



Fostering partnerships towards sustainable urban mobility from the national to local level: Matsuyama, Japan and Yogyakarta, Indonesia

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ABSTRACT

This paper analyzes the implementation of Japan's and Indonesia's national frameworks aiming to promote sustainable urban mobility by placing transport policy coordination as pre-requisites under the decentralization regime. It takes two cities, Matsuyama and Yogyakarta, as the case studies. The analytical framework developed here highlights multi-level government coordination, coordination among local stakeholders, and regulator–operator coordination. The analysis is based on policy documents review, field observation, hearing and a questionnaire survey. The study shows some good practices as well as drawbacks of the schemes and produces lessons-learned from Japan's 'omnibus town scheme' to improve Indonesia's public transport program and for other cities in developing countries.

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1. Introduction

Achieving sustainable urban mobility depends on the availability of comprehensive integrated mobility system that places public transport and non-motorized modes as its core element and favors them over private modes. The two keywords – comprehensive and integrated – consequently lead to the indispensable necessity of partnerships, which is evidently challenging, among relevant stakeholders in formulating, integrating and implementing policies.

By focusing on bus service improvement as part of creating sustainable urban mobility, this study aims to qualitatively analyze how a top-down approach in fostering a better policy coordination from national to local level, both vertically and horizontally, can work under the decentralization regime. This study compares the implementation of Japan's and Indonesia's national policy to promote sustainable urban mobility that places policy coordination as pre-requisites.

The remainder of this paper is divided into five sections. In the second sections, the methodology of this research is explained. The third section describes the case studies in Japan and Indonesia. Japan has introduced a comprehensive scheme to encourage bus use – Omnibus Town Scheme – and Matsuyama City is one of the designated cities. Indonesia more recently introduced a nation-wide pilot program to

reform urban public transport system focusing on bus-based system and Yogyakarta took the advantage of the program to establish and optimize its new bus system, the Trans-Jogja. Finally, in the last two sections, the discussion and conclusion sections, it discusses and draws conclusions on how cooperative approach can be nurtured and results in significant progress in creating sustainable urban mobility.

2. Methodology: analytical framework

Partnership is the most mature form of coordination among two or more entities. A partnership engages in higher levels of joint activities, and has a higher level of dedicated resources/investment and more frequent and open communication/information exchanges [1]. Theoretically, it evolves from informal and irregular exchanges to a more institutionalized relationships. More importantly, it is a process.

In this study, the process of partnership formation and stakeholder interaction are explored at two decision-making levels: strategic and tactical levels [2]. The analysis from the two case studies will highlight the following points as conceptualized by the analytical framework shown in Fig. 1:

- Multi-level Government Coordination (Vertical Coordination).** Under the decentralization era, cooperation between national and subnational government is necessary to improve capacity (technical and fiscal) at subnational level and policy coordination between national and subnational level, as well as to allow inter-city governmental coordination [3,4]. Multi-level coordination involves subsidiarity principle, which means assuring participation of all

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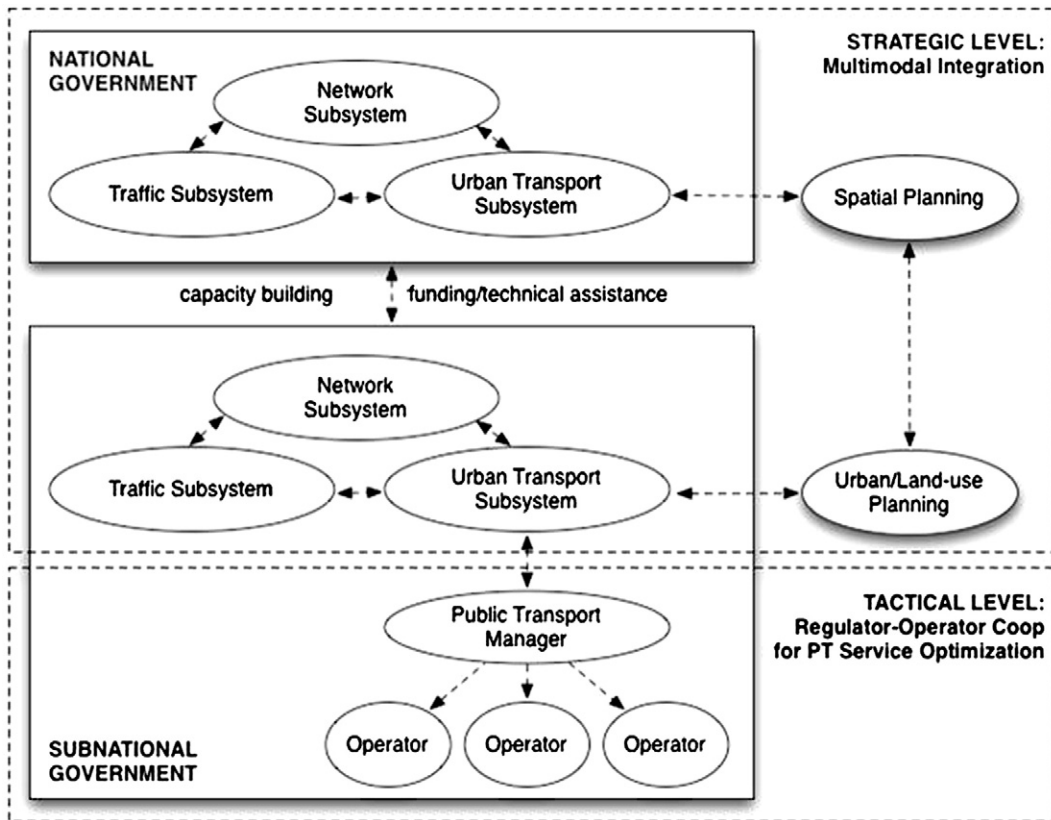


Fig. 1. Analytical framework.

levels of governments in sharing roles, targets, responsibilities and competences in supporting the initiative.

- **Coordination among Local Stakeholders (Horizontal Coordination).** Within the public sector, multimodal integration can only be achieved when there is coordination among transportation subsystems (network, traffic and urban transport). Such integration in many cases is quite problematic [5]. The process also involves the citizens, business sectors and other local stakeholders.
- **Regulator–Operator Coordination.** In optimizing public transport service, the combination between ‘hierarchy’ and ‘market’ governance mode could be applied [6]. The nature of a regulator–operator cooperation scheme is unique for each city responding to local issues and characteristics.

For the analysis, general literature and policy document reviews on Japanese and Indonesian bus improvement measures were undertaken. The two countries have indeed a different background of legal and governance system with different economic, transportation, and environmental condition as well. However, both countries have experimented a similar top-down initiative aiming to promote partnerships towards sustainable urban transport at local level under decentralization regime. The different backgrounds are expected to enrich the lessons taken from both countries, particularly for advancing progress in Indonesia’s case.

In June 2010, a hearing forum with Matsuyama Municipal Government and Matsuyama major private operator, *Iyo Tetsudo*, was conducted as part of field observation. Data collection of the development of Trans Jogja Bus Rapid Transit system in Yogyakarta Special Region (DIY) consists of a questionnaire survey to DIY’s Local Transport Authority (LTA) in August 2010 and a follow-up interview and field observation in February 2011.

3. Case studies

3.1. Japan’s omnibus town scheme and Matsuyama omnibus town

In May 1997, the “Omnibus Town”¹ scheme was introduced in Japan. It was initiated under the cooperation of three government agencies consisting of the Ministry of Transport (MLIT), the Ministry of Construction and the National Police Agency, for the purpose of realizing safer regions that offer more rewarding living quality through the creation of towns that take advantage of bus transportation to resolve various problems faced by cities.

Omnibus town means a town that seeks to achieve comfortable transportation and living by highlighting the multifaceted (omni) social significance of having bus service [7]. It is aimed for establishing towns featuring busses that everyone can easily use, where people can move around safely, which are free from congestion and accidents, where people can walk and gather, and which are clean with little exhaust gas in the air. It encourages improvement of bus driving improvement, preparation or improvement of transportation facilities to accommodate bus transportation, improvement of bus convenience, and uplift of social significance of busses. Besides towards local public entities, bus companies are also promoted to provide supplementary supports such as: (i) provision of a wide range of discount fares or other incentives; (ii) improvement of bus stops, service schedules, information system, ticketing system; and (iii) introduction of barrier-free and low-emission bus fleets.

One unique feature of this scheme is that it requires cooperation between urban, road and traffic sectors within the national and

¹ For more information on the scheme design, see http://www.mlit.go.jp/i_road_transport_bureau/01_omnibustown/index.html

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