRT Jakarta, the Jakarta Government also develops a monorail system, namely Jakarta Monorail. Jakarta Monorail is the first LRT system in Indonesia developed since 2004 to be operated in Jakarta. Total length of a planned network of Jakarta Monorail is 28 km and consists of two corridor lines with 30 stations. The two corridor lines are called 'green line' (covering the area: Kampung Melayu, Tebet, Kuningan, Casablanca, Tanah Abang, Roxy, Taman Anggrek) and 'blue line' (covering the area: Kuningan, Kuningan Sentral, Gatot Subroto, Senayan, Asia Afrika, Pejompongan, Karet, Dukuh Atas). This monorail construction was revived by a private company, namely PT. Jakarta Monorail in 2013 after earlier construction was abandoned in 2008 due to legal disputes and financial problems. But in early 2015, this contract was cancelled by the Jakarta Government because the Jakarta Government doubts the ability of PT. Jakarta Monorail to fund the project and the route proposed by PT. Jakarta Monorail was not feasible, thus the Jakarta Government would consider to hold a new tender for continuing the monorail construction[20]. Furthermore, many criticisms come from a number of analysts and commentators about the project costs (compared to BRT) and the lack of capacity (compared to MRT), thus it was not suitable and not economic for Jakarta. The deputy minister of transportation of Indonesia, Bambang Susantono, also argued that other public transportation modes need to be adapted to the Jakarta's characteristics and the monorail was not sustainable for Jakarta in the long term[21].

Figure 4.8. Planned network of Jakarta Monorail[22]

4.4. Informal Public Transportation

Informal public transportation refers to the low-cost and low-performance public transportation because the vehicle tends to be old and the cost of operation and maintenance also tends to be minimized in order to get higher profits. Furthermore, it is provided by informal operators or personal freelancers with flexible schedule and routes in their operation, such as minivans, minibuses, three−wheelers, hired-motorcycles, and pedicabs. On the one hand, informal public transportation has some weaknesses, such as the lack of accountability, the lack of safety, poor planning, the vehicle is old and poorly maintained. On the other hand, informal public transportation in developing country also provides benefits for local government and people mobility in urban areas. This is because informal public transportation could support formal public transportation and contributes to local economic development from the payment of vehicle registration, fuel tax, driving license, and other operational fee. Besides, it could be a job opportunity for unemployed people or marginalized groups.

Table 4.2. The differences between formal and informal public transportation (Source: Adapted from Cervero, 2000)

Dimension	Public Transportation	
	Formal	Informal
User group	Middle and upper class	Lower class and poor
Political support	Strong	Weak
Legitimacy	Legal and regulated	Some of them are illegal and unregulated
Internal organization	Orderly and vertically integrated	Less structured and horizontally integrated
Venture capital	Intensive	Minimal
Financial support	Commercial banks	Family and loan sharks
Technology level	High	Low
Skill level	Knowledge-based and cognitive	Labor-based and adaptive
Legal status	Registered	Some of them are not registered

In Jakarta, rapid population growth, limited accessibility and poor condition of formal public transportation services have triggered the development of informal public transportation services, such as minivans (Indonesian: *angkot*), hired-motorcycles (indonesian: *ojek*), three−wheelers (Indonesian: *bajaj*), and minibuses (Indonesian: *metromini*). These are operated by individual entrepreneurs, cooperative groups or small private companies. They are purely profit-oriented because their business is a main source of income and the quality of services is not prioritized, thus it often causes traffic accidents. To date, the Jakarta Government has not been able to manage the operations of informal public transportation, thus it seems uncontrolled because there is a competition among informal public transportation or between formal public transportation and informal public transportation. On the one hand, compared to formal public transportation, informal public transportation could be cheaper, faster, reliable, and more accessible. On the other hand, informal public transportation is often oversupply, unsafe, and unregulated.

Minivans (Indonesian: *angkot*)[23]

Hired-motorcycles (Indonesian: *ojek*)[24]

Three−wheelers (Indonesian: *bajaj*)[25]

Minibuses (Indonesian: *metromini*)[26]

Figure 4.9. Informal public transportation in the Jakarta metropolitan region

4.5. Actors in the Public Transportation System

4.5.1. Ministry of Transportation

The Ministry of Transportation (MOT), formerly Department of Transportation, is a transportation authority at the national level in Indonesia and located in the capital city of Indonesia, namely Jakarta. The MOT has been established since the beginning of Indonesia's independence in 1945 and responsible for the governance and regulation of transportation at national level in Indonesia. The MOT led by the Minister and is under and is responsible to the President. Specifically, the MOT has several functions as follows (Indonesian Government, 2015):

- Formulation, determination, and implementation of policy in the field of organizing services, safety and security of transportation, as well as the improvement of operations, accessibility, connectivity, and capacity of transportation facilities and infrastructure.

- Implementation of technical guidance and supervision for organizing services, safety and security of transportation, as well as the improvement of transportation facilities and infrastructure at the provincial and local level.

- Implementation of research and development in the field of transportation.

- Implementation of the human resources development of transportation.

In carrying out the duty, the MOT also provides several services for civil society, business community, and freight operators, such as procurement of goods and services, public complaints, webmail ministry of transportation, policy info, investment opportunities, licensing, certification, and formal education.

4.5.2. Transportation Agency of Jakarta

Based on the decentralized system of government in Indonesia, each level of government (state, provincial, and local) has transportation agency to manage the transportation system in its territory (state, province, or municipality/regency). The official name of transportation agency in Jakarta is *Dinas Perhubungan Jakarta (Dishub Jakarta)* [Transportation Agency of Jakarta] and it is not extended agency of state transportation agency, the MOT. The Transportation Agency of Jakarta responsible for formulating and implementing the policies in the transportation sector in Jakarta, which includes planning, management, coordination, control, evaluation,

and the development of infrastructure and facility in the transportation system in Jakarta, which includes public transportation or private transportation. These responsibilities also include waterways, railways, civil aviation, land transportation, and sea transportation[27].

4.5.3. Development Cooperation Agency

Badan Kerjasama Pembangunan (BKSP) Jabodetabek [Development Cooperation Agency of Jakarta Metropolitan Region] is the cooperation agency which its members are three provincial governments, namely Jakarta Province, West Java Province, and Banten Province. Currently, the head of the BKSP is the Governor of West Java Province, Ahmad Heryawan. The BKSP was founded in 1976 based on a presidential directive for the development of spatial and transportation in the Jakarta metropolitan region to be more integrated. Furthermore, the BKSP is also for overcoming urban issues by facilitating the meetings among relevant agencies and decision-making by mutual agreement among participants. The BKSP does not have authority in decision-making and tends to be a place for discussion rather than clarifying its responsibility, thus the BKSP could not function as an agency for transportation planning from a metropolitan perspective (Kawaguchi et al., 2013). Financial and human resources of the BKSP depends on province's participation, thus the total amount of funds and the usage are restricted. Therefore, it is difficult to fully perform its responsibility as an agency to realize an integrated plan of the entire region (JICA and BAPPENAS, 2004, cited in Kawaguchi et al., 2013).

4.5.4. Jakarta Transportation Council

Dewan Transportasi Kota Jakarta (DTKJ) [Jakarta Transportation Council] is an organization founded in 2003 based on Jakarta Governor Regulation number 12 year 2003 as a forum for consultation and coordination between the representative of Jakarta community and the Jakarta Government to solve transportation problems in Jakarta only and instead of the Jakarta metropolitan region [28]. The main function of DTKJ is to provide advice to the Jakarta Governor in decision-making related to the transportation system in Jakarta. DTKJ consists of multiple actors with various backgrounds, namely transportation agency of Jakarta, Jakarta Police Department, transportation entrepreneurs, transportation crew, transportation expert, transportation users, NGO, and academics.

4.5.5. Indonesia Transport Society

Masyarakat Transportasi Indonesia (MTI) [Indonesia Transport Society] is a professional organization for the development of transportation in Indonesia[29]. MTI founded in 1995 and its members are bureaucrats, academics, transportation entrepreneurs, and transportation expert. The function of MTI is to bridge communication between government, stakeholders, and community through the national or international events, such as seminar, workshop, conference, executive gathering, short-course, and training. Besides, MTI also provides fellowship in the field of transportation and periodically publishes scientific journal, scientific magazine, and newsletter in the field of transportation.

4.5.6. Organization of Land Transportation

Organisasi Angkutan Darat (ORGANDA) [Organization of Land Transportation] founded in 1963 based on ministerial regulation. ORGANDA is the single professional organization acknowledged by the Indonesian Government to represent semiformal and informal public transportation entrepreneurs in the land transportation sector. The main function of ORGANDA is to bridge communication between government and public transportation entrepreneurs related to public transportation policy, such as routes and fares arrangement[30]. The members of ORGANDA is public transportation entrepreneurs and the daily operational cost of this organization is also financed by its members. ORGANDA exists at each level of government, namely national, provincial, and local government.

4.5.7. Institute for Transportation and Development Policy

Institute for Transportation and Development Policy (ITDP) is an NGO to promote environmentally sustainable transportation policies and worldwide projects[31]. The ITDP founded in 1985 by sustainable transportation advocates in the U.S. and currently the ITDP exists in Indonesia, Africa, China, India, Mexico, South America, and the United States. The ITDP focuses on cooperation with the NGOs and municipalities in developing countries to implement projects to reduce transportation emissions and accidents, or improve the basic mobility of the poor. The primary programs of the ITDP are the development of Transit-oriented Development (TOD), BRT systems, Traffic Demand Management (TDM), facilities for pedestrians and bicycles, parking regulations, and city centers.

4.6. Identifying Barriers of Public Transportation System

Identifying barriers become important since it is used as a base to formulate possible strategies for improvement. Barriers identification could be conducted through deductive process and inductive process. Tan et al. (2014) stated that deductive process is started from theoretical concepts as a guidance to conduct observations and collect findings from multiple actors through policy analysis, interview and focus group discussion, then followed by an inductive process starts with the observations and collect findings to develop a conceptual framework. Furthermore, policy analysis could be conducted through evaluation report, policy document, and instrument guide from all levels (Korteweg, 2007; VenW, 2004; 1993; OECD, 2007, cited in Tan et al., 2014). In this research, barriers identification conducted based on policy analysis through evaluation report. There are some barriers in public transportation systems in the Jakarta metropolitan region that could be classified into physical barriers and nonphysical barriers as described below (IndII, 2012; MOT, 2012):

4.6.1. Physical Barriers

- Many people who illegally park their vehicles on the street, thus it could decrease traffic lane and cause traffic congestion, mainly during peak periods.
- The width of slow lane is not sufficient. There should be no bus shelters or vehicle stopping in the slow lane. This condition could decrease traffic lane, cause traffic congestion, and influence the operation of public transportation.
- Lack of P&R facilities on the outskirts of Jakarta in order to reduce traffic congestion, reduce the number of vehicles entering Jakarta, and increase the use of public transportation.
- Busway services do not meet minimum standards of service. Many road users interfere with the smooth flow of buses by entering the busway lane, sometimes it causes long queues in the busway lane. The inconsistent arrival of buses and crowds of passengers in busway shelters because waiting time for buses reaches approximately 30 minutes to 1 hour. Lack of interconnections between busways and railways. The fleet size is inadequate and passenger information (gate, route, bus) is not complete. Poor condition of busway infrastructure (lanes, bus stop, etc.). These conditions lead people to prefer using their own vehicles.

- Lack of safety and comfort of pedestrian paths. Many illegal users of the sidewalk, such as street vendors that could hinder the pedestrian movement. Moreover, lack of pedestrian paths for the disabled. This is because sidewalk condition could influence the use of public transportation.

- Ticketing system for road- and rail-based public transportation is not effective because it is not integrated, thus it could increase travel costs.

4.6.2. Nonphysical Barriers

- Lack of coordination among government agencies and stakeholders. This is because too many actors involved. There are approximately 18 government agencies playing a role in overcoming transportation problems in the Jakarta metropolitan region. A plan for the establishment of new transportation authority to handle transportation affairs in the Jakarta metropolitan region is in process. This new transportation authority is *Otoritas Transportasi Jakarta (OTJ)* [Jakarta Transportation Authority]. OTJ responsible for facilitating coordination among agencies involved and monitoring the implementation of the transportation plan.

- Many agencies are lack of necessary budget and resources to conduct their task, thus they failed to show their commitment in implementing the public transportation program and action plan. Media plays a role in putting pressure and monitoring government and stakeholders by informing the public on the progress in implementing the public transportation program and action plan.

- Lack of supporting regulations either in national or local level to implement any measures. Travel demand growth has not been accommodated by good public transportation system. Thus the public tends to use private vehicles, and this has been exacerbated by the strong penetration from the manufacturers of private vehicle to make people could have the cars and motorcycles easily.

- Traffic law enforcement is difficult because the numbers of patrol officers are limited and inadequate for the large volume and variety of private and public vehicles on the roads. To resolve this problem, Electronic Traffic Law Enforcement (E-TLE) for road users is recommended to be introduced soon and one method being proposed is an ANPR (Automatic Number Plate Recognition) technology.

5.1. Introduction

This chapter aims to provide the analysis of policy strategies based on the conceptual framework to improve public transportation system in the Jakarta metropolitan region with focus on the implementation of the principles of good governance, the role of actors involved (government, stakeholders, community), and policy instruments. This research uses qualitative content analysis to analyze documents collected, such as government reports, policy documents, and archival records from data sources, such as government agencies, professional consultants, and internet (see Appendix).

5.2. Legal and Institutional Framework

There are many actors involved in the case of public transportation system in the Jakarta metropolitan region, as explained in the following table and figure below:

Table 5.1. Overview of actors involved in public transportation system (Source: Author analysis, 2015)

Actor	Interest	Description
Ministry of Transportation	Improving public transportation system in Indonesia.	Directive
Transportation Agency of Jakarta	Improving public transportation system in the Jakarta metropolitan region.	Directive
Freight operators	Managing operational of public transportation and increasing profit.	Directive
Non-Governmental Organization	Promote sustainability of public transportation policies.	Coordination
Community groups	Supervising the decision-making process related to public transportation.	Coordination
Passengers	Public transportation that satisfactory and adequate in quantity and quality.	Coordination

Figure 5.1. Link between actors involved in public transportation system (Source: Author analysis, 2015)

Legend:

⟶ Directive

– – – – – Coordination
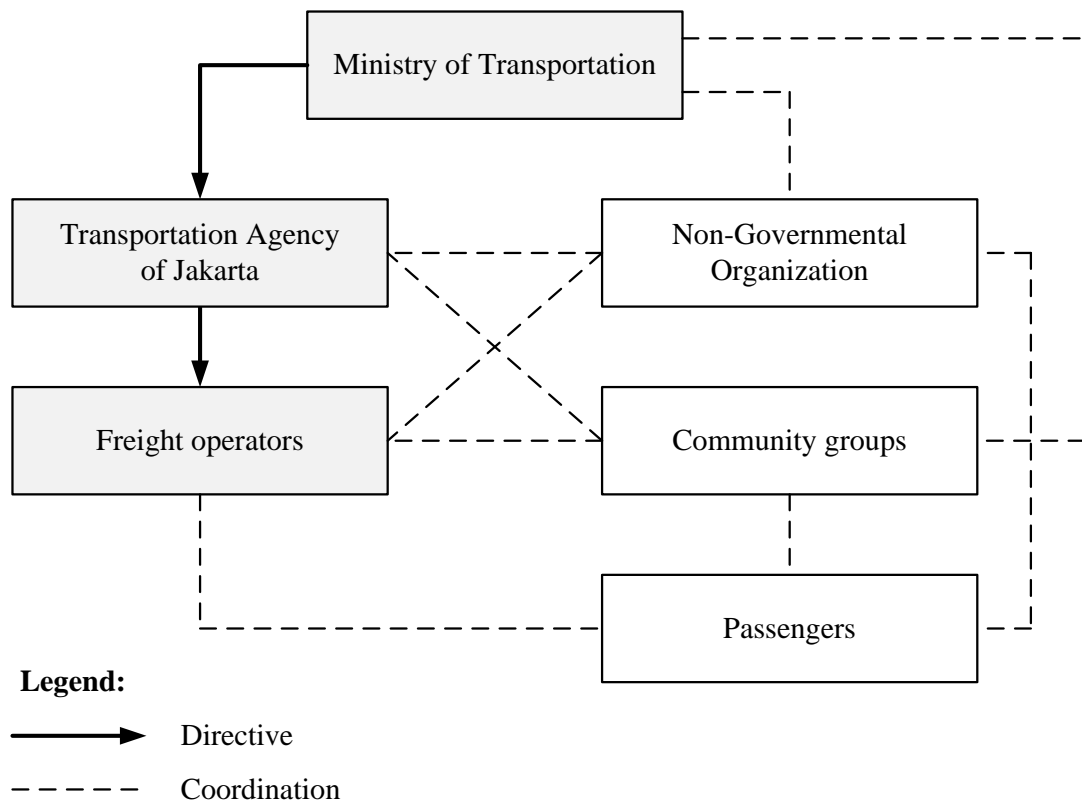
- Government commitment

  Decentralized system of government in Indonesia causes many government agencies established at each level of government (national, provincial, local) and has the autonomy to manage public transportation affairs in its territory. Lack of harmony in coordination between the Jakarta Government and stakeholders could influence the implementation of public transportation policies. Moreover, Jakarta and its surrounding cities formed Jakarta metropolitan region, in which there are three provincial governments and nine district governments. Inefficient governance in the public transportation system could hinder development of Jakarta and cause higher costs of social and economic activities. Therefore, this fact requires the need for full commitment of the Jakarta Government through institutional, political, and financial support in the implementation of any policy. Besides, the consistency of coordination, commitment, and cooperation between stakeholders is also needed to be maintained.

- Stakeholder support

  Stakeholders, including government, NGO, corporate, and other entities play an important role in the decision-making process for the success of policy implementation by government in order to accommodate public interests. This is because the government puts huge effort by engaging its key stakeholders. In Jakarta's case, cooperation between the Jakarta Government and stakeholders, such as provincial and local government of the surrounding cities (Bogor, Depok, Tangerang, Bekasi), BKSP [Development Cooperation Agency], ORGANDA [Organization of Land Transportation], etc. in managing public transportation system is very complicated. For example, BKSP established to support coordination among the governments of the Jabodetabek region on integrated infrastructure development. The main task of BKSP is to determine cooperation, plan, and support the implementation. Besides, other tasks of BKSP include acting as mediator in disputes among local governments; and resolving spatial, economic, and social issues raised by local governments. In fact, the performance of BKSP is not optimum, which focuses only on coordination between Jakarta and West Java province. Lack of BKSP planning personnel as a technical coordinator and lack of capacity, funds, and authority for coordination and planning.

- Participation of community

  The main function of government is to accommodate the public interest. Thus, participation of community, either conducted directly or indirectly becomes important in the decision-making process to legitimize the government's policies and increase the public acceptability. In 2003, the Jakarta Government established DTKJ as a forum for consultation and coordination between the representative of Jakarta community and the Jakarta Government to solve transportation problems in Jakarta. Through this forum, the Jakarta community is expected could optimize their participation in supervising the Jakarta Government's decision-making process related to the public transportation development. In addition to the DTKJ, there is also a professional organization which called MTI that was founded in 1995. The function of MTI is the same as DTKJ, but the scope of MTI is Indonesia.

- Policy instruments

Regulation is a basic requirement for planning and implementation. Related to that, the public transportation system in the Jakarta metropolitan region is regulated at central level, such as Act/Law and local level, such as Governor Regulation. Furthermore, these regulations are explained in detail as follows:

At central government level, road-based public transportation is regulated in the Law number 22 year 2009 regarding Traffic and Road Transportation, which in article 138 stated that "Public transportation is organized in order to meet the transportation needs which is safe, secure, convenient, and affordable…..". Furthermore, in article 139 clause (2) stated that "Local government must ensure the availability of public transportation for people and/or goods.....".

The regulation of rail-based public transportation is provided in the Law number 23 year 2007 regarding Railways, which in article 133 clause (1) stated that "In organizing the transport of persons with train, railway operator must prioritize the safety and security of the person; and prioritize the services for public interest.....".

At local government level, road- and rail-based public transportation are regulated by Jakarta Governor Regulation number 12 year 2003 regarding Traffic and Road Transportation, Railways, Inland Waterways, and Ferry in Special Capital Region of Jakarta, which in article 23 clause (1) stated that "The vehicle operated on the road should be in accordance with its function, meet the technical requirements and roadworthy, and in accordance with the road grade". In article 83 clause (1) stated that "Organizing of infrastructure and facilities of railways....., carried out by taking into account: interests of public service, safety of rail operations, security and order in services, continuity of services, passenger comfort".

In general, transportation system in the Jakarta metropolitan region is regulated in Jakarta Governor Regulation number 103 year 2007 regarding Macro Transportation Pattern, which in article 3 clause (a) stated that "Objectives of transportation system development are optimizing the use of public transportation as the backbone of the system".

In addition to the regulations described above, there are several regulations as a guidelines to improving the public transportation system in the Jakarta metropolitan region as shown on the following table below:

Table 5.2. Regulations of public transportation system (Source: Author, 2015)

No.	Regulation	Content
1	Law number 22 year 2009	Traffic and Road Transportation
2	Law number 23 year 2007	Railways
3	Government Regulation number 74 year 2014	Road Transportation
4	Government Regulation number 72 year 2009	Traffic and Railways Transportation
5	Ministerial Regulation of Transportation number 10 year 2012	Minimum Service Standards for Road-Based Public Transportation
6	Ministerial Regulation of Transportation number 48 year 2015	Minimum Service Standards for Rail-Based Public Transportation
7	Jakarta Governor Regulation number 12 year 2003	Traffic and Road Transportation, Railways, Inland Waterways, and Ferry in Special Capital Region of Jakarta
8	Jakarta Governor Regulation number 103 year 2007	Macro Transportation Pattern
9	Jakarta Governor Regulation number 1 year 2012	Jakarta Spatial Plan 2030

5.3.   Good Governance in Public Transportation System

Providing public transportation services which characterized by the principles of good governance is a good effort from the government. Principles of good governance is not only to be understood and applied, but also to assess the current practice of governance and improve it. To know the current practice of governance of public transportation system in the Jakarta metropolitan region, this section provides the qualitative content analysis by reviewing relevant written documents based on the conceptual framework. The principles of good governance adapted from The Independent Commission for Good Governance in Public Services (2004) are used as a guidelines to analyze in this research as follows:

Table 5.3. Matrix of qualitative content analysis of written documents on governance of public transportation system in the Jakarta metropolitan region (Source: Author analysis, 2015)

No.	Principles of good governance	Current practice	Possible strategies for improvement
1	*"Focusing on the organization's purpose and on outcomes for citizens and service users"* In this principle, good governance means the purpose of organization in public transportation system and its desired outcome of policy implementation for service users and citizens is clear, making sure that a high quality of public transportation services is received by service users, and making sure that the value for money is received by taxpayers.	Some policy documents (see Appendix) show that both the Indonesian Government and the Jakarta Government have regulations regarding minimum service standards and development plan for road- and rail based public transportation. Yet many government reports and study reports (see Appendix) indicate that the current condition of public transportation in the Jakarta metropolitan region is inadequate in quantity and quality. Besides, formal and informal public transportation is less integrated because some types of informal public transportation are not clearly regulated, such as *bajaj* and *ojek*. Thus, the public tends to use private transportation, such as cars and motorcycles. Finally, it could be concluded that this principle has not been fully implemented by the Jakarta Government.	The Jakarta Government should have clear targets and time achievement to meet minimum service standards. Besides, competition between formal and informal public transportation should be eliminated. It could be conducted by integrating both formal and informal public transportation and enlarging the catchment area or accessibility of public transportation, mainly residential areas. Thus, it could increase public's interest in using public transportation and people does not depend on private transportation.

No.	Principles of good governance	Current practice	Possible strategies for improvement
2	*"Performing effectively in clearly defined functions and roles"* In this principle, good governance means the functions of the organization in the public transportation system is clear, the responsibilities of the executive and nonexecutives are clear and making sure that it is carried out, and the relationship between government and the community is clear.	A study report (see Appendix) indicates that there are approximately 18 government agencies playing a role in overcoming transportation problems in the Jakarta metropolitan region. Decentralized system of government in Indonesia causes many government agencies established and has the autonomy to manage public affairs in its territory. In fact, their function and role is not significant because lack of commitment, coordination, and cooperation. The establishment of new transportation authority, namely OTJ to handle transportation affairs in the Jakarta metropolitan region is in the process. The OTJ responsible for facilitating coordination among agencies involved and monitoring the implementation of the transportation plan. Furthermore, the function of MTI and DTKJ is to bridge communication between government, stakeholders, and community. Finally, it could be concluded that the implementation of this principle needs to be improved.	The Jakarta Government should work collaboratively with the other government agencies from the surrounding cities of Jakarta. It means that a collaborative approach should be adopted to prevent misunderstandings between them, accommodate multiple interests from multiple actors, and improve their commitment, coordination, and cooperation. Besides, the Jakarta Government should encourage stakeholder support by involving the private sector to get financial support, such as PPP (Public Private Partnership) or CSR (Corporate Social Responsibility).

No.	Principles of good governance	Current practice	Possible strategies for improvement
3	*"Promoting values for the whole organization and demonstrating the values of good governance through behavior"* In this principle, good governance means organizational values in public transportation systems are applied in practice and the government performing in ways that indicate effective governance.	Currently, the Indonesian Government formally has a policy regarding the values of good governance to be implemented in all sectors of public affairs by all levels of government, namely *Peraturan Presiden Republik Indonesia nomor 81 tahun 2010 tentang Grand Design Reformasi Birokrasi 2010-2025* [Presidential Regulation number 81 year 2010 regarding the grand design of bureaucracy reformation 2010-2025]. In fact, some government reports (see Appendix) indicate that there is a weakness in the performance of government agencies, such as lack of human resources and state budget. It means that the governance of public transportation system in the Jakarta metropolitan region is not effective. This is because too many government agencies and stakeholders involved in managing public transportation. Thus, it needs much state budget to cost operational of the organization. Moreover, the building of new authority, namely OTJ would also increase the use of the state budget. Finally, it could be concluded that the implementation of this principle needs to be improved by the Jakarta Government.	A bureaucracy reformation process related to overlapping between the functions of government that involving bureaucrats and requiring large budgets. Therefore, the Jakarta Government need to revise and rearrange regulations, modernize the policies and practice of management, and adjusting the functions of government agencies with new role and paradigm. In addition, it also needs to rearrange the bureaucracy process from the highest level to the lowest level and conduct a breakthrough innovation with incremental steps, concrete, realistic, earnest, out of the box thinking, and with tremendous effort.

No.	Principles of good governance	Current practice	Possible strategies for improvement
4	*"Taking informed, transparent decisions and managing risk"* In this principle, good governance means the decisions are taken transparently, applying good quality support, advice and information, and making sure that a risk management system is operated effectively in the public transportation system.	Currently, the Indonesian Government formally has a policy regarding openness of public information and transparency, namely *Undang-Undang nomor 14 tahun 2008 tentang Keterbukaan Informasi Publik* [Law number 14 year 2008 regarding the openness of public information]. According to this law, the public have a right to get information from government agencies regarding policies, programs, and budgeting. It also considered as public supervision to the performance of government agencies to meet the public interest. To implement this principle, a government report (see Appendix) shows that the government agencies hold socialization and publication of program, action plan, and budgeting in media companies, including newspapers and television stations. Finally, it could be concluded that the implementation of this principle is quite good, the consistency of this principle needs to be maintained by the Jakarta Government, stakeholders, and community.	The socialization of public transportation policies in the media as well as directly by the Jakarta Government could make the community aware what actually those policy purposes. This is because media play a role in putting pressure and monitoring government and stakeholders by informing the public on the progress in implementing the public transportation programs and action plan. It needs a greater trust of the community to increase their interest in using public transportation due to bad governance.

No.	Principles of good governance	Current practice	Possible strategies for improvement
5	*"Developing the capacity and capability of the governing body to be effective"* In this principle, good governance means making sure that elected and appointed government have the experience, knowledge, and skills to perform well, developing and evaluating the people capability with governance responsibilities, as a group and as individuals, and striking a balance between continuity and renewal in the membership of the organization in the public transportation system.	A government report (see Appendix) shows that in developing the capacity and capability of the officers and the government agencies, the Indonesian Government with international organization held some training events, such as counterpart study group meetings; intensive training on comprehensive urban transportation, including transportation theories, Geographic Information Systems (GIS), and transportation software; one-day workshop on transportation planning software; and short seminar on transportation planning software. In these activities, technical knowledge transfer and discussions among participants were conducted. Besides, the transportation experts was proactively involved because these activities were planned, organized, coordinated, and lectured by the transportation experts. Finally, it could be concluded that the consistency of this principle needs to be maintained by the Jakarta Government	The Jakarta Government needs to develop its capacity and capability to be able to compete competitively in globalization era and implement good governance. Strategies that could be done is by reforming the organization structure into the good governance-oriented organization structure and involving technical expertise from NGO for knowledge transfer. Thus, it could accelerate the effectiveness of the organization, realize the vision and mission of organization with excellent results, and become a world-class organization.

No.	Principles of good governance	Current practice	Possible strategies for improvement
6	*"Engaging stakeholders and making accountability real"* In this principle, good governance means understanding the relationships between formal and informal accountability, taking a planned and active approach to dialogue with the public and accountability to the public, taking a planned and active approach to responsibility to the staff, and involving institutional stakeholders effectively in the public transportation system.	Many policy documents, government reports, and study reports (see Appendix) show the important role of community in the public transportation planning. The Jakarta Government involves national and international stakeholders to support public transportation policies. Besides, the community represented by DTKJ and MTI is also involved in supervising the decision-making process by the Jakarta Government related to the public transportation development. But public participation is only represented by an organization, such as MTI and DTKJ, sometimes it does not effectively representing public interests. This is because the communication among them conducted only through an event held by MTI and DTKJ, such as seminar, workshop, and conference. Finally, it could be concluded that the implementation of this principle is quite good, the consistency of this principle needs to be maintained by the Jakarta Government, stakeholders, and community.	The Jakarta Government should facilitate the entire community, irrespectively of their background, either low or high level in providing their opinion directly to the government. Thus, bottom-up communication and two-way information exchange could be built between government, stakeholders and the community. This is because the main objective of the government's policy is to meet the public interest. Therefore, public participation could not be separated in the decision-making process to legitimize the policy and increase the public acceptability.

CHAPTER 6:
CLOSING

6.1. Introduction: Key Findings

This research explores governance perspective on public transportation system in a metropolitan region, including actors involved, decision-making process, government system, and the characteristics of spatial and demography. The case study of this research is a public transportation system in the Jakarta metropolitan region. This case study is used to confirm the implementation of the principles of good governance in public services of the transportation system in a metropolitan region. The interesting issue is the governance plan to improve public transportation system in a metropolitan region. According to the theoretical framework developed, the implementation of the principles of good governance in public services is influenced by government commitment, stakeholder support, and participation of community. After doing a qualitative content analysis of relevant written documents collected to find key points, it indicates that the principles of good governance has not been fully implemented by the Jakarta Government and it is confirmed by relevant data collected.

Specifically, in the case of public transportation system in Jakarta metropolitan region, it is lack of harmony in commitment, coordination, and cooperation among actors involved. Decentralized system of government in Indonesia causes many government agencies established at each level of government. Thus, it is too many government agencies involved playing a role in overcoming public transportation problems in the Jakarta metropolitan region. Moreover, stakeholder support and participation of community are not significant because the communication between government, stakeholders, and the community tends to top-down approach rather than bottom-up approach. Besides, the current condition of public transportation is unsatisfactory and inadequate in quantity and quality. Finally, it also has social, economic and environmental consequences, thus it is difficult to achieve sustainability of public transportation. This research finds that the role of Jakarta Government in collective action is important. The Jakarta Government with stakeholders and the community is expected to ensure good governance in the public transportation system. Thus, it could help the Jakarta Government to improve public transportation system in the Jakarta metropolitan region.

6.2.   The Gap between Theory and Practice

As explained in Chapter 2 that the collective action of government, stakeholders, and community could maximize the outcomes of public policies. In the Jakarta metropolitan region, the community does not obtain effective outcomes of public transportation system policies. The theories of governance are found not to be implemented fully in establishing good governance. There are three gaps that have been found between theory and practice of governance, namely commitment, support, and participation. These gaps are aspects of government, stakeholders, and community. Furthermore, these gaps are explained in detail as follows:

- Firstly, the gap is related to commitment. In theory, government as a decision maker becomes the crucial actor in public governance, thus the government commitment is needed to meet the public interest. But in the Jakarta metropolitan region, many government agencies are lack of necessary budget and resources to conduct their task, thus they failed to show their commitment in improving the public transportation system (see Section 4.6).

- Secondly, the gap is related to support. Stakeholder support in the decision-making process is important for the success of policy implementation. This is because the government puts huge effort by engaging its key stakeholders. But in the Jakarta metropolitan region, there is a lack of coordination between government and stakeholders in managing public transportation (see Section 4.6).

- Thirdly, the gap is related to participation. Participation of the community could not be separated in the decision-making process to legitimize the policy and increase the public acceptability. But in the Jakarta metropolitan region, participation of community is only represented by an organization, sometimes it does not effectively representing public interests (see Section 4.5).

As explained above, it is clear that there is a strong relationship and interdependency between government, stakeholders, and community with good governance. This is because these major actors are essential for achieving good governance. In analyzing the context of the Jakarta metropolitan region, it is found that lack of harmony among actors involved could hinder the implementation of good governance in public transportation systems (see Chapter 5). Therefore, in a situation where governance system is weak, then all actors need to be involved through continuous synergic effort in contributing to the implementation of the principles of good governance.

6.3. Conclusion

This section provides the conclusion of the whole process of research conducted in the previous chapters based on research framework and conceptual framework. The conclusion of this research is provided by answering research questions as shown in the following sentences below:

- *How can the concept of good governance be applied to the governance of the public transportation system in a metropolitan region?*

  Theoretically, The concept of good governance in public services is a guidelines to help government and stakeholders concerned with the governance of public services. This is because good governance could encourage public trust and participation of community, while bad governance leads to poor performance and dysfunctional organizations. Good governance involves three major actors, namely government, stakeholders, and community. There are six core principles of good governance that could be applied for public transportation services.

- *How is the current condition of public transportation system in the Jakarta metropolitan region as evaluated with principles of good governance?*

  In general, the principles of good governance has not been fully implemented by the Jakarta Government and it is confirmed by data collected. Many study reports indicate that it is lack of harmony in commitment, coordination, and cooperation among actors involved. Besides, the current condition of public transportation is unsatisfactory and inadequate in quantity and quality. It has been exacerbated by the competition between formal and informal public transportation.

- *How can good governance contribute to improving public transportation system in the Jakarta metropolitan region?*

  There are many benefits of the implementation of good governance, such as promotes community confidence in their government, generates a better decision, helps government to meet its responsibilities, and provides an ethical basis for governance. These benefits could be achieved by the consistency of coordination, commitment, and cooperation between major actors, namely government, stakeholders, and community.

6.4. Recommendation

Understanding physical and nonphysical aspect is helpful to manage the influencing factors of improving public transportation system in the Jakarta metropolitan region. This section aims to provide policy recommendation for the policy makers that consists of several important points as follows:

- There is an interdependency between Jakarta and its surrounding cities in social and economic activities, thus public transportation plays an important role. Moreover, many government agencies involved in solving public transportation problems. Therefore, the Jakarta Government should work collaboratively with them. It means that a collaborative approach should be adopted to prevent misunderstandings between them, accommodate multiple interests from multiple actors, and improve their commitment, coordination, and cooperation.

- Jakarta and its surrounding cities need an agency to facilitate coordination among government agencies and realize an integrated transportation plan of the entire region. To date, a plan for the establishment of new transportation authority, namely OTJ [Jakarta Transportation Authority] is in the process. Therefore, the BKSP function should be optimized by improving its financial and human resources. Furthermore, the range of authority and responsibility of BKSP in decision-making should also be improved, thus BKSP could work effectively.

- Lack of budget and resources is one of the barriers in solving public transportation problems. Therefore, the Jakarta Government should encourage stakeholder support by involving the private sector to get financial support, such as PPP (Public Private Partnership) or CSR (Corporate Social Responsibility) and involving technical expertise from NGO for knowledge transfer and accelerating the growth of sustainability of public transportation.

- Actually, public participation is only represented by an organization, such as MTI and DTKJ, sometimes it does not effectively representing public interests. This is because the communication among them conducted only through an event held by MTI and DTKJ, such as seminar, workshop, and conference. Therefore, the Jakarta Government should facilitate the entire community, irrespectively of their background, either low or high level in providing their opinion directly to the government. Thus bottom-up communication and two-way information exchange could be built between government and the community.

- Competition between formal and informal public transportation should be eliminated. It could be conducted by integrating both of them and enlarging the catchment area or accessibility of public transportation, mainly residential area. Thus, it could increase public's interest in using public transportation and people does not depend on private transportation, such as cars and motorcycles.

- Some technical recommendations related to the physical factor, including ticketing integration between road- and rail-based public transportation, park and ride development, promoting slow lane, busway lane sterilization, sidewalk revitalization, and on-street parking restriction during peak periods. Besides, the Jakarta Government should develop waterway transportation because Jakarta has 2 canals and 13 rivers in Jakarta that flow across the city from the south to the north. Thus, it could reduce traffic congestion on the road transportation.

- Finally, government commitment, stakeholder support, and public participation are crucial actors and urgently needed for the entire decision-making process in public transportation planning. Thus, it could maximize the outcomes of public transportation policies implemented by the Jakarta Government and it is expected to achieve sustainability of public transportation.

6.5. Reflection

Good governance in public services is not easy to be implemented in developing country, particularly related to the public transportation system, even though action plan has been formulated and possible strategies have been conducted. This is because many barriers faced by the government, either physical or nonphysical aspect barriers. This research considers several aspects, such as actors involved, decision-making process, government system, and the characteristics of spatial and demography. Therefore, by identifying barriers, it could help to improve public transportation system. This research is conducted based on the conceptual framework resulted from the literature review. This research uses two theories as a main idea, including good governance and collaborative governance that gives insight about governance, public services, and transportation system. The theoretical framework used to improve public transportation system provides the principles of good governance that used to analyze the current practice of governance of public transportation system in the Jakarta metropolitan region based on the research questions. Data collection was conducted

through secondary data, such as government reports, policy documents, and archival records from data sources, such as government agencies, professional consultants, and internet. The difficulties encountered by researcher in gathering secondary data were to find documents that clearly provide information related to the implementation of the principles of good governance in the public transportation system. The central and local government does not provide specific planning guidelines related to the implementation of good governance in the public transportation system, even though it has been regulated by the regulations regarding the implementation of good governance in all sectors of public affairs in Indonesia. Thus, when analyzing in this research, the researcher has to classify the obtained data in accordance with the scope of each principle of good governance. Finally, this research results a policy recommendation for the policy makers to improving public transportation system in the Jakarta metropolitan region.

6.6. Suggestion for the Future Research

This research could be a base for many future researches on the same topic. Understanding of how the principles of good governance implemented in public services could give more insight about the consistency of coordination, commitment, and cooperation among actors involved. In this research, data gathering was only conducted through document review. Thus, the future research could be conducted by including individual's perspective through in-depth interviews or questionnaire to the government, stakeholders and public in order to get some inputs regarding the implementation of good governance in public transportation systems in the Jakarta metropolitan region. Furthermore, the validity of this research could be tested or explored through the future research in the wider context. Other local government agencies in different region and other sectors, such as tourism, public health service, spatial planning and disaster risk management could be selected in the future research. Besides, given that the establishment of OTJ to handle transportation affairs in the Jakarta metropolitan region is in the process, then this research has not discussed the effectiveness of OTJ separately. Rather, this research focused on the existing government agencies, stakeholders and public as a whole. Therefore, the future research need to be conducted to explore the effectiveness of OTJ in facilitating coordination among government agencies and stakeholders involved, monitoring the implementation of a transportation plan, and the formulation of policy and plans.

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APPENDIX

List of Written Documents

No.	Name	Type	Year	Source
1	Project for the Study on Jabodetabek Public Transportation Policy Implementation Strategy in the Republic of Indonesia (JAPTraPIS)	Draft final report	2012	Ministry of Transportation and Japan International Cooperation Agency (JICA)
2	Support to UKP4 for Improving Urban Mobility in Greater Jakarta	Final report	2011	Indonesia Infrastructure Initiative (IndII) funded by Australian Government
3	Indonesian Country Report on Environmentally Sustainable Transport Implementation	Meeting presentation	-	Ministry of Transportation and Ministry of Environment, Republic of Indonesia
4	Jakarta Urban Transport Problems and Their Environmental Impacts	Workshop presentation	-	Transportation agency of Jakarta
5	Transjakarta Busway Lessons Learned Behind the Contribution to Public Transport Reform in Jakarta	Forum presentation	2010	BLU Transjakarta Busway
6	Proposal of Jabodetabek Public Transportation Masterplan	Meeting presentation	2013	Ministry of Transportation
7	Jabodetabek Railways Masterplan 2020	Meeting presentation	2013	Ministry of Transportation
8	Jabodetabek Urban Transportation Policy Integration Project in the Republic of Indonesia	Final report	2012	The Coordinating Ministry of Economic Affairs and Japan International Cooperation Agency (JICA)

9	Action for Jabodetabek Transportation Management	Focus group discussion	2010	UKP4 [Presidential Work Unit for Development, Monitoring, and Controlling]
10	Establishment of OTJ [Jakarta Transportation Authority]	Meeting presentation	2011	The Coordinating Ministry of Economic Affairs
11	The Grand Design of Bureaucracy Reformation 2010-2025	Presidential regulation	2010	Indonesian Government
12	The openness of public information	National law	2008	Indonesian Government
13	Traffic and Road Transportation	National law	2009	Indonesian Government
14	Railways	National law	2007	Indonesian Government
15	Road Transportation	Government regulation	2014	Indonesian Government
16	Traffic and Railways Transportation	Government regulation	2009	Indonesian Government
17	Minimum Service Standards for Road-Based Public Transportation	Ministerial regulation of transportation	2012	Indonesian Government
18	Minimum Service Standards for Rail-Based Public Transportation	Ministerial regulation of transportation	2015	Indonesian Government
19	Traffic and Road Transportation, Railways, Inland Waterways, and Ferry in Special Capital Region of Jakarta	Local regulation	2003	Jakarta Government
20	Macro Transportation Pattern	Local regulation	2007	Jakarta Government
21	Jakarta Spatial Plan 2030	Local regulation	2012	Jakarta Government