

# FINAL REPORT



## ENHANCING THE CAPACITY OF CIVIL SOCIETY TO SUPPORT PRO-POOR TRANSPORT POLICIES AND PROGRAMMES IN DEVELOPING COUNTRIES

NOVEMBER 2003



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International Forum for Rural Transport  
and Development

Indonesian Forum Group for Rural Transport  
and Development



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The Center for Transportation and Logistics Studies  
(CTLS) Gadjah Mada University Yogyakarta

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## FOREWORDS

The network of NFG Indonesia in the IFRTD has accomplished a series of activities in its effort to strengthen civil society to enable the cultivation of pro-poor transportation policies. This report presents the processes and results or agreement achieved in the attempt to strengthen civil society to enable the growth of pro-poor transportation policies.

The first phase of the 3 year project has been completed and the action plan for the following one year has also been decided. During the first phase, the project conducted a review on the policies of the central government and several local governments. The review was conducted by means of a table-study through a number of government official documents, Focus Group Discussion (FGD) and interview with the parties concerned with transportation matters.

The documents reviewed are Poverty Reduction Strategic Programmes (PRSP) Interim, The Transportation Facilities and Infrastructure Development Program in the PROPENAS (National Development Programmes) year 2000-2004, the Transportation Facilities and Infrastructure Development Program in the REPETA (Annual Development Plan) year 2004, The Plan of Border Area Development Program of the Infrastructure Division of West Kalimantan Province, Strategic Plan for Regional Development of West Kalimantan Province year 2003-2005, Regional Plan of West Kalimantan Province, General Plan for Transportation Network of West Kalimantan Province and the Indonesian Infrastructure, Before, During, and After the Crisis published by the State Ministry of National Development Planning/ National Development Planning Board (BAPPENAS) and edited by its Deputy of Infrastructures in 2003.

Meanwhile, the FGD was conducted by inviting representatives of Echelon I officials from the House of Representative of the Republic of Indonesia, BAPPENAS, Department of Finance, and Department of Communication. It was also carried out with several non Government Organisations in Jakarta, which are INFOTRANS, FAKTA, and *Yayasan Lembaga Konsumen Indonesia* (Indonesian Consumer Institution Foundation). Direct interview was also conducted in Pontianak, west Kalimantan with several resource persons from the Office of Settlement and Regional Infrastructure, Office of Communication, Local Development and Planning Office (BAPPEDA), Local house of representative (DPRD), and the Committee for Regional Poverty Eradication.

A workshop was then held in Makassar by involving the academic communities from universities and associations in Indonesia, which are concerned with the transportation sector. Having completed with the formulation of the action plan as the result from the above activities, the Secretariat of NFG Indonesia extends its deepest gratitude to all parties who have supported the activities and the finishing of this report. All parties are cordially invited to give criticism and advise for the perfection of this report.

**CTLS GMU**

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2. Transportation Facilities Development Program of the National Development Program (PROPENAS) Year 2000 – 2004
3. Transportation Infrastructures and Facilities Development Program, Annual Development Plan, 2004

4. Makassar Declaration for Poverty Eradication Measure through Transport Policy and Program

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## LIST OF TERMS

ADB	: Asian Development Bank
APBD	: National Budget
BAPPEDA	: Local Development and Planning Agency
BAPPENAS	: National Development and Planning Agency
BUMN	: State Own Companies
DKI Jakarta	: Jakarta Capital City Special Region
DPR RI	: Indonesian House of Representatives
DPRD	: Assembly at Provincial Level
FAKTA	: Jakarta Transport Forum
FGD	: Focus Group Discussion
FSTPT	: The Indonesia Inter University Forum in Transport
GMU	: Gadjah Mada University
IBRD	: International Bank for Reconstruction and Development
IFGRTD	: Indonesian Forum Group for Rural Transport and Development
IFRTD	: International Forum for Rural Transport and Development
INFORTRANS	: Indonesian NGO Forum for Sustainable Transport
JABODETABEK	: Jakarta – Bogor – Depok – Tangerang - Bekasi
JICA	: Japan International Cooperation Agency
MTI	: Indonesian Transport Society
NFG	: National Forum Group
NGO	: Non-governmental organization
PROPENAS	: National Development Programmes
PRSP	: Poverty Reduction Strategic Programmes
CTLS	: The Center for Transportation and Logistic Studies
Rakorbang	: Development Coordination Meeting
REPETA	: Annual Development Plan
RTRWP	: Provincial Landscape Plan Revision
YLKI	: Indonesian Consumers Institution Foundation

## SUMMARY

The IFRTD network has been running its program for 3 years, or since October 2002, which aims to develop systematically the capacity of NFG and other operators of civil society in order to enable them to influence more effectively the transportation policy and program in their own country, particularly from poverty alleviation point of view. The goal of this activity is to enhance the capacity of transportation sector in giving its contribution to the poverty reduction efforts.

In its cooperation with the IFRTD, Indonesian NFG has formed a team to carry out the activity entitled Enhancing the Capacity of Civil Society to Support Pro-Poor Transport Policies and Program in Developing Countries.

The first phase of this project was to conduct 3 activities, which are studying transport policy in Indonesia in general, studying the national development policy in Indonesia in relation with the role of mobility and access, and holding NFG meeting to formulate an action plan.

The first two activities gave input to NFG for formulating strong arguments for the importance, and form of “intervention” in the framework of enhancing the capacity of civil society in introducing pro-poor transport policy and program in Indonesia. The meeting was initiated by NFG to the end of formulating an action plan to reach the above goal.

The first phase of the 3 year project has been completed and the action plan for the next one year has also been decided. The area selected for the research focus is DKI Jakarta province, which will be studied to see its urban transportation situation and condition, and West Kalimantan province, which will be studied for its rural transportation situation and condition.

In line with the above activity, a review was conducted within this phase toward the policies made by the central government and local government. The review was carried out by means of a desk-study through the government official documents, FGD, and interview with different parties concerned with matters pertaining to the transportation in both regions. The Indonesia NFG meeting was designed to decide the action plan.

From the review of government official documents on transport policy in Indonesia, it was noted that indeed, at the national level there has already been an idea for pro-poor policy. However, it needs guidelines for its development such that there will be clear direction for its implementation.

From the FGD attended by officials of echelon I from different institutions dealing with transport affairs in Jakarta, one problem was identified that at the national level there is no clarity of policy platform that indicates concern to the poor or poverty alleviation in the transport sector. Consequently, the mission to be put forward by the above idea has not been elaborated by the Government as the regulator in the transport sector.

The discussion with the non-government organization has identified several findings related to the problems, challenges and obstacles encountered in the transportation sector, especially in Jakarta. The discussion concluded that the service rendered by transportation service is not adequate, while traffic jams, which give impact to inconsistent route, have increased transportation cost for the consumers. Another discovered finding is that each sub-department in the government has not had a solid coordination. Consequently, a policy issued by one sub-department frequently causes problem in other sectors. Moreover, the advocacy conducted by non-government organizations to formulate transportation policy often encounters obstacles in regional government level.

The study in West Kalimantan focuses on the problem, that is, a high cost project to provide transportation facilities and infrastructure in this region. When carefully reviewed, the 2002 strategic policy that BAPPENAS (National Development Planning Board) and RTRWP (Provincial Landscape Plan) of West Kalimantan have in relation with the idea of transportation development in West Kalimantan goes into different directions. BAPPENAS gives more emphasis on the development of river transport while the RTWP of West Kalimantan is toward the development of railway transport network. The priority in regional development based on the local condition, i.e., the fact that there are many river sections dividing the region, is not incorporated.

In order to prepare an action plan for research activity in the future, an NFG workshop was held in Makassar, South Sulawesi on 2-3 September 2003. The workshop identified problems related to transport sector in Indonesia, i.e., poverty measuring standard and private sector involvement, development priority, transport policy, and regional autonomy.

One of the decisions made in the workshop is Makassar Declaration for Poverty Eradication Measure through Transport Program and Policy by establishing the "Indonesian Working Group for Pro-Poor Transportation" with a vision "to empower transport system that supports poverty eradication measure". This vision will be achieved by conducting advocacy, advisory, and assistance to the party determining the making of pro-poor transport policy.

Policy formulation needs strategic stages, namely formulation of criteria and form of pro-poor attitude, consolidation of capability/strength within the civil society itself, development and optimization of access in the existing policy process and maintenance of sustainability of measure to formulate transport policy.

Based on the previous exploration and identification of problem, challenge, and obstacles, the discussion was held also for a number of action-plans. There were 2 major issues successfully formulated in this process as presented in the following.

1. Priority for transport sector development:
  - a. Giving more emphasis to the marginal society in urban area

- b. Requiring empowerment of institution as media for technical justification of transport mode to be developed in relation with safety, comfort, and security.
- c. Encouraging cross-subsidy mechanism in public transport sector and service for people of different capability and poor people.
- d. Urging local community involvement (participation) among others in the form of labor intensive application, by including this approach into the Regional Budget
- e. Strengthening the role of Higher Learning Institute for knowledge and technology transfer, among others by designing curriculum for education in transport sector.
- f. Urging the issue of transport for Eastern Indonesia Territory as a central issue in the Ministry of Eastern Indonesia Territory Developmental Acceleration, and urging involvement of business sector in that region to support pro-poor transportation.
- g. Encouraging the formulation of centralized policy in transport sector to achieve an integrated transport system that accommodates problems encountered in urban and rural transport sector.

## 2. Civil Society Network Expansion

- a. Establishing network in local, regional, national, and even international levels as one of the ways to capture aspiration.
- b. Institutionalizing the network between civil society and bureaucracy/policy determinant in transport sector.
- c. Encouraging research of local transport on the central issue of “Transportation for Equality” as well as sharing information through the established network.

# ENHANCING THE CAPACITY OF CIVIL SOCIETY TO SUPPORT PRO-POOR TRANSPORT POLICY AND PROGRAMS IN DEVELOPING COUNTRIES: NFG's Indonesian Work Plans

## 1. PREFACE: RELEVANCE

According to the makers of public policies, transportation services and regulations provided by the government are basically made for the sake of all citizens. The means and services of transportation can be used by everyone. Therefore, the transportation sector does not really bear any particular mission such as solving the problems caused by poverty faced by only a part of the citizens. However, there are several questions that need to be put forward.

*First*, is the assumption that transportation services and policies have an impartial characteristic that it never really entails any discrimination toward the poor? Are transportation services regulated and provided for by the government can actually be accessed by everyone? From several studies, it seems that transportation facilities are mostly benefited from by the rich.<sup>1</sup> Behind this phenomenon, there is a shocking fact showing that the poor are structurally excluded from public services, and because of that they have always been stuck in their underprivileged condition. This finding should make us ponder on how we could provide transportation services and policies that side with the underprivileged, or those which are contributive in solving problems caused by poverty. Since there is a suggestion that policy makers hardly pay any attention to this subject, there should be some external powers from outside of the government that could fight for the establishment of new policies.

*Second*, who (or which party) has the potential of performing the actions of correcting? Groups that show their motivation and ability in advocating policies are usually absorbed in the civil society networks. Specifically, stakeholder group that are hoped to initiate the actions are those involved in the civil society networks.

*Third*, what are the steps that can be taken so that the policies and coordination of transportation services would be conducive for the effort of eradicating poverty? For the interest of the advocacy, there should be sufficient information on two things, namely:

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<sup>1</sup> e.g.: a study by John Howe ; *Transport for the Poor or Poor Transport: A General Review of Rural Transport Policy in Developing Countries with Emphasis on Low-income Areas*, International Labor Office, Geneva.

1. A formula conducive for government policy making. If there is any space in the existing policies that can be used to develop a pro-poor transportation policy, the advocacy could be done by still referring to the macro level policy.
2. The characteristics of the formulation process and the chances of affecting the policies. Is the formulation process conducted participative? Do the poor have access to the transportation policies formulation made for them?

To find the answers of the questions above, the stakeholder group of the civil society should carry out a series of organized and consolidated efforts. This paper shed lights the above matters.

## **2. REVIEWS ON THE TRANSPORTATION SECTOR POLICIES**

As we have presented previously, the study on the policies is done at both national and regional level, although it does not cover all localities. The followings are the results of the study.

### **2.1. National Policies**

The study on the script of Transportation Facilities Development Program from the National Development Program (PROPENAS) Year 2000-2004 and the Annual Development Plan (REPETA) Year 2004 shows that there are 3 (three) important issues that should give the possibility of solving the problems of the poor. Transportation policies in Indonesia are directed toward three goals:

1. The improvement of the transportation facilities and service.
2. The reconstruction and reformation of transportation facilities.
3. The improvement of the people's accessibility to transportation facilities and service.

*Infrastruktur Indonesia Sebelum, Selama dan Pasca Krisis* (Infrastructure in Indonesia: Before, During and After the Crisis) published by the State Ministry of National Development Planning/ National Development Planning Board (BAPPENAS) and edited by its Deputy of Infrastructures in 2003, mentions in details the strategic policies for land transportation which consists of railways, river, lake and water crossing transportation, and then followed by sea, air and urban transportation (see Appendix 1). There are several important issues seen in this document, namely:

1. The development of river transportation is a priority in Sumatra, Kalimantan and Papua. This is related to their natural condition of having many rivers.
2. The capacity of transport services by foreign or private fleets, especially those of air and sea sectors, will be increased. The main focus will be on sea transportation.

This is caused by the enforcement of the Government Regulation No. 17 Year 1988 regarding The Operation and Management of Sea Transportation in Indonesia.

3. In urban transportation sector, two important points have been designed:

*First*, two new organizations shall be established:

- a. City Transportation Coordinating Board (BKTK)
- b. Urban Public Transportation Committee (KAUP)

*Second*, some sets of law and regulation on Urban Transportation based on the best instruments shall be prepared. Several assumptions that serve as the basis of the best instruments are as follow:

- a. Every road user act rationally and take decisions wisely in order to get the maximum advantage at the minimum cost.
- b. There should be complete information on the trip costs including the costs for alternative routes and the utility costs for alternative transportation modes.
- c. Travel time is a normal economic item and has a positive value in a monetary context
- d. The cost of traffic jam is applied in the city's relevant roadways, feasible for a technical and affordable application.

The coordination of transportation in urban areas has different characteristics and challenges with that of rural areas. Connected to this, it is important to learn about the transportation policies in both areas.

To coordinate urban transportation, the existing strategic policies have indicated that there should be a good cooperation between the government and the people, in which the government as the regulator should work together to overcome the problems of the urban transportation sector. The plan to improve the accessibility of the lower society to transportation facilities and services has been written in the National Development Program Year 2000-2004. One of the targets in the program of increasing people's accessibility to transportation facilities and services is *to establish transportation facilities and services in secluded areas, to establish transportation facilities and services for a wider range of community, and to establish a reasonable price rate for the low class society.*

Another priority connected to rural infrastructure development mentioned in the National Development Program is the Regional Development Upgrading. One of the aims of this regional development planned to be achieved in five years time (2000-2004) is the development upgrading of the potentials of the regions. This will be carried out in regional economic development, rural and urban development, development for underdeveloped and border areas, housing development, as well as space and land

layouts management in order to support the national economic recovery, to strengthen the continuous development platform and to accelerate interregional economic growth distribution.

Several programs shall be carried out in order to achieve the aims of the regional development above. These programs can be categorized into four groups, namely regional autonomy development, regional development acceleration, the improvement of people empowerment and accelerated management for certain territories.<sup>2</sup>

The Regional Development Acceleration Program is divided into 2 (two) programs; Rural Development Program and Underdeveloped Areas Development Program. The goal of the Rural Development Program is to improve the welfare of the rural society, to accelerate the rural economic activities which are based on fairness and to accelerate industrialization in rural areas. The targets are to improve the income of the rural society, to create jobs, to provide foods and other materials in order to fulfill the demand of consumption and production needs, to create a link between rural and urban economies, to strengthen local economic management and to improve the capacity of economic organizations and institutions in rural areas.<sup>3</sup>

The Underdeveloped Areas Development Program aims on improving the accessibility of underdeveloped areas to production factors and physical infrastructures that support the acceleration of the underdeveloped areas, developing the capability of human resources as well as strengthening social institutions including the traditional institutions and their traditional wisdoms. The targets of this program is to improve the economic and socio-cultural capacities of the underdeveloped areas so that there will be a link connecting them to the development of other areas.<sup>4</sup>

One of the main activities performed in the two programs mentioned above is the construction of facilities and infrastructures, including those of the transportation sector.

There is an interesting clause in the Annual Development Plan Year 2004 concerning the establishment of rural transportation. Development programs related to transportation facilities are aimed to improve accessibility to transportation services. One of the targets in the plan is *to give special attention to the development of transportation facilities in rural areas in order to reinforce the people's economy and to increase accessibility to transport services that extend to a larger scope.*

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<sup>2</sup> Act No. 25 Year 2000 on PROPENAS (National Development Program), appendix on page IX-11.

<sup>3</sup> Act No. 25 year 2000 on PROPENAS (National Development Program), appendix on page IX-15.

<sup>4</sup> Act No. 25 year 2000 on PROPENAS (National Development Program), appendix on page IX-18

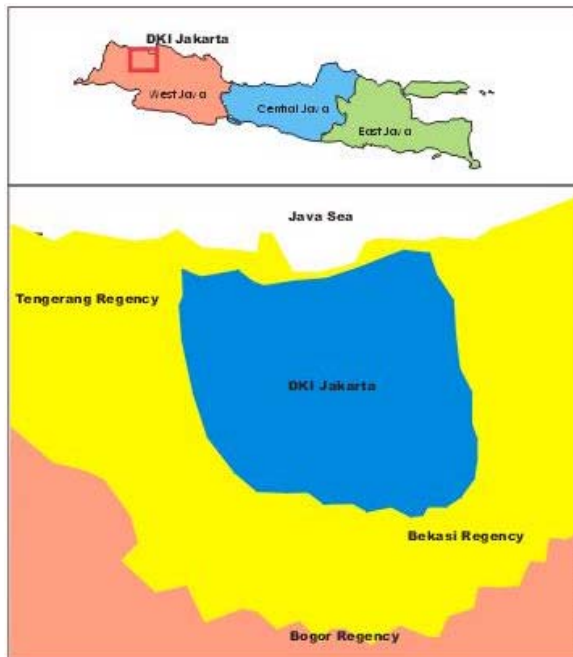
After reviewing the documents mentioned above, this study is then elaborated toward investigating groups connected to the sector of transportation at the national and regional levels.

## 2.2. Sketches and Changes in Local Transportation Policies

Due to the lack of resources, the study of transportation policies at the regional level cannot be carried out in all localities. Therefore, the study is conducted only in the Special Capital District of Jakarta and West Kalimantan. The study in the Special Capital District of Jakarta is expected to capture the problems in an urban-metropolitan context, while the study done in West Kalimantan is aimed to increase sensitivity toward problems in rural areas and hinterlands.

### The Special Capital District of Jakarta

#### A. The Profile of Transportation in the Special Capital District of Jakarta



**Figure 1** Map of DKI Jakarta

The demand for private cars decreased during the economic crisis in Indonesia, but nowadays it starts to increase again. As a result, the rates of traffic jam increase and are causing a shortfall in the economy as it is affected by the declining quality of the environment.

The construction of new roadways and the efforts to widen the city streets are insufficient to improve the street capacity, especially in city centers. Even according to Jakarta 2010, the master plan of the Special Capital District of Jakarta did not design enough arterial roads. Therefore the street capacity could only be improved by building flyovers and underpasses, which is likely to attract more private cars user filling the street of Jakarta.

The data from JICA showed that the percentage of bus passengers in 2001 were 33.7% of the whole Jakarta residents. Railway passengers were around 0.8%, car riders 9.7%, motorbike riders 16.9% and non-motorized vehicles passengers were around 38.8%.

Although public transportation nowadays can still serve almost half of the Jakarta residents, there has been a decrease of quality in the public transportation service system, especially after the crisis. People are reluctant to use public transport for the reasons of insecurity and poor services. This causes people to choose a more expensive but qualified modes of transportation, walk or even not have trips at all, while a good urban transportation system is the key factor to make Jakarta more efficient. The expansion of urban areas actually demands for a larger urban transportation system. Together with time, the problems that need to be solved by the governments will accumulate.

To prevent people from using more private vehicles, the public transportation system and services should be improved. Traffic jams can be reduced by socializing the use of public transportation. It will reduce the loss caused by delays on the road and at the same time provide better transportation facilities for the underprivileged and reduce pollution caused by gas emissions. For that reason, public transportation service improvement should be the first agenda in Jakarta’s public transportation policies.

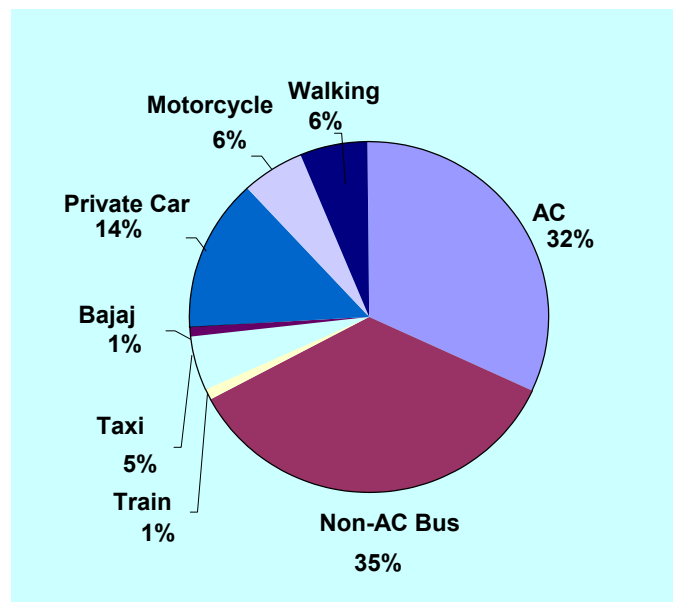
Therefore, the government of DKI Jakarta Province is currently formulating a “MACRO TRANSPORTATION PATTERN” which contains:

1. Mass Transportation Network, which contains:
  - a. BRT (Bus Rapid Transit)
  - b. LRT (Light Rail Transit)
  - c. MRT (Mass Rapid Transit)
  - d. ASDP (River, Lake and ferry Transport)
2. Formulation of Mode Transfer Location to support the integration between and intra modes in transportation.
3. Formulation of Feeder Services

For the implementation, the macro plan is divided into 3 phases of activities, which are:

1. Short Term Program (2003-2007)

In consideration of the cost and in line with the funding capability of the Regional government of DKI Jakarta, the plan has decided for the short term program to adopt



Source: JICA data survey, 2004

**Figure 2 Previous Mode Used for Busway Trips**

the BRT (Bus Rapid Transit) system in the form of Busway. For the first phase (2003), the implementation is to construct Blok M-City Corridor (12.9 km) starting from January 15, 2004. According to the JICA OD (Origin-Destination) survey data, 2004, there have been as many as 40,000 travels recorded since the Busway was operated, with the length of 8 km travel or 320,000 km travel/day.

The number of transportation mode switches from non-busway transport mode to busway is presented in Figure 2.

## 2. Medium Term Program (2007-2010)

### a. Railway transportation

Railway transportation development in the medium term program is directed to railway-base mass transportation development in the forms of Light Rail Transit (LRT) and Heavy Rail (Metro/Subway) which are planned to serve commuters' travel (Bekasi – Jakarta – Tangerang).

During the first phase to start in 2004, two lines were constructed, i.e, the Green Line that goes around 14.8 km and Blue Line that is 12.2 km long.

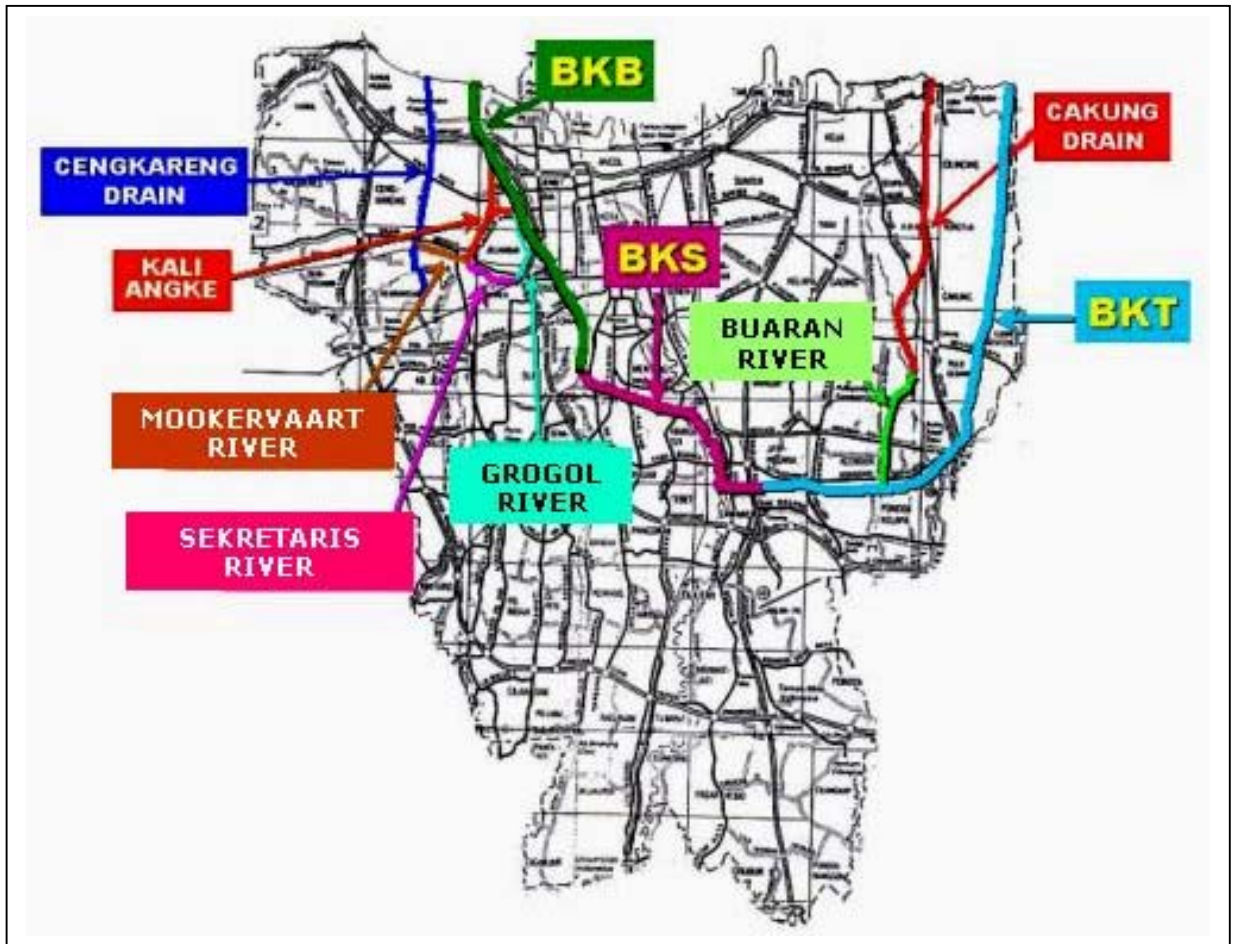


Source: Presentation of Communication Agency, Province of DKI Jakarta, at the University of Indonesia Jakarta, 2003

**Figure 3 Alignment Plan of Jakarta Monorail Phase-1**

b. River transportation

River transportation using canals/rivers in DKI Jakarta Province is very potential to support passenger and commodity movement, as the canals/rivers have grown into industry and settlement areas. The canals/rivers potential to be developed are:

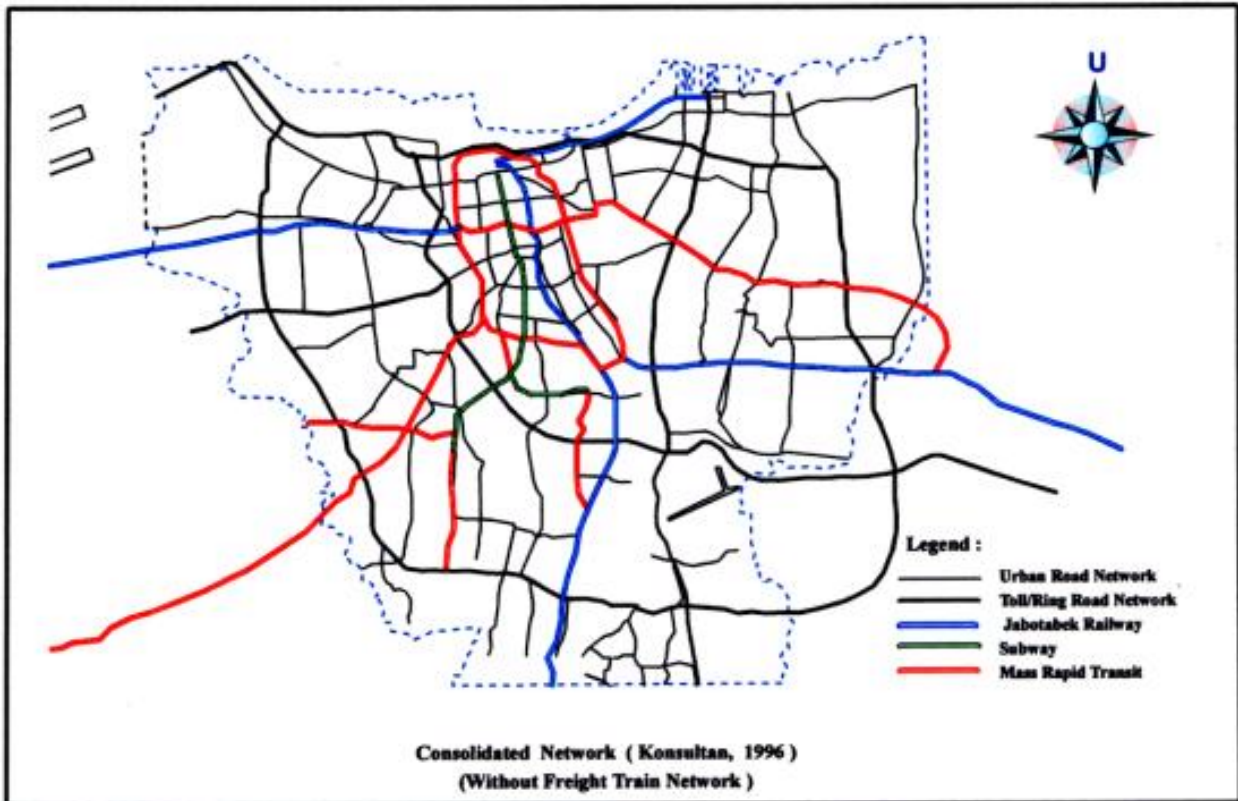


Source: Presentation of Communication Agency, Province of DKI Jakarta, at the University of Indonesia Jakarta, 2003

**Figure 4** Water Transport Plan in Jakarta

### 3. Long Term Program (2010-2020)

The direction of mass transport system development is proposed to be more intensively developing high capacity mass transportation. The dominant East-West movement will need several mass transport corridors that especially rely on rail bases: Light Rail Transit and Heavy Rail (Metro/Subway). To anticipate urban areas predicted to be eastward and westward in orientation and at the same time growing more intensively, multi-corridor construction for MRT is needed.



Source: *Presentation of Communication Agency, Province of DKI Jakarta, at the University of Indonesia Jakarta, 2003*

Figure 5 MRT Plan in Jakarta

### B. Urban Transportation Issues in the Special Capital District of Jakarta

Discussions with NGO reveal several findings connected with the problems, challenges and obstacles present in the transportation sector. The results of the discussion basically lay around the problems of Jakarta's transportation. Several conclusions drawn from the discussions are:

1. At NGO level, there is an opinion that the problems in the service given by operators include inadequacy and irresponsibility when violations happen to passengers.
2. Traffic jam that causes inconsistency in the routes taken by public vehicles is also a significant problem that passengers deal with. This inflicts an indirect problem to the passengers since they have to pay more when they need to find an alternative transportation in order to get to in their destinations.
3. The advocacy conducted by nonpolitical organizations often gets stuck at the local government level. This does not mean that the government tries to hinder the participation of the NGO but rather because the government often has a different point of view in seeing the matter of transportation policy. This brings the assumption that the capacity of the town council is still low when it comes to dealing with transportation issues.
4. Private companies have a dominant role in the public transportation system. This gives effects to the design of tariff and routes. In this case, it can obviously be seen that there is a mutual symbiosis between the government and private capitals.
5. The dynamics of the civil society in the transportation sector is reflected through an organization called FAKTA. The members of this organization are from nonpolitical organizations, universities (Higher Learning institutes) and the Poor People Community. They work together to create access to the city development policies. FAKTA is planned to be an alternative town council for the city residents to direct their ideas to improve the city policies, including those of the transportation sector.
6. The policy making process at the government level shows that there has not been a solid cooperation among the government's agencies. Policies made in one division often cause problems in the other. For example, the construction of a mall in a certain area might cause problems for the transportation sector as there would be a rapid growth of economic activities in that place some times later. The illustration more or less shows that a coordinated policy absolute is a necessity.
7. The organization of transportation operators are divided into groups. This is because of the interest rivalry at the government level made by the important people in the organizations.
8. Using public transportation in Jakarta is more expensive than using private vehicles. Yet even until now, the government has not responded to work on the problems of transportation policy formulation, especially when it comes to listening to the aspirations of the people of the marginal category.

## West Kalimantan

### C. Transportation Profile in West Kalimantan

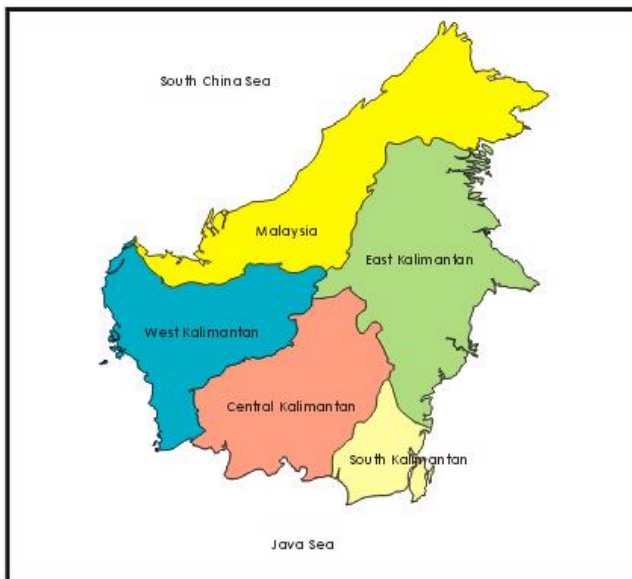
Inadequate facilities and infrastructures in West Kalimantan Province gives a huge impact to high operational cost. It weakens the competing ability and hinders the growth of new businesses that actually can help the region's economic development. Until now,

the modes of transportation provided in West Kalimantan are land, air and water/river transportations.



A careful look on the strategic geographic position of West Kalimantan will reveal, some positive possibilities to develop the region, especially since West Kalimantan has roads connecting this province with East Malaysia

(Serawak) through the Entikong post. It is the only inter-nation cross border post facility in Indonesia.



The fact is that transportation services play an important role in the development of West Kalimantan. It will be very difficult for West Kalimantan to develop without the support of a reliable transportation system in all modes, be it on land, air or water. Therefore, the smooth flow of transportation is the key to the region's successful development.

**Figure 6 Map of West Kalimantan**

The road development pattern in West Kalimantan is concentrated on the opening of isolated areas to improve the region's space layouts. The road plans are developed to boost productive areas without overlooking the aspect of environmental preservation.

Land transportation facilities in West Kalimantan consist of a 8,141 km of roads (including national and province/regency roads). Road network infrastructure in West Kalimantan not only provides easy access to West Kalimantan regions, but also connects the province with the neighboring country Serawak (East Malaysia) through the Entikong Post.

Air transportation in West Kalimantan is supported by five airports, i.e. Supadio Airport, Rahadi Oesman Ketapang Airport, Susilo Sintang Airport, Nanga Pinoh Sintang Airport and Pangsuma Airport in the Kapuas Hulu regency. Supadio Airport has a vital position as a secondary knot (second class) airport that functions to serve domestic and international flights.

Sea transportation in West Kalimantan is able to transport people and cargo with its four harbors, i.e. Laut Sintete Harbor, Laut Ketapang Harbor, Laut Teluk Air Harbor, and Laut Pontianak Harbor. The four harbors serve transportation for passenger of domestic and international trips, and also export-import activities.

Water transportation has an important role in maintaining the level of economic and other social activities considering that West Kalimantan has so many rivers and sub rivers with fleets that can reach relatively remote areas. In addition, there is also crossing transport facility that connect two highways interrupted by river or straight the role of which is to give significant contribution for the smooth flow of transportation.

Kapuas River is 1,086 km in length, and it passes through one municipality and six regencies, namely the Municipality of Pontianak, the Regency of Pontianak, the Regency of Landak, the Regency of Sanggau, the Regency of Sintang and the Regency of Kapuas Hulu. So far the river has given a great contribution to the establishment of water transportation (especially in remote areas) that support the mobility and accessibility of the surrounding communities.

Water transportation can be said to be a dominating means of transportation in West Kalimantan. According to the Communication Office of West Kalimantan in 2002, there had been a decrease of 35% to 72% of both people and cargos during the year of 1997 until 2001. And the number of means of transportation also decreased until 28%.

Motorboat with 40-passenger capacity is the most common means of transportation in river ways in West Kalimantan. The motorboats mostly operated on the Kapuas River. But nowadays, because of the decrease of the number of people who use this kind of transportation, many river ways businessmen went bankrupt.

Several problems faced in the development of river ways in West Kalimantan are the authorization matter, the non-standard tariff and regulations that bring troubles to the people. Nowadays the tariff for river ways is more expensive than that of land transport.

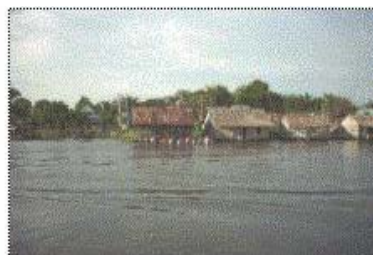
#### D. The Problems, Challenges and Obstacles in the Transportation Sector of West Kalimantan

The identification on problems, challenges and ordeals in the transportation sector of West Kalimantan is also carried through intensive interviews with the Board of Regional Housing and Facilities, the Transportation Board, the Regional Development Planning Board, the Local House of Representative, the Local Committee for Poverty Eradication, which is coherent with the Community Empowerment Board. And the results are as follow.

Transportation development in West Kalimantan faces the problems, challenges and obstacles as presented in the sections below:

1. **The expensive cost for the providing of local transportation facilities.** West Kalimantan is 146,807 km<sup>2</sup> in size. It generally consists of low lands with hundreds of rivers and hills that spread from the Kapuas valley to the Karimata strait. Most of the land is covered with swamps and mangrove forests. This characteristic is one of the causes of the expensive cost.
2. **The environment's abrasion, sedimentation, and illegal gold mining as serious problems in West Kalimantan river transportation.** These problems affect the safety of river transportation. They hinder the cargo transportation. These problems are very significant because cargo transportation to remote areas is mostly done through rivers. This is one of the proofs that the local government is not responsive enough in the matter of transportation.

According to the research of Feasibility Study on Water Resource Development and Flood Control of Pawan River and Kapuas River units, West Kalimantan (Office of Settlement and Regional Infrastructure, West Kalimantan Province, 2002), the causes of erosion on Kapuas riverbanks are natural factors (characteristics of land,



current, tide, rainfall) and human activities on the body of river (river transportation).

The most prominent causes of erosion are the characteristics of

**Figure 7 Retaining Wall to prevent abrasion**

land, current, and wave resulting from motors of river transportation. One alternative to solve the problem is to build restraining wall to prevent landslide on the steep banks.

3. **Passenger safety.** Until today, the safety of the passengers is a thing that is not the responsibility of the transportation service providers. In fact, the passengers themselves are considered to be ignorant of their own safety by using the means of transportation unwisely.

From the data of traffic accident from 1997 to 2001 (West Kalimantan in Figures, 2001), the number of victim decreases 50%. However, the fact in the field shows that the safety equipments supposed to be provided in highway and sea/water are hardly available. The behavior of passengers who are sometimes reluctant to put on safety equipments is one of the problems in the effort to improve safety for passengers. From the research 'The Characteristic of Water Transportation in 3 Regions in Indonesia', 2002, it is known that the boats operating in rivers in West Kalimantan are not equipped with life vest, while the passengers are not provided with insurance.

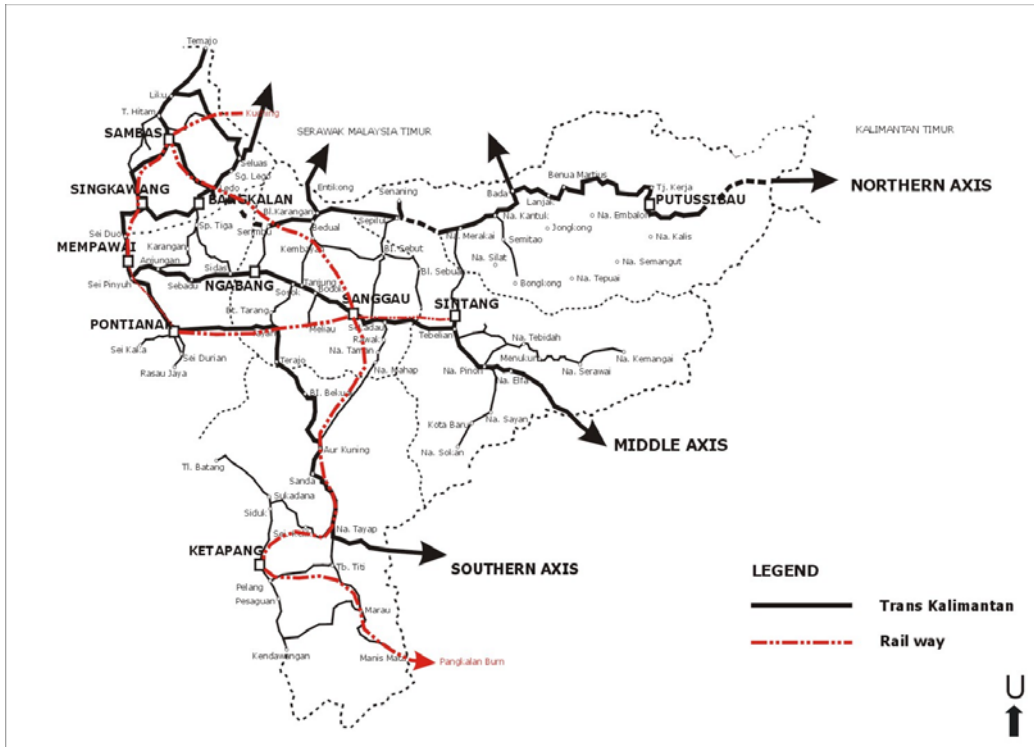
4. **Supervisory.** The supervisory undertaken by the government is considered to be very low. And it is done only in several posts. The provision of river means of transportation by the government is very low, so that the business is dominated by private companies.
5. **Planning capacity.** Transportation planning is still undertaken with the helps of consultants. This shows lack of human resources in the government, especially those in the transportation sector.
6. **Regional autonomy policy.** The dynamics at the regency/municipality level is propelled by the decentralization system gives effects on the flow of passengers and cargo. This has not been followed by adequate transportation facilities.
7. **The capacity of the state-owned companies as transportation service providers.** State owned companies still cannot be expected to reform the institutions in transportation sector. The demand for transportation services exceeds the capacity of the government to provide transportation and it shows that the government has not kept up with the people's expectation, showing lack of human resources and capitals.
8. **The river capacity.** In the past, the main means of transportation in West Kalimantan were river transportation. Meanwhile, the development of river transportation was very limited, and the main activity carried out by the government was the construction of roads. It can be observed from the total of road length (national and province) in West Kalimantan that reaches 8,141.60 km and river length navigated which is only 2,473 km.
9. **The government's domination in the policy formulation of.** The government's dominant role is clearly seen in the transportation policy in West Kalimantan. This

statement is based on the policy formulation made by the Local board of Housing and Facilities, the Transportation Board, and the Local Development Planning Board that becomes the transportation policy in this region. This policy goes into the Regional House of Representatives and is then consolidated in the Coordination Meeting on the provincial level. From this stage, people's participation is not involved.

10. **Tariff Unit.** The tariff is based on market mechanism. This causes the people to prefer using air transportation rather than sea transportation, which is considered to be very expensive.
11. **The limited role of the traditional society.** Sometimes the transportation development is hindered by the interests of the traditional society, especially related to developments meant to reach remote areas.

In order to cope with the above mentioned problems, the local government of West Kalimantan has taken several steps.

1. **Promoting the roles of private companies in the transportation service management.** Being faced with the problems in the provision and maintenance of transport facilities, the government is trying to cooperate with private companies especially in providing sea and air transportations. The local government is also developing land road with the funding aid from ADB and IBRD.
2. **Remote areas accessibility development.** The transportation policy in West Kalimantan is now concentrating on the reach of remote areas and borders through land, sea and air transportation. Now, there have been some boats that sail to remote areas, not only in West Kalimantan but also in Riau and East Nusa Tenggara. This project has absorbed new labors.
3. **Trans-Kalimantan Program.** This program has been divided into three axes; the northern axis, the middle axis, and the southern axis. This program has given a great contribution in giving access into borders areas. The northern axis has given access to provide transportation along the border of Malaysia. The middle axis provides transportation to East Kalimantan. And the southern axis provides transportation access to Central Kalimantan.
4. **Railway Development.** In the land transportation development, there has been a proposal for railways construction. And the early routes will serve:
  - (1) Pontianak – Singkawang – Mempawah – Sambas – Kuching.
  - (2) Pontianak – Sanggau – Sintang.
  - (3) Sanggau – Sambas.
  - (4) Sanggau – Pangkalan Bun via Ketapang.



Source: *Border Area Development Program Plan, Regional Infrastructure Division Year 2004-2007, the Office of Settlement and Regional Infrastructure, West Kalimantan Province*

**Figure 8 Trans Kalimantan and Railway Development in West Kalimantan**

The identification of the problems, challenges, and threat as well as the strategic policy to be projected into the future in West Kalimantan are noteworthy of further study. A review on the strategic policy designed by the National Development Planning Board, especially on the priority for river transportation development in Sumatera, Kalimantan, and Papua, reveals different direction from the transport development designed by West Kalimantan. The National Development Planning Board has been planning to prioritize water transportation for Sumatera, Kalimantan and Papua (see appendix 1 No. 1), but the RTRWP of West Kalimantan stipulates that the priority in the transportation will be given to railway sector.<sup>5</sup>

The priority for development that is based on the local condition, namely its numerous rivers dividing the region, has not yet been reflected. In the future, this matter should be an important reference. The local condition is supposed to be the main factor to be weighed in the regional development plan of transportation sector.

<sup>5</sup> The development plans from the local government of West Kalimantan in the year 2002 mentioned that railways are going to be developed in order to support coal and bauxite mines, industrial areas development, bay areas development and also the coherence with the development direction of railways in other neighboring places namely Serawak and the Province of Central Kalimantan.

### 3. THE PRO POOR ATTITUDE

This study is concerned with how the provision of transportation services, the reconstruction of and reformation in the transportation sector can be established to give the poor a better accessibility .

Beyond the domain of transportation policy formulation, the government is actually preparing some comprehensive efforts for poverty eradication. The efforts are carried out through the Coordinating Team on Poverty Eradication that has prepared some documents of its programs. Unfortunately, it seems that the documents have not yet been socialized nor operated by the Echelon I officials in the local government.

In the PRSP document (October 2002 edition) there are four strategies mentioned to eradicate poverty, namely:

1. *Creating opportunities*; to create opportunities for the poor
2. *Community empowerment*; to empower the poor to regain their rights in economy, social and politics, to control the policy making that concerns with their rights, to voice their aspirations and to identify their own problems and needs.
3. *Capacity building*; to improve the capacity of the poor to be more productive to enable them to struggle for their rights and needs.
4. *Social protection*; to give social protection for the poor.

This poverty eradication program is held in every sector, including transportation. This means that in the future the government policies should be generated to have four characteristics: opening more opportunities for the poor, empowering the poor, providing the poor capability to perform collective actions for their interests, and giving social protection.

The pro-poor concern can be strengthened if what is cited by the National Development Planning Board as public transportation politics can be extended. This institution proposes some ideas in changing political view point for improving the quality of public transportation. The ideas are as follow:

1. There should be a pro-poor concern taken by the government toward the users who are generally poor and economically weak, having no access to private cars and forced to use public transportation.
2. There should be obligation for the government to fulfill the need of the poor by providing a reliable and cheap transportation service for them.
3. The government should conserve the environment through fuel-use efficiency and air pollution reduction.

From the above findings is seen that in the government level there have actually been some efforts to provide a pro-poor transportation system and poverty eradication, only that its actualization should be monitored to ensure transparency in its implementation.

The pro-poor concern in transportation service system can be actualized if the key persons who handle the program really understand and have strong commitment to poverty eradication. Key persons supposed to lead the pro-poor attitude in providing transportation services are government agents who have large access to transportation policy making on the government level. Unfortunately, the Focused Group Discussion followed by echelon I officials in the transportation sector and supported by The Center for Transportations and Logistics Studies (CTLS) of UGM in July 2003 showed that there was no clear platform in the pro-poor transportation policy.

The following described the evidences:

1. The ideas in the document have not been actualized by the government agencies in their transportation policies. And if they have, the poverty eradication agenda is still an external issue.
2. The National Development Planning Board that has the key role in uniting the visions to carry out the poverty eradication programs faces ordeals in actualizing their strategies in the efforts of eliminating poverties.
3. The role of transportation sector in poverty eradication can be actualized in many forms. The Focused Group Discussion attended by the Echelon I officials had mentioned several roles that involve transportation sector. But there has not been any indication showing that the roles will be actualized in the real policy making to be done by the government. And the roles mentioned are:
  - a. The main priority in the development program was on the construction of the pro-poor transportation facilities.
  - b. The tariff making should be able to give protection to the poor.
  - c. The rise of fuel tax should be followed by a stable transportation tariff.
  - d. The development of transportation facility should be able to absorb jobless people.

The Echelon I officials are basically able to understand the significance of the pro-poor transportation program in the civil society. However they fear that the civil society may take over the government function. They see that some actions taken by several organizations in the civil society have created conflicts that should never occur.

Some problems such as the absence of sidewalks for pedestrian, the absence of special access for the disabled, the absence of facilities for alternatives transportation vehicles like tricycles, carts and bicycles should be significant issues. These factors should be of great considerations for the development of transportation in urban areas. The increase

of the number of motorcycle taxis in towns can also be another agenda. Is this kind of means of transportation is really needed or do we need to find the solution for this problem? Or is it necessary to consider including motorcycle taxi as one of the public means of transportation in Indonesia?

#### **4. THE URGENCY OF CIVIL SOCIETY CAPACITY ENHANCEMENT**

The development of transportation policy in Indonesia is still dominated by the government. The government has the authority to decide all factors including the routes, tariff, and provision and maintenance of facilities and infrastructures. In short, the government uses only its internal authorities to control the policy making.

There are three instruments for policy making according to the state administration; (a) authority use (b) information socialization (c) incentive and disincentive systems. Because of the government domination in the policy making, the role of the society is not seen in this sector.

The formation of organizations in the transportation sector should not merely become the agents of the government to maintain their dominant role. The policy making should be aimed at fulfilling the needs of the people. But instead, what is seen in the transport policy making is the collaboration between the government and private capitals in the provision and maintenance, the fixing of price rate and the design of routes. It is clearly shown in the case of land, sea and air transportation system in West Kalimantan. The price rate produced by the market mechanism has caused instability in this sector.

The confinement in the transportation policy making intentionally established by the government circles with the intervention of private investors' interests should be changed into a more open process by accommodating people's aspiration, enabling to solving the real problems faced by the society. Such a process will be cooperation between the government and the society. If we take a look at the three instruments mentioned above, the government has the responsibility of giving transparent information to the society. At the local level, the information can be on public transportation routes, information boards or a travel book provided for travelers. In the upper lane, the information can be given by socializing the policies taken by the government as a gate to an open discussion on the subject matter. This step should be meant to fulfill the society's need. Therefore the paradigm that is only beneficial to the government could be changed.

In relation to the protection of social and economic rights of the people, which has become an important point in this study, the findings lead to several propositions which give emphases to the fixing of economic class rate, the application of an environmentally friendly technology, the construction of special facilities for the disabled in the construction of transportation facilities.

An idea came up that the governments on the regency/municipality level still need the facilities and agreement given by several groups in order to establish pioneer transportation that could reach isolated areas. Public aspirations directed toward the representatives in the House have so far been unfruitful. The indication is based on the findings at the national level, marked by the disappointment of non-political organizations, that those representatives are not qualified in their fields. For that reason, the initiation of forming discussion forums in the society becomes urgent so that the results could convey the people's aspirations pertaining to the transportation sector. The establishment of FAKTA in Jakarta was one of the examples of the initiation that should increase the people's roles in the transportation policy formulation and should open up the confinement in the public policy formulation in this country. In a larger scale, the Indonesian Transportation Society should become a forum to which people could address their aspirations and which could actively act as an active element in the process of policy making.

The urgency of enhancing the capacity of civil society is growing more significant day-by-day. The change of paradigm in the government concerning the transportation policies in the country is a must. What we need is not only the change of governmental policy formulation but also the change of way of understanding the substance of the problem, which for example could be conducted by designing incentive and disincentive systems. The incentives given to the users of transportation services must be realized in the policy that improves the quality of transportation services and facilities. The reconstruction and reform in the transportation sector must be directed toward the completion of transport regulation system and its manual in which the civil society should play an important role. For the purpose of institutional reformation, an idea whether or not an Independent Regulation Institution should be formed is also put forward (see appendices 2-3).

The government's policy to improve the accessibility of the people to transportation facilities and services would be hardly sufficient if it counted only on the political will of changing the condition of the transportation sector present in the marginal and secluded areas. The 3 (three) points of change weighed by the central government must become a platform for the efforts of implementation. To a lot of people, the political will shown by the government's policy must be elaborated into spaces for the public to control the implementation of the policy.

In the context of Central and Local governments relationship, this policy still gives a lot of homework. For example, can a regional development which is followed by the mobility of goods or people be framed in a regulation that provides a sense of justice to the customers of transportation services? From this point, people's responsibility must be developed so as to maintain the transport facilities. At the end, it is not only the government that must change its paradigm in order to provide the rights of the people, but the awareness of strengthening the country must be developed at every level.

## **5. ACTION PLAN**

For the purpose of designing a research in the following year, an NFG seminar was conducted in Makasar, South Sulawesi on 2-3 September 2003. The seminar which was followed by 40 participants from several parts of Indonesia was one of the series of activities of the 6th Symposium of FSTPT (The Indonesia Inter University Forum in Transport).

The participants were accompanied by academic communities from many universities and associations that focus on the transportation sector. They are:

1. Assistant to Second Deputy of Telecommunication and Transportation Infrastructure Affairs of The Coordinator Ministry of Economy Affairs
2. Head of Sub Directorate for Posts & Telematics, Directorate of Energy, Telecommunication and Informatics, National Development and Planning Agency
3. Gadjah Mada University (Yogyakarta)
4. University of Hasanuddin (South Sulawesi)
5. Ambon State Polytechnic (Maluku)
6. University of Mataram (West Nusa Tenggara)
7. University of Brawijaya (Malang, East Java)
8. Catholic University of Soegijapranata (Semarang, Central Java)
9. Wiyata Mandala University (Sumedang, West Java)
10. Bandung State Polytechnic (West Java)
11. Parahiyangan Bandung University (West Jawa)
12. The Regional Development Planning Board of Kendari (South East Sulawesi)
13. The Local Government of North Luwu
14. Ayo Indonesia NGO, Flores (East Nusa Tenggara)
15. National Institute of Science and Technology, Bandung (West Java)
16. Diponegoro University, Semarang (Central Java)
17. University of Cendana, Kupang (East Nusa Tenggara)

The academicians are the stakeholder group of the country's civil society. Their participation was quite intensive in the process of policy making, both at central and local levels, situating them in a strategic position in the development of pro-poor transportation policies. They do not only comprehend the problems in the transportation sector, but also have wide access of advocacy, consultation and assistance in the formulation and implementation of transportation policies.

From the process of the seminar conducted for 2 (two) days, it became apparent that the problems related to the transportation sector are getting more serious. The problems can be identified in the following 4 (four) items:

a. The parameter of poverty and the involvement of private sectors

Related to the problems of transportation, the parameter of poverty the participants agreed on was the lack of transportation frequency that limits the people's mobility.

Therefore, the parameter of poverty is based on the low level of accessibility. The modes of transportation are still minimum. In the development of facilities and infrastructures, the problems are also related to the lack of funding. Regarding to that matter, an assumption came up that the roles of private sectors could actually be a potential. However, their roles must be controlled in order not to become too liberal, which would render



**Figure 9 Workshop NFG in Makassar**

the government incapable of controlling their activities. The involvement of private sectors is possible for a limited scale, in which they would act as operators, whereas the transport assets would subsequently belong to the government. This takes a political will from the government to determine how far private sectors could take part in the transportation sector.

b. Development priority

Topographic factor in every region, the increase of population and the development of the people's welfare need specific attention in the transportation sector. So far there has been discovered that the construction of roads is more dominant than the construction of other transportation modes.

c. Transportation Policies

The policies formulated in the transportation sector are still put in separate sector. The problems of transportation have not related to space layouts. Therefore, a master plan still needs to be designed which aims at 3 (three) things: Education, Empowerment and Implementation.

It means that the future formulation of transportation policies must be based on the concept that provides facilities for the process of education to everyone concerned wishing to see an ideal transportation system. With this concept, the empowerment

of the civil society would be measured from its level of transportation modes accessibility and participation in the making of transportation policies.

d. Regional Autonomy

Ever since regional autonomy was initiated in Indonesia, the transportation sector has become one of the sources of local innate revenue through the retribution fee imposed on the transportation sector. This factor has actually become a problem for the effort of establishing an affordable transportation. In the era of decentralization, policies that direct the transportation sector frequently overlap. Because of that, the emphasis of changes in transportation



**Figure 10 Workshop NFG in Makassar**

sector is to review transportation policies and encourage the government to be more sensitive in designing a pro-poor transportation system. For that reason, regional autonomy should be seen as an opportunity.

## **6. THE SCOPE AND STRATEGY OF ACCOMPLISHMENT**

One of the achievements made during the seminar was the Makasar Declaration (see appendix 4) that served as the basis of the Effort of Poverty Eradication through Transportation Policies and Programs and the establishment of **“Indonesian Working Group for Pro-Poor Transportation”**

This working group shall function as the spear point, which, together with the international networks of IFRTD and IFGRTD/ Rural Transport Council - MTI (Indonesian Transport Society), could develop and improve the networks formed by universities and nongovernmental organizations.

The vision of this working group, as stipulated in the Makasar Declaration, is to “empower” the transportation system in order to encourage efforts of eradicating poverty. This vision shall be attained by conducting advocacy, providing consultation and assistance to party determining the policy related to a transportation system which sides with the underprivileged.

For this vision, 3 (three) groups have been formed based on their proximity to the home-base:

1. The west cluster consists of University of Indonesia, Bandung Technology Institute, University of Trisakti and University of Padjadjaran.
2. The central cluster consists of Gadjah Mada University, University of Diponegoro, University of Soegiyopranoto, University of Brawijaya and University of Airlangga.
3. The east cluster consists of University of Hasanuddin, University of Pattimura, etc.

A coordinator shall be appointed out of each group and every university will have its own contact person. The whole groups' activities will be coordinated by a secretariat positioned under the Center for Transportations and Logistics Studies of Gadjah Mada University.

The secretariat is designed to conduct advocacy, consultation and assistance for pro-poor transportation policies by means of:

1. Communicating various ideas and initiatives which are relevant to the workgroups as well as to the local and central governments.
2. Developing and strengthening the advocacy networks and the ability of consultation and assistance for the development of transportation policies.
3. Organizing activities which enhance the roles of universities in fighting for the accomplishment of pro-poor transportation policies.

For those purposes, a mailing list has been created along with a website of which address is [www.pustral-ugm.org](http://www.pustral-ugm.org).

### **6.1. Strategies of Accomplishment**

As it has been stated previously, academic communities are actually strategic stakeholder group in Indonesian civil society for they have an appropriate access to the process of policy-making by means of advocacy, consultation and assistance, both in the national and international levels. The well functioning of the Indonesian Working Group for Pro-poor Transportation is hoped to enhance its capacity in formulating as well as directing policies related to transportation. To make that possible, this newly established working group needs to conduct a series of consolidating activities inside and subsequently outside the group by involving other civil society stakeholder group. The fact that academic communities own an appropriate access does not necessarily make pro-poor transportation policies a dictation.

It needs to be noted down that transportation policies are not a matter of a decision made by a public official. Transportation policies, in many ways, are intertwined with "designs" or "systems" of transportation management. Transportation policies in the past were assumed to be policies which helped sustain economic growth. It means that the establishment of public services in the transport sector was not really for the sake of public services themselves but rather for the sake of something more importance,

namely economic growth. The direction of transportation policies, exploited by the mission of accelerating economic growth, would in turn focus as only one segment of the people contributive to the growth of economy, i.e. the wealthy segment. In relation to this, the working group is face to face with serious challenges, struggling to turn the direction of the policies which used to side only with the rich and insensitive to the needy, toward the poor.

Although the academic communities have a standard access in terms of advocacy, consultation and assistance to policies, the question is whether or not this is sufficient for the redirecting of the policies. Therefore there are certain strategic steps to be done:

1. Formulating the pro-poor criteria and forms.

From the seminar conducted, the pro-poor criteria and forms could not yet be comprehensively and thoroughly identified in the policies and system of transport services. On the other hand, the agenda of policies which served to eradicate poverty did not really realize that the sector of transportation could actually be seen as a strategic medium of the implementation. In relation to that, these things are needed:

- a. The clarity of the criteria of pro-poor policies. By holding on to these criteria, the range of civil society that copes with transport and public sectors could evaluate the system of transport services and policies made by the government.
- b. Contextual references (rules or laws) that can explain about governmental programs that serve to eradicate poverty.

The formulation of the Reference for pro-poor actions will help the exponents of civil society to formulate action plan to struggle for pro-poor policy. In addition, the formulation of the forms of such an involvement will also facilitate transport planning and policy making which are directed to facilitating poverty alleviation.

2. Integrating the capacities/powers within the civil society

From the studies that have been done, it turns out that not all areas have the stakeholder group of a civil society sensitive and committed to the problem of transportation. In the Special Municipality of Jakarta, some nonpolitical organizations actually specialize and support the people in struggling for a better transportation service, including a transportation system which sides with those who are underprivileged/marginal. Yet in Pontianak (West Kalimantan), which is in fact the province's capital, such NGO is unidentified. Considering the variation of local context, each group in the working group will be invited and facilitated to integrate capacities and powers in the aims of:

- a. Involving as well as obtaining cooperation with a wider range of civil society stakeholder group to question the quality of the transportation system and services and its inclination to the poor.

- b. Identifying breakthroughs and samples of success of the coordination of a pro-poor transportation system.
- c. Proposing some ideas that could improve the system of transportation.

The coordination and alliance with operators and businesspersons are quite important in order to make it possible to turn the coordination of the transportation sector into a healthy business practice, and at the same time to give benefits to the poor. Another important thing is the coordination with organizations and networks which focus their programs on eradicating poverty. All in all, coordination could be established on the basis of a mutual commitment of developing transportation system and services and also on the basis of eradicating poverty.

### 3. Developing and optimizing access to the existing process of policy making

The capacities and powers of a civil society only work for the development of the transportation system and services. Ideas initiated within the civil society are hoped to survive in the hands of the makers and designers of the transportation policies. In relation to this, in addition to the participation of transport activists in the working group, an effort should be made to widen up public access, especially access for the civil society circles to influence (read: to tinge) the policies made in the spirit of eradicating poverty. Things that can be done for that matter are:

- a. The promotion of transparency in the process of policy making so that the interests of the underprivileged could be expressed and accommodated in the policies formulated.
- b. The proposal of innovative policies which also puts forward success samples of transport managements to the policy makers.

### 4. Sustaining the continuity of the efforts of redirecting transportation policies

The redirection of the policies toward the establishment of a pro-poor transportation service takes a long journey, whereas the spirit of the whole stakeholder group seen in the working group might diminish in a short term. In relation to this, some steps need to be taken, namely a regular meeting in which success stories and experiences could be shared and the integration of power and fund resources that subsidize the networks.

Based on the explorations and identifications on problems, challenges and obstructions that have been done, subsequently there have been discussions done to deploy action plans. There have been 2 (two) main items formulated in this process, namely:

#### 1. Transportation sector as a priority

- a. By putting greater emphasis on marginal communities in the urban areas, the indicator of a pro-poor transportation must be marked by proportioned revenue

over transport cost, in which the transport cost shall be deducted by shortening distances, adjusting modes and providing main corridors.

- b. In relation to safety, comfort and security, all of the following must be given special attention to: manner in driving, vehicles fitness, number of vehicles, regulations/standards, coordination among related institutions, and outreach of safety programs.
- c. Conducting analyses on transport modes, namely enhancing public transport reliability by increasing local initiatives (partnership between private and state) and giving priority on non-motorized vehicles. The availability of transport facilities which are suitable with coastal, seaside and remote areas should also become one of the priorities in the development.
- d. Promoting the mechanism of cross subsidy in the public transport sector and in serving the people who inevitably have different economic potentials by giving greater priority on the underprivileged.
- e. Urging local communities to participate, for example in the form of practical activities of which approach is included in the regional budget. Besides that, the empowerment of the locals can be designed through outreach (e.g. of land acquisition) by nongovernmental organizations or traditional societies in order for them to maintain their willingness to sacrifice at times.
- f. Intensifying the roles of universities to transfer knowledge/technology, for example by designing a local curriculum concerning transport sector.
- g. Proposing the issue of transportation for the eastern Indonesia territory to the Ministry of Eastern Indonesia Territory Developmental Acceleration to subsequently create a strategic (long/medium term) program, and urging business and industrial sectors in the territory (Freeport-Papua, Nikel-Soroako, etc.) to participate and support the pro-poor transportation.
- h. Forming one central management in the transportation sector to establish an integrated transportation system that accommodates solutions to the problems faced by the urban or rural transportation sector..

## 2. Civil society network expansion

- a. Forming networks at local, regional, national and international levels as one of the attempts to capture aspirations. In this process, an evaluation from each institution involved in the networks is needed for it to be able to create activities or action programs. A formulation of programs shall be adjusted with the character of the regions. The commitment toward the networks shall afterward be tested in the process.

- b. Institutionalizing networks created between the civil society and the bureaucracy/ policy makers in the transport sector. In the process of institutionalizing the networks, an effort of enhancing the capacity of each policy bearer is needed, either the policy is related to quantity, such as: recruiting network members formally, non-formally or individually, or that related to quality, such as: designing the implementation for the action programs at regional level, as well as performing evaluation and control over the implementation of the programs done by the networks.
- c. Giving support to researches on local transportation with “Transportation toward Equality” as the central issue. Giving annual awards to researches or top publications on the transport sector which sides with the underprivileged. And sharing information through the networks created.

## **7. WORK PLANS**

In order to attain the goals, a series of programs in the forms of seminars and annual meeting is designed with the aims of:

1. Formulating the pro-poor criteria and forms
2. Integrating capacities/powers in the civil society
3. Expanding and optimizing access to the existing policies
4. Maintaining the continuation of efforts in redirecting the transportation policies

Further explanation on the work plans can be seen in Table 1.

**Table 1 Work Plan of Indonesian Working Group for Pro-Poor Transport 2003 - 2004**

Goals	Programs	Responsibility of	Implementation*	
			Month	Specification
Formulating the pro-poor criteria and forms	Seminar on pro-poor criteria and forms in the transport policies	The secretariat	July 2004	-
	Seminar on poverty eradication in the transport sector	The secretariat in coordination with the Poverty Eradication Committee	September 2004	-
Integrating capacities/power in the civil society	Integrating the transport policies' advocacy networks	Each working network	All year	Done continually within each group
	Designing initiatives for changes and handing them to the Local House of Representatives or the local governments	Each working group	Not specifiable	Depending on the groups' decisions
Developing and optimizing access to the existing policies	Dialog on transport policies	Each working group	Not specifiable	Depending on the groups' decisions

Goals	Programs	Responsibility of	Implementation*	
			Month	Specification
	Seminar on expanding the accessibility of the poor to local transportations	Each working group in coordination with the local government and local transport operators	Not specifiable	Depending on the groups' decisions
	Innovating the process of making the transport policies	Each working group in coordination with the local government and local transport operators	Not specifiable	Depending on the groups' decisions
Maintaining the continuation of efforts in redirecting the transportation policies	Annual meeting that strives to evaluate the programs and to design further programs	The secretariat	December 2004	-

\* Tentative

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**Appendix 1.**

**Transportation in Indonesia – taken from Infrastructure in Indonesia: Before, During and After the Crisis (published by the State Ministry of National Development Planning/ National Development Planning Board (BAPPENAS) and edited by its Deputy of Infrastructures, 2003)**

No.	Type of Transport	Identification of Problems, Challenges and Obstacles	Strategic Policy
1.	Land	<p><b>Railways</b></p> <ul style="list-style-type: none"> <li>• Transport Management</li> <li>• Institutional structure of cross capacity</li> <li>• Condition of means of transportation (locomotives and coaches)</li> <li>• Old and worn-out railway tracks</li> <li>• Lack of investments and maintenance funding</li> <li>• Poor image in service to the passengers and the people</li> <li>• Inflexibility of investments due to the nature of monopoly</li> <li>• Problem of institutional regulations and market structure</li> </ul>	<ul style="list-style-type: none"> <li>• Thorough normalization and improvement of transportation facilities</li> <li>• The funding mechanism of PSO (Public Service Obligation) – IMO (Infrastructures Maintenance Obligation) – TAC (Track Access Change)</li> </ul>

No.	Type of Transport	Identification of Problems, Challenges and Obstacles	Strategic Policy
		<p><b>River, Lake, Ferry Crossing</b></p> <ul style="list-style-type: none"> <li>• Limited funding to work on infrastructures, facilities and operations</li> <li>• Undeveloped roles of private sectors and local governments in fulfilling the needs for transportation services, especially that of pioneer transportations</li> </ul>	<ul style="list-style-type: none"> <li>• Development priority to river transports in Sumatra, Kalimantan, Papua</li> <li>• The development of ferry as means of round trip transportations from one site to the other</li> </ul>
2.	Sea	<ul style="list-style-type: none"> <li>• Year 1984: the policy of ceasing ships of 25 years old</li> <li>• Year 1988, the policy was annulled due to the lack of ships in sea transportation for domestic/foreign routes</li> <li>• Governmental Regulation No. 17 Year 1988 regarding the coordination and accomplishment of sea transportation in Indonesia resulted in the arrival of foreign fleets involved in domestic routes or export-import businesses (shown by a constantly increasing graphic of foreign fleet segments in Indonesia)</li> </ul>	<ul style="list-style-type: none"> <li>• The liability of the national fleet in executing the basis of sabotage</li> <li>• The management of business patterns at ports to provide simplicity and reliability of service</li> <li>• The empowerment of cargo handling companies in goods distribution business and the purging of high costs</li> <li>• The improvement of goods accessibility from the center of production to the ports</li> <li>• Fiscal decentralization policy which relate to the signing of credit letter in every export harbor</li> </ul>

No.	Type of Transport	Identification of Problems, Challenges and Obstacles	Strategic Policy
3.	Air	<ul style="list-style-type: none"> <li>• In 1996, Federal Administration Aviation (FAA) gave its evaluation that the civil aviation authority in Indonesia had not given any guarantee that its air transportation system has passed the minimum safety standards set up by the International Civil Aviation Organization (ICAO)</li> <li>• The productivity of the state-owned airlines is far below that of the private-owned flight companies</li> </ul>	<ul style="list-style-type: none"> <li>• Regular scheduling of interregional air transportation services</li> <li>• Initiating freedom to airlines to choose its own plane types and capacities</li> <li>• Setting up a service operation pattern established on the basis of increasing frequency rather than capacity</li> <li>• An effort of setting up a scheme for the obligation of public service in flight operation networks system between regulators (the government) and operator (flight companies) is very much needed</li> <li>• Expanding airport facilities into business centers, especially in big cities or tourist destinations</li> </ul>

No.	Type of Transport	Identification of Problems, Challenges and Obstacles	Strategic Policy
4.	Urban	<ul style="list-style-type: none"> <li>• The transportation system's service problems</li> <li>• Traffic jams which cause a lot of waste of time and energy – the cost of road use</li> </ul>	<ul style="list-style-type: none"> <li>• Developing a balanced urban transportation system</li> <li>• Institutionally forming City Transportation Coordinating Board and Urban Public Transportation Committee</li> <li>• Planning an urban transportation system which uses an MST (Transportation System Management) approach, a managerial system which creates a stable urban transportation system between the modes of private car and public transport uses, creating a transportation system that is balanced with the city's layout and the rest of the city's economic activities, paying attention to the efficiency and optimization of the existing urban transport facilities, and sustaining the environment and the sources of energy</li> <li>• Designing a set of urban transport regulations based on the assumption of the best instruments in order to prevent traffic jams</li> </ul>

No.	Transportation Policy	Problem, Challenge, Obstacle Identification	Strategic Policy
		<ul style="list-style-type: none"> <li>• Problems caused by the transportation system</li> <li>• The increasing consumption of energy from time to time</li> <li>• Air pollution/noisiness</li> <li>• Crimes, related to lack of safety</li> <li>• Condemnation of property to build transportation's infrastructures</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• External problems that influence transportation system</li> <li>• Population</li> <li>• Centralization and urbanization</li> <li>• City layout</li> </ul>	
5.	Rural	-	-

Several assumptions, which are the base of the *first best instrument*, are as follow:

1. Every street user act rationally and take decisions wisely in order to get the maximum advantage at the minimum cost.
2. There should be complete information on the trip costs including the costs for alternative routes and the utility costs for alternative transportation modes.
3. Travel time is a normal economic item and has a positive value in a monetary context
4. *Congestion pricing* is applied in the city's relevant road network which is technically feasible to implement and affordable

**Appendix 2.**

**Transportation Facilities Development Program  
of the National Development Program (PROPENAS)  
Year 2000 – 2004**

<b>No.</b>	<b>Programs</b>	<b>Targets</b>	<b>Activities</b>
1.	The improvement of services of the transportation facilities	<ul style="list-style-type: none"> <li>• To provide the minimum needs of transportation services as well as the supportive efforts in restoring economic activities</li> <li>• To maintain the physical condition of transportation facilities</li> <li>• To improve the managerial system of transportation</li> <li>• To improve the services of transportation facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Rehabilitating and maintaining transportation facilities, especially those of road network, railways, ferry, ports and airports</li> <li>• Improving the management system of transportation: management system of the demand for transportation, engineering and traffic/transportation control system, the completion of regulations of overloading prevention and road taxes, traffic safety and navigation instruments system</li> <li>• Improving the capacity of transport services which have passed their capacities</li> <li>• Restoring data and information system, and the technical standard system of transportation</li> </ul>

No.	Programs	Targets	Activities
2.	Reconstruction and reform in the transportation sector	<ul style="list-style-type: none"> <li>• To establish several alternatives of transportation facilities and services compatible with the purchasing power of the people</li> <li>• To establish a more competitive operation of transportation service through the reconstruction of regulations and institutions</li> <li>• To expand business opportunities in the sector of transportation services</li> <li>• To realize active participations of the government (as the regulator and facilitator) and state or private owned corporations (as the operators and owners/coordinators of transportation) in coordinating transportation services</li> </ul>	<ul style="list-style-type: none"> <li>• Completing the regulation system of transportation and its directional codes</li> <li>• Restructuring the tariff policy and, if possible, forming an independent regulation institution</li> <li>• Restructuring the funding system of the infrastructures of transportation, e.g. through the funding scheme of PSO – IMO – TAC in the railway sector</li> <li>• Improving price rate for the passengers</li> <li>• Reforming the license and regulation system to improve service competitiveness</li> <li>• Reforming and restructuring (state owned) corporations in the transportation sector</li> </ul>

<b>No.</b>	<b>Programs</b>	<b>Targets</b>	<b>Activities</b>
3.	The improvement of public access to transportation services	<p>To establish transportation facilities and services in secluded areas, to establish transportation facilities and services for a wider range of community, and to establish a reasonable price rate for the low class society</p> <p>To integrate a national transportation network in an inter-mode manner by establishing a regional transportation network system</p>	<ul style="list-style-type: none"> <li>• Expanding pioneer transportation services in secluded or border areas by developing pioneer axis roadways, ports, crossing harbors and airports</li> <li>• Giving subsidy to pioneer land, sea and air transportations</li> <li>• Improving the roles of the local governments, society, business sectors including co-operative in establishing pioneer and rural transportations</li> <li>• Improving the inter-mode national transportation network system integrated with the regional transportation network system</li> <li>• Improving the access of city people, especially those of the low economy category through rapid mass transport system</li> </ul>

**Appendix 3.**

**Transportation Infrastructures and Facilities Development Program  
Annual Development Plan, 2004**

<b>No.</b>	<b>Programs</b>	<b>Targets</b>	<b>Activities</b>
1.	Sustaining the level of transportation services	<ul style="list-style-type: none"> <li>• To rehabilitate all transportation facilities in order to sustain their functions, especially that of safety</li> </ul>	<ul style="list-style-type: none"> <li>• Rehabilitating and developing roadways, railways, river, lake, water crossing, sea, air, and pioneer transportations to people living in secluded places or border areas</li> </ul>
2.	Reconstruction and reformation in the transportation sector	<ul style="list-style-type: none"> <li>• To improve efficiency, accountability and transparence through:               <ul style="list-style-type: none"> <li>- Fixed rate mechanism</li> <li>- The completion of regulations and mainstreaming it to increase the roles of private sectors</li> <li>- The progress of integrating the national transportation system with the regional and territorial transportation systems</li> </ul> </li> </ul>	

No.	Policy	Aim	Main Activity
3.	Improving accessibility to transportation services	<ul style="list-style-type: none"> <li>• To establish transportation services as well as pioneer transportation in regions with the following characteristics:               <ul style="list-style-type: none"> <li>- Areas with the highest level of transportation service disparity</li> <li>- Areas with an economic potential</li> <li>- Secluded areas</li> <li>- Border areas</li> </ul> </li> <li>• To give special attention to the development of transportation facilities in rural areas in order to reinforce the people's economy and to increase accessibility to transport services that extend to a larger scope</li> </ul>	

#### Appendix 4.

### MAKASSAR DECLARATION FOR POVERTY ERADICATION MEASURE THROUGH TRANSPORT POLICY AND PROGRAM

1. The workshop held as the cooperation among IFRTD London, IFGRTD, PUSTRAL UGM Yogyakarta, Hasanuddin University, MTI Yogyakarta and SFTPT on 2-3 September 2003 is one of the series of 6th FSTPT symposium activity.
2. It emerges into our awareness that poverty eradication must be done in a sustainable manner by involving resources in many sectors by means of involving resources from many disciplines and applications of science.
3. One important result from the workshop is the strong spirit and commitment from the participants to giving their contribution for enhancing the capacity of civil society to support pro-poor transport policy and program.
4. The working group founded with the members of workshop participants is intended to be the focal point, which, together with the international network of IFRTD and IFGRTD/Rural Transport Council of MTI (Indonesian Transport Society), will develop and improve the existing network in higher learning institute and non-government organization.
5. This working group is established with a vision to empower transport system that facilitates poverty eradication measures. The vision will be achieved by carrying out advocacy, reporting, and assistance to the party determinant in the making of policies that relate to pro-poor transportation.

Accordingly, based on the above rationale we, from higher learning institutions and non-government organization, declare the establishment of:

**“Indonesian Working Group for Pro-poor Transportation”**