



Public Transport Reform Guideline for Indonesian Cities

January 2019 Draft





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Outline

BACKGROUNDS

The failure of Indonesia's big cities to provide good public transportation was marked by the worsening condition of public transport, a decrease in quality of service, and a decrease in the number of passengers. This is exacerbated by policies that considerably cast aside the roles of existing transportation (minibus and bus). The government must give more attention to the demand and growth potential of public transport in Indonesian cities.

PURPOSE

This guideline gives an overall view of steps in public transport reform, that can be implemented by the city government. This guide also provides real examples from various cases and the stages of public transport reform in Indonesia.

TARGET

The target audiences of this guideline are city government officials, including the mayor and relevant regional or local government agencies (*Satuan Kerja Perangkat Daerah/SKPD*), as well as the related stakeholders in the transportation sector.

Public Transportation Issues in Indonesia

Public transport is a facility used by citizens for their mobility needs, which is mandatory for the government to fulfil. In Indonesia's cities, the use of public transportation, such as bus and minibus (*angkot*), is declining every year. The reason is economic improvement and an increase in people's purchasing power. This resulted in an increase in private vehicles ownership, which offer higher movement flexibility, and at the same time, a decrease in public transport use.



Photo:
ITDP Indonesia

Mini Buses at Kampung Melayu Terminal

Ideally, the reform of existing road-based public transport, should be completed before any mass transit development as the existing public transport already has a wide network of service. It can also serve as a feeder for the mass transit system. The reform's purpose is to restructure and reorganize the existing transit system for better service and in consideration of the possibilities of development and integration with future mass transit systems.

This phenomenon exists because the industry stakeholders in public transport could not follow the market trend and cannot meet people transit needs. Public transport is still considered less effective. It is worsened by the unhealthy competition between the operators. Meanwhile, the government's effort in implementing new strategies to improve the city's mobility has yet to bring any significant changes.

On the other side, the government's treatment towards the public transport industry varies in every city. The lack of government's involvement and investment in public transport system is one of the reasons why the city's public transport industry is underdeveloped.

Public Transportation Issues in Indonesia

Individually owned fleet

Below-standard fleet's quality

Unhealthy competition between operators

Low service performance

Non-integrated public transport fare

Lack of infrastructure

The components listed above consist of several public transport issues which cause passengers to leave the cities public transit system.

Old fleet of minibus (angkot).
Photo:
ITDP Indonesia



Metromini, existing bus fleet.
Photo:
ITDP Indonesia



Public Transport Reform

The Importance of Public Transport Reform

1

The existing public transport such as minibus, while losing passengers, is still essential for some people – mainly for those with no access and ability to use private vehicles. Cities such as Bogor and Medan still rely on *angkot* as their main public transportation.

2

The network of existing road-based public transport such as minibus (*angkot*) is wider and more flexible.

3

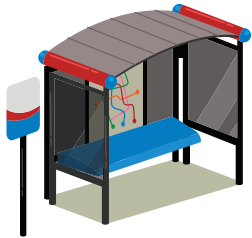
The implementation of mass public transit without upgrading the existing road-based public transport has a smaller success rate, because:

- The reform of existing public transport can be the first step to encourage the use of public transport.
- A proper mass transit can be the ‘the first and last mile trip’ service for mass transport’s main corridor, which will increase the use of public transport.

4

It will minimize the protest from existing operators who feel threatened by the development of mass transit system.

Stages of Public Transport Reform



STAGE 1

The reform of existing road-based public transport (ticketing, physical, institutional)

Public Transport Industry Reform

- Formulation of Business Plan
- Infrastructure and Fleet Design
- Regulation Framework and Institution Design
- Business, Financial and Operational Model
- Transition Model of Public Transport Industry

Transition Process

- Formulation of Business Plan
- Building Communication and Consensus
- Training/Capacity Building
- Negotiation Stage
- Implementation Stage

STAGE 2

Provision of mass public transport

Selection Criteria for Mass Transport System

- Typology of Mass Transport
- Evaluation of the Implementation of BRT and LRT in Indonesia
- Selection Parameters for Mass Transport

Reference BRT Design Framework

- Corridor Selection
- System Design
- Infrastructure
- Station and Access Design
- Type of Fleet
- Operational

Reform Stages of Public Transport Industry



Formulation of Business Plan

- Demand analysis
- Route analysis
- Operations planning
- Fare and payment integration



Infrastructure and Fleet Design

- Planning for infrastructure needs (bus stops, terminals, depots)
- Technology planning (including payment system)
- Fleet needs and specifications
- Infrastructure needs for pedestrian access
- Communication and branding



Regulation and Institutional Design

- Formulation of policy and regulations to reform public transport
- Establishment of institutions and capacity development to manage new systems
- Policy formulation to limit the use of private vehicles



Business, Financial and Operational Model

- Cooperation concession model
- Fare and subsidy scheme
- Procurement model
- Company financial model
- Financing scheme



Transition Model of Public Transport Industry

- Contracts framework for a new system
- Designing an implementation strategy with operators
- Executing cooperation consensus
- Mitigation plan for social impact

Basic Principles of Public Transport Industry Reform

The Establishment of a Public Transport Management Institution

The establishment of a government agency or institution which will ensure flexibility and manage public transport operations.

Integrated Public Transport Fare

With integrated payment structure for all modes, users will have the convenience in intermodal transfer as well as an increase in efficiency and interest in using public transport.

Efficient Public Transport Network

Optimizing public transport service route to make it easier, simpler, and connected. This will then create efficient, time-saving and affordable trips.

Reliable Service Quality

It is mandatory for the public transport fleet to operate within the minimum service standard set by the government. Punctuality, roadworthy operational fleet, and professionally trained drivers are needed to create reliable public transport services.

Professional Public Transport Industry

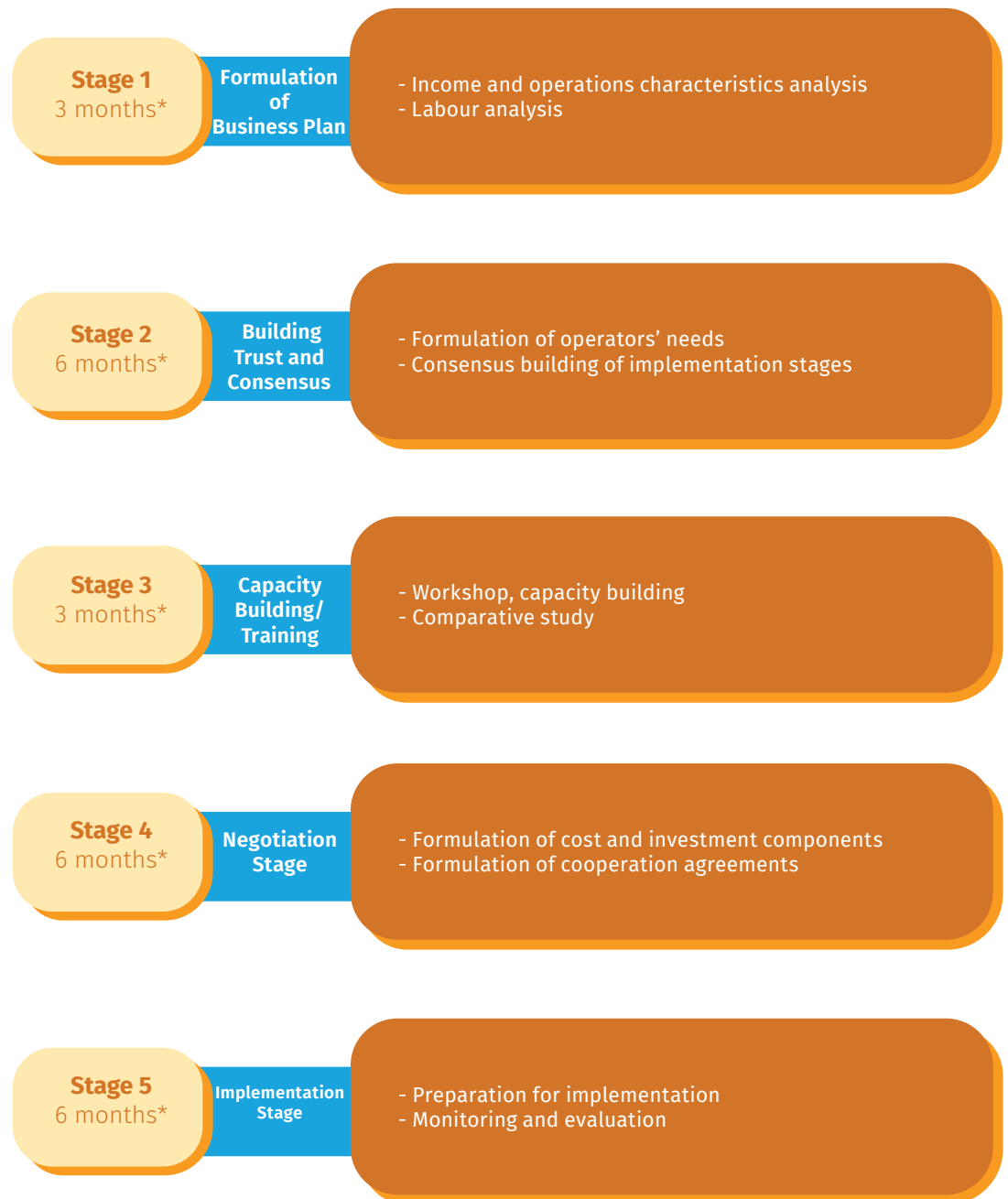
- Creating public transport operators who can meet the Minimum Service Standards (*Standar Pelayanan Minimum/SPM*)
- The industry can guarantee the continuity of work and welfare of its workers.

Goals for Public Transport Reform

| Basic Principle | Existing Condition | Desired Condition |
|---|--|--|
| The establishment of a public transport management institution | <ul style="list-style-type: none"> - No central institution to manage daily operational service of public transport system - Unorganized daily public transport operational schedule - The government is struggling to control public transport performance - It is difficult for the government to give public transport subsidy scheme | <ul style="list-style-type: none"> - A government agency or institution managing operations and tickets - Strong human resource and organization - Clear main duties and functions - Authorities to manage related assets - Authorities to accept and allocate government subsidy |
| Integrated public transport fare | <ul style="list-style-type: none"> - No integration between routes - Fares can exceed the specified price - No accountable payment scheme - Passengers still have to pay when moving or transferring, therefore, increasing the cost of using public transport | <ul style="list-style-type: none"> - Integrated fare between routes - Accountable ticketing system - More efficient fare scheme (based on time/distance) |
| Efficient public transport network | <ul style="list-style-type: none"> - Unequal coverage of service area between operators - Trips with multiple transfers - Irregular service frequency - Overlapping routes of minibus - Long wait time | <ul style="list-style-type: none"> - Interconnected routes with minimal transfer - Wide service network - Fixed Frequency and Headway |

| Basic Principle | Existing Condition | Desired Condition |
|---|---|---|
| Reliable service quality | <ul style="list-style-type: none"> - Fleet provision is unequal to the demands - Not roadworthy and high-polluting fleet - No proper fleet maintenance - No Minimum Service Standard (SPM) - Low safety rating | <ul style="list-style-type: none"> - Safe and comfortable fleet - Enough fleet capacity to meet the demands - Trained and reliable drivers - Have Minimum Service Standard (SPM) - Training for operators' staffs |
| Professional public transport industry | <ul style="list-style-type: none"> - Informal business plan - Low profit - Competition between industries - Unclear return investment mechanism - No operations management agency to run the financial operation - No clear maintenance scheme and fleet revitalization | <ul style="list-style-type: none"> - A transport industry that meets the minimum service standards for better public transport experience - A business model for operators which guarantee business sustainability - Operations management agency such as Public Service Agency (<i>Badan Layanan Umum</i>/BLU) with access and flexibility in managing the finance - Government subsidy scheme - Healthy competition between fleets |

Stages of Public Transport Reform



*depends on the industry's condition in each city

Case Study



1 The Institutional Reform of Transjakarta

Transjakarta is the first BRT system in Indonesia that started operating in 2004. This system operates by cooperating with a consortium of several bus companies, who are operators on the BRT corridors. In 2004, Transjakarta was operated by a consortium and 5 bus operators which routes overlap corridor 1.

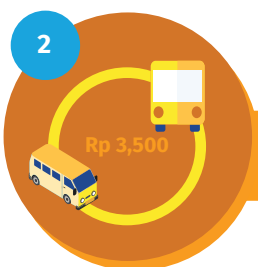
The institution changed from the Management Agency (*Badan Pengelola/BP*), then Public Service Agency (*Badan Layanan Umum/BLU*) and finally Regional Owned Enterprise (*Badan Usaha Milik Daerah/BUMD*). BUMD were formed to reach flexibility in financial and complex operations management.

The followings are Transjakarta achievements, based on the principle of reform:



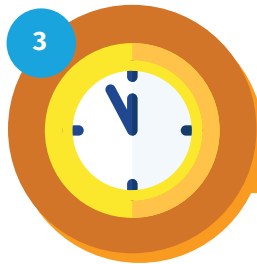
The establishment of a public transport

- Owning an agency or institution, starting from BP (2003), BLU named Unit Pengelola Transjakarta Busway (2006), which then later changed into PT Transportasi Jakarta (as BUMD) in 2013
- Joined by 9 existing bus operators who support Transjakarta operations
- Among the 9 operators, a few consortia were formed by existing operators



Integrated Public Transport Rate

- One rate is applied for all Transjakarta corridors and no extra transfer fee between corridors and buses
- Applying a flat rate of Rp 3,500
- In 2018, PT Transportasi Jakarta was integrated with Mikrotrans OK Otrip (JakLingko), which was planned to have a new time-based payment scheme, with Rp 5,000 for a 3-hour period.
- Subsidy scheme for public transport system



Efficient public transport network

- Has a total of 13 corridors and 155 interconnected routes with total corridor length of 204.2 km
- Has a feeder system or direct service to increase service coverage up to 466 km
- Has an information system on every bus and every bus stop or BRT station for passenger convenience



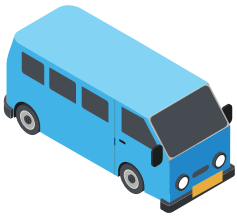
Reliable service quality

- Service is monitored with the Minimum Service Standards (*Standar Pelayanan Minimal/SPM*) which was set based on regional regulations (*Peraturan Daerah/Perda*)
- Maintenance contract with a brand agent (APM) to maintain fleet reliability
- Trained drivers and management



Professional public transport industry

- Clear business plan (have gross cost contract)
- The establishment of an agency focusing on customer service (customer-oriented)
- High flexibility in terms of operational, institutional and financial aspects



2 The Integration and Revitalization of Public Transportation - JakLingko

JakLingko is an intermodal integration program in Jakarta, which was developed from OK Otrip. OK Otrip trials were conducted between January to September 2018. In October 2018, the program was officially implemented under the name JakLingko.

Passengers can use a combination of minibus and TransJakarta trip, with an integrated fare of Rp 5,000 for every 3-hour period using non-cash payment. In the future, JakLingko will also apply for other modes such as MRT and LRT in Jakarta.

JakLingko: Behind the Scenes

Regional Leader's Political Will

"Connecting all public transport with an integrated ticket so it will become affordable for all Jakarta citizens"

Regional Leader's Budget Allocation

- Written in the 2017 Revised Regional Budget (*Perubahan Anggaran Pendapatan dan Belanja Daerah/APBD-P*) with KJP Plus & OK Otrip
- Approved to be included in the 2018 APBD as part of Public Service Obligation (PSO)

Regional Leader's Formulation, Trial and Implementation Stages

The governor's decision on "OK Otrip Program Implementation Team"

Stage 1: Determining Priority Routes

Determining priority routes should be decided early on based on the analysis result, discussion and decision by the related stakeholders, these routes used during trials and implementation.

- The chosen routes as priority routes for JakLingko system are minibus routes which overlap with TransJakarta corridor below 20%
- From approximately 150 minibus routes in Jakarta, the DKI Jakarta Transportation Agency prioritized 90 routes with a total of 8,000 fleets which will be gradually integrated into the JakLingko system in the next 3 years
- Fleets under 5 years old are prioritized to join, then those under 10 years old
- Another criteria to choose priority routes is the number of fleets for those routes, which indicate that the business and passengers demand

Stage 2: Negotiation Process with Operators

1

The negotiation stage with operators is the most crucial stage in the reform. In this stage, business schemes and cooperation agreements between the government and industry operators are set

2

The government played an important role in forming the task force to implement this program (decision, supervision, and advocacy)

3

Rushing through negotiations and implementations will potentially lead to protest from one party, therefore communication must be done gradually and continuously

4

Deadlock often happens when PT Transportasi Jakarta and operators cannot agree on Rp/km

5

In this negotiation, ITDP played the role of a mediator and technical consultant that is trusted by both the government and operators, therefore speeding up the negotiation process

The Process of Determining Rp/km Payment with Operators:

1

The fare (Rp/km) negotiation for minibuses between operators, TransJakarta, and Local Transportation Office for Jakarta City

2

The process is registered in the electronic catalogue by the Procurement Service Agency (*Badan Pelayanan Pengadaan Barang atau Jasa/BPPBJ*)

3

The Rp/km contract between operators and PT TransJakarta

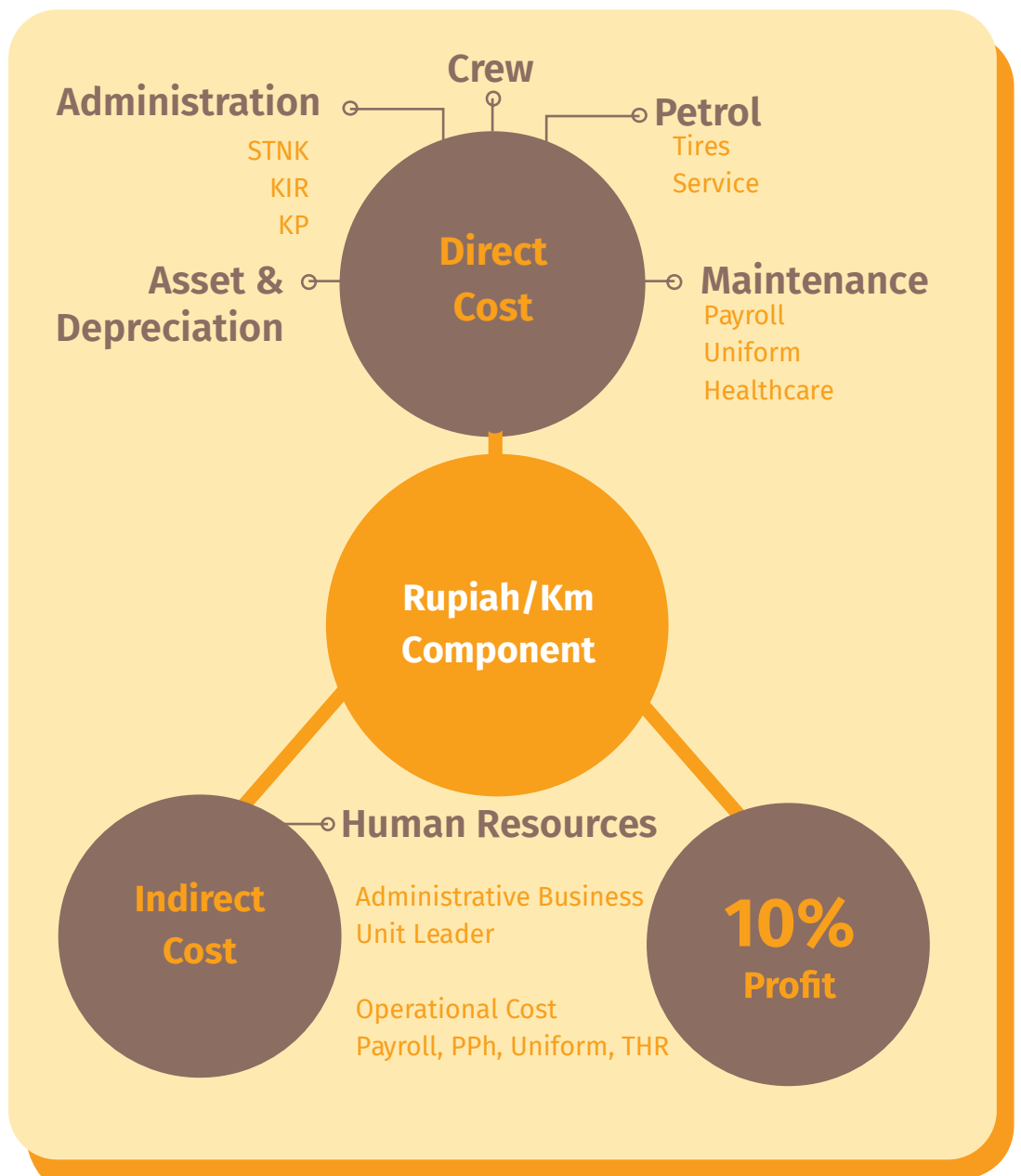
- By December 2018, 9 out of 11 minibus operators are shown in the electronic catalogue

4

Cooperation agreement between two sides to ensure:

- That fleets are in roadworthy condition
- Commitment to predetermined service time
- Regular maintenance by operators

Efforts to Integrate the Capital's Public Transport Service



Group Photo at Seoul



Stage 3 - Comparative Study to Seoul, South Korea

This comparative study aimed to build capacity and looking at the best practices of public transport industry reform in Seoul.

The study took 4 days, with theoretical and field materials prepared. This became a chance to build good relation and communication between the government and DKI Jakarta Transportation Agency.

This comparative study was attended only by relevant stakeholders, including staffs from the DKI Jakarta Transportation Agency, minibus operators and organda (Road-based Transport Organization).

Official reports/documentation are made for the governor to evaluate the result of the study, as a form of accountability.

The participants had a chance to meet the academics at the University of Seoul, train at Transportation Policy Division Office, and visit TOPIS (Seoul Transport Operation & Information Service) and KSCC (Korea Smart Card Co., Ltd) to see the operational system.

Stage 4 – Implementation of Cooperation Agreement, Monitoring and Evaluation

After all parties, meaning the operators and the government (i.e. DKI Jakarta Transportation Agency), agreed on the cooperation model, especially on the Rp/km fare, the operators and TransJakarta completed the service cooperation agreement.

At the beginning of the trial, there are room for improvement in several contracts' component, including:

1. Not all drivers have employment insurance
2. Daily mileage was still in the negotiation
3. Payment to operators was still conducted daily

After the trial and implementation, the DKI Jakarta Transportation Agency will keep monitoring, evaluating, and improving the service, such as developing a payment system and service and revitalization of the fleet.

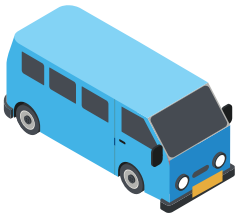
Case Study: JakLingko

| Minibus (Angkot) | Transition | Desired Condition |
|---|--|---|
| Minibus (<i>angkot</i>) operators only acquired cooperation license from the Local Transportation Agency, but minimal control on daily operations | Minibus (<i>angkot</i>) operators have a contract with PT Transportasi Jakarta (Transjakarta) during the trial, which is 3-month long. For early selection, fleets under 5 years old were prioritized. | Operators will have multi-year contracts (for 5-7 years) with PT Transportasi Jakarta while fulfilling all SPM criteria, including having depots and fleet revitalization as required |
| Operators' income coming from drivers deposit | Monthly payment from Transjakarta based on fleet mileage | Operators to be paid per period, as agreed by Transjakarta based on fleet mileage with cost per kilometre component, including for fleets and depot investment |
| Several existing minibus (<i>angkot</i>) fleets do not have the required documents (drivers with no license or fleet that do not pass the commercial vehicle licensing or vehicle inspection) | Using existing minibus (<i>angkot</i>) fleets with license and under 5 years old | The new fleet must abide by the SPM from the Ministry of Transportation, the DKI Jakarta Transportation Agency |
| Drivers' income depends on the number of passengers | Drivers receive monthly paycheck and allowance from operators | Drivers will receive proper training, a monthly paycheck, and allowance from operators. All drivers' benefits including insurance should be provided by operators. Drivers working with an 8-hour shift per day |



| Minibus (Angkot) | Transition | Desired Condition |
|---|---|---|
| Drivers stop on passengers' request, wherever the passengers want | Drivers must only stop at the bus stop | Drivers must stop at the bus stop, but bus stops still need improvement and its location still need to be adjusted for passengers convenience |
| Passengers pay by cash to drivers | Ticket machines are installed on fleets. While there are electronic tickets available, but because of technical difficulties, payment is temporarily free to avoid stalling the program implementation. | Payment using electronic money card. Each passenger pays using only one card. The card will be used for other modes in Jakarta, such as TransJakarta, MRT, and LRT. There is a possibility that this system can be integrated with parking payment. |
| Fares varied based on mileage and drivers' discretion | Temporarily free during the transition period | Integrated rate with TransJakarta buses and other modes, such as MRT and LRT, using time-based scheme (within 3 hours) |
| Some existing fleets not passing the vehicle inspection and older than 10 years old | Using the existing fleet that passed the vehicle inspection and under 5 years old | Fleet rejuvenation is done gradually, using fleets with optimum capacity, that are safe and comfortable |
| No integration with other modes | Beside rate integration (time-based) for a 3-hour period, physical integration is being tried with TransJakarta stops, by locating angkot stops near TransJakarta stop to ease passenger transfer | Will be integrated with TransJakarta, MRT, and LRT (physical and fare integration) |





3 Case Study: Trans Semarang Bus Scrapping

Trans Semarang invited public transport operators to join as a BRT operator by including a process called scrapping (cancelling route permit) as one of the requirements in service provider's procurement document.

Trans Semarang started the process by approaching existing transportation operators to assess the current condition and to relay the planned route, which would overlap with the existing public transport route. Then the cooperation schemes and benefits for both parties were socialized.

Scrapping Objective

- To ensure the transition of existing operators as Trans Semarang's partners as partners, instead of competitor
- To reduce fleets which are not roadworthy or incapable of revitalization by replacing them with Trans Semarang fleet

Scrapping Implementation

- Sold to other cities and rerouted
- Fleets are disassembled and chassis are sold by weight

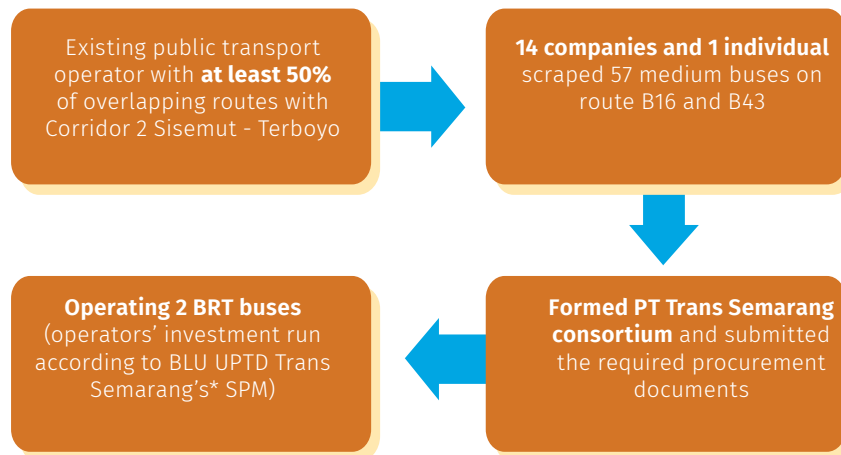
According to documents required for the BRT Trans Semarang operator bid, each operator is to cancel their operating fixed route permit for routes that overlap with those of BRT, with the following criterion:

“One BRT bus can substitute 4 *angkot* fleets and/or 2 medium buses and/or 1 regular medium bus, with a letter of attorney from existing public transport operators.”

Two of the documents needed to join and form a consortium are a letter of attorney from operators and a letter to prove the cancellation of route permit (*Surat Keterangan Pembekuan Trayek*)

The consortium company, named PT Trans Semarang, followed the procurement bid to become the operator of BLU UPTD Trans Semarang for Corridor 2.

2012 Case Sample: Bus Industry Transition on Corridor 2 Sisemut - Terboyo

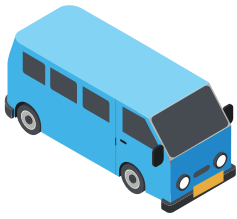


Before 2018, cooperation agreements between operators are made per year, which is not beneficial for BLU UPTD Trans Semarang and operators.

- Contract duration is shorter than the vehicle's roadworthy period, while nothing can guarantee operators can win the next bid.
- The bid takes 3-4 months, while the service still needs to run. If this is done yearly, BLU UPTD concentration will be disrupted during the bid until the operator is chosen.
- To fill the void during the bidding process, Trans Semarang will directly appoint an operator to run on a monthly basis.
- With a monthly contract system, there is a concern that operators may not professionally maintain the fleet, especially government-owned fleets.

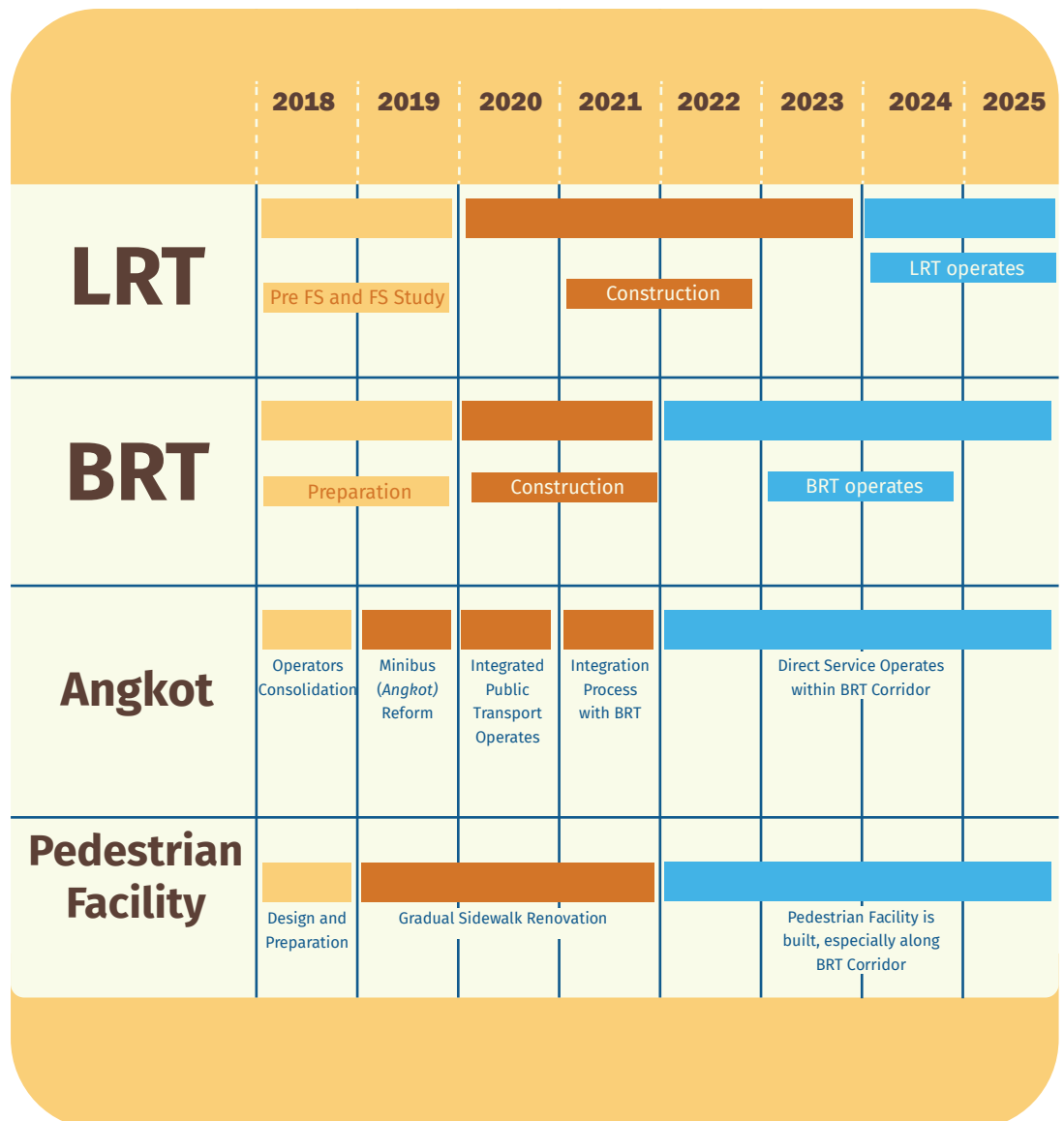
Starting in 2018, cooperation agreements with Trans Semarang operator are for 2 budget-years.

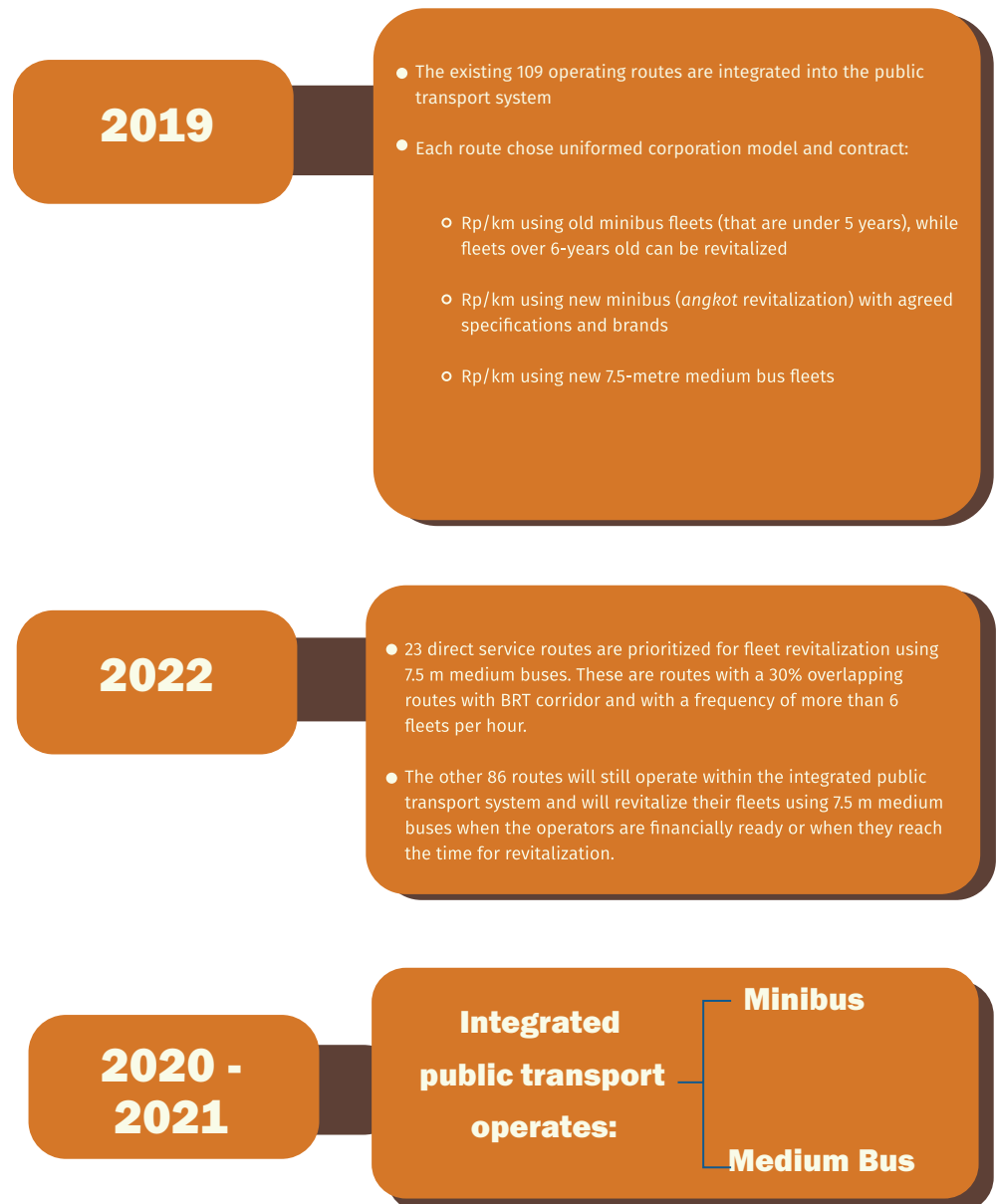
* BLU UPTD Trans Semarang: "Trans Semarang consortium company"



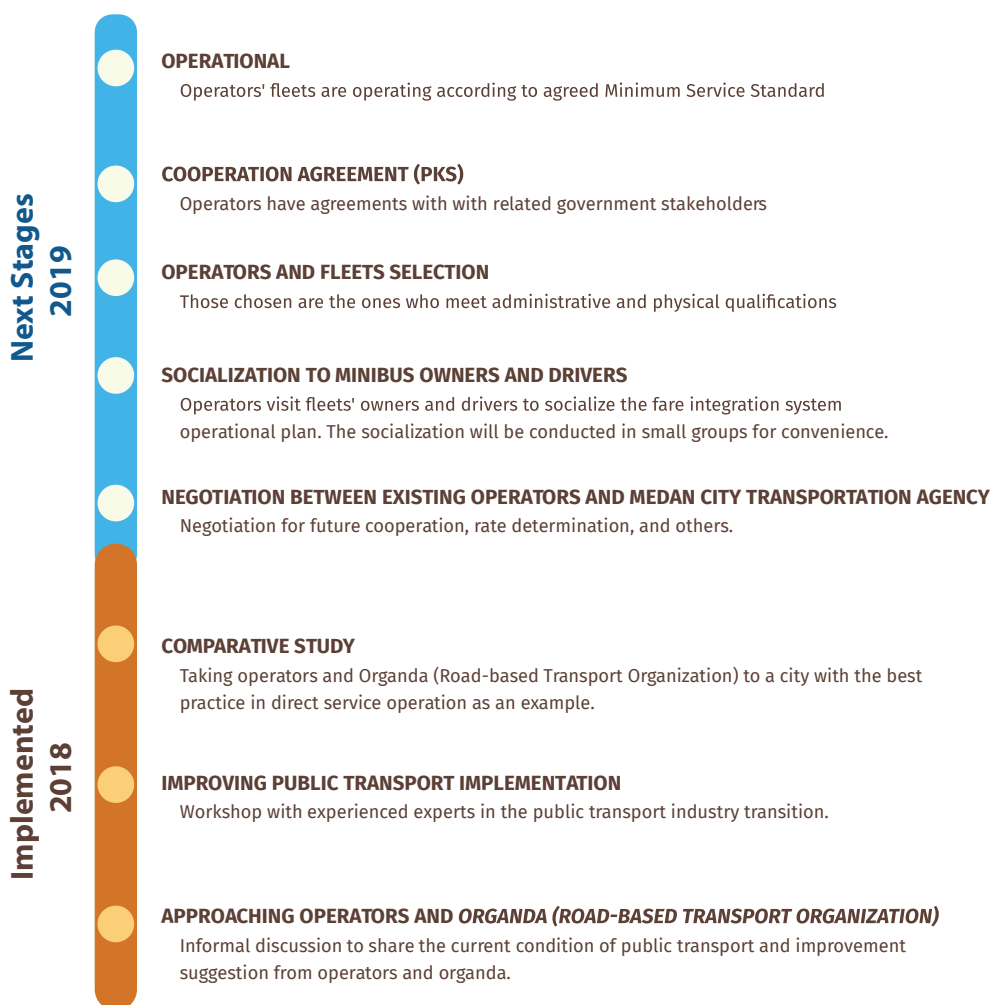
4 Case Study: The Public Transport Reformation in Medan (2018 - ongoing)

Mass Transit Reformation Stages in Medan





Public Transport Transition Process in Medan



Disincentive for operators not joining the integrated public transport system:

Route permits and vehicles operational license cannot be renewed when they expire.

Documentation of Public Transport Transition Activities in Medan:

1.



2016

Audience with *organda* in Medan

2.



February 5th, 2018

BRT plan discussion with *organda* in Medan

3.



April 17th, 2018

Discussion with *organda* and operators to come to the same view regarding BRT and business cooperation

4.



April 19th - 22nd, 2018

One on one meeting between ITDP and operators

5.



April 23rd, 2018

Capacity building regarding public transport improvement

6.



May 7th - 9th, 2018

Comparative study to Jakarta

7.



May 23rd, 2018

Next stage discussion to improve mass transport in Medan with the Medan City Transportation Agency and *organda*

8.



July 2018

Assistance of Owners Estimate (OE) calculation simulation for operators in Medan

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