

Dynamic Governance Model for Mass Rapid Transportation in Jakarta

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Abstract: *This study aims to investigate the Dynamic Governance Model in Jakarta's Mass Rapid Transportation (MRT) system. The fundamental principle of Dynamic Governance is the integration of culture and capability to foster change that aligns with evolving societal needs in an era marked by uncertainty. Organizations must dynamically and flexibly adapt to effectively navigate the complexities they face. A qualitative approach was employed in this research, utilizing data collection methods such as interviews, observations, and document analysis. The findings reveal that the implementation of the three pillars of Dynamic Governance is consistently preceded by preparatory processes. For example, research is conducted prior to the application of thinking ahead, internal reviews precede thinking again, and benchmarking is undertaken before implementing thinking across. Additionally, the study identifies interconnections among the three pillars, emphasizing their mutual reinforcement. Furthermore, culture is found to play a vital role in fostering work commitment and ensuring operational consistency in the field.*

Keywords: *dynamic; governance; model; mrt; transportation*

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Introduction

The Mass Rapid Transportation (MRT) policy implemented by PT Mass Rapid Transit Jakarta represents a significant transformation in urban transportation within Indonesia. Since its inauguration in 2019, the Jakarta MRT has become an efficient and modern transportation alternative for Jakarta's residents. The introduction of this system enables citizens to shift from private vehicles to a public transportation option that is faster, more comfortable, and environmentally friendly. This policy is expected to reduce the high levels of traffic congestion in Jakarta. Severe congestion in the city has also led to significant economic consequences for both the city and its inhabitants. Various studies have highlighted the substantial economic costs associated with traffic congestion in major cities annually (Karthik & Loui, 2021; Nwokedi et al., 2020).

In an ideal scenario, Mass Rapid Transportation (MRT) should effectively encourage a substantial shift from private vehicle usage to public transportation, reduce travel times, and provide a reliable travel alternative. This shift would decrease vehicle volume, alleviate traffic congestion, and shorten commuting times. However, empirical evidence highlights a gap between expectations and reality. Challenges such as the integration of multimodal transportation systems, station accessibility, and the willingness of Jakarta residents to transition from private vehicles to public transport remain suboptimal. Additionally, the utility of the MRT for residents is still relatively low, compounded by socio-economic challenges. Consequently, a more dynamic, flexible, and adaptive governance approach is required to address the complexities of these issues effectively.

This research aims to thoroughly

and comprehensively examine the implementation of the Dynamic Governance model at PT Mass Rapid Transit Jakarta. The study seeks to uncover the objectives of its application, governance framework, implementation methods, outcomes, challenges encountered in the field, strategies to address these challenges, innovations, and other aspects related to Dynamic Governance within PT Mass Rapid Transit Jakarta. Based on the background outlined above, the primary objective of this study is to analyze the Dynamic Governance model for Mass Rapid Transportation in Jakarta.

An institution is considered dynamic when it demonstrates the emergence of innovative ideas, the continuous renewal of values and perceptions, consistent improvements, and the ability to adapt and maintain a high degree of flexibility. These characteristics contribute to the formation of an organization that is constantly engaged in a process of learning, the development of effective and swift policies, and sustained change (Neo & Chen, 2007).

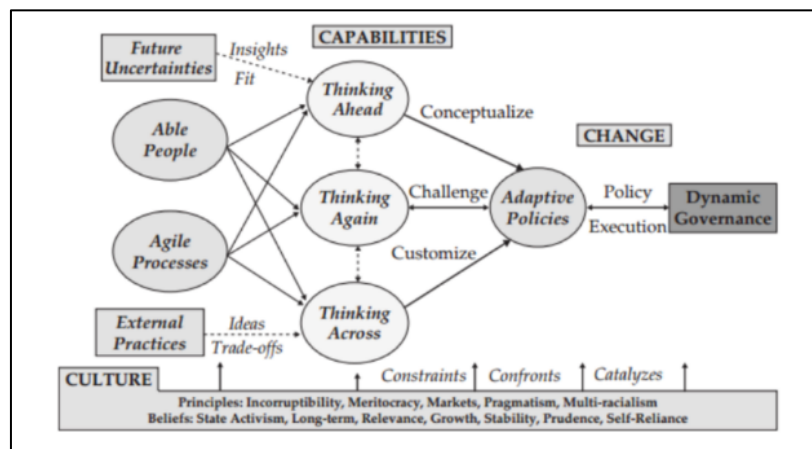
The fundamental concept of Dynamic Governance involves combining culture with capability to drive change toward improvement. Hube et al. (2022) define dynamic capabilities as an organization's ability to integrate, build, and reconfigure its internal and external competencies to adapt to rapidly changing environments. In the context of Dynamic Governance, these dynamic capabilities encompass three key aspects: thinking ahead, thinking again, and thinking across.

Dynamic Governance is a governance approach that emphasizes flexibility, adaptability, and responsiveness in addressing change and uncertainty (Neo & Chen, 2007). The

fundamental concept of Dynamic Governance is shown in Figure 1. It has similarities with Agile Governance (Adni et al., 2024). This concept is highly relevant in modern governance as it underscores the necessity for governments to become more dynamic, flexible, and adaptive in responding to the

evolving needs of citizens (PwC-PPF, 2015). Dynamic governance has proven to be effective in producing adaptive policies that contribute positively to addressing rapid changes and highly uncertain environments (Indahsari & Raharja, 2020).

Figure 1.
Fundamental Concept of Dynamic Governance



Source: Neo & Chen (2007)

This approach has been implemented across various sectors, including public transportation. South et al. (2017) highlight that public transportation is one of the sectors requiring more dynamic governance due to its inherent complexity, involving multiple stakeholders, evolving demands, and rapidly advancing technologies. A study by Gudmundsson et al. (2016) emphasizes how dynamic governance facilitates integration between government, private entities, and the public in the decision-making process. In the context of public transportation systems such as Mass Rapid Transit, this integration is crucial to ensure that the system aligns with the needs and expectations of the broader community.

The novelty of this study lies in its tailored application of the Dynamic Governance model to Jakarta's Mass Rapid Transportation (MRT), incorporating preparatory processes such as research, internal reviews, and benchmarking to enhance the framework's practical relevance. It highlights the inter-connection among the governance pillars (*Thinking Ahead, Thinking Again, Thinking Across*), emphasizes the critical role of culture in fostering commitment and operational consistency, and introduces a new component, "Learn and Adapt," to address real-world complexities. These innovations extend the framework's adaptability and offer valuable insights for dynamic governance in urban transportation systems.

Method

This study employs a qualitative approach to comprehensively capture the phenomena observed in the field, specifically in analyzing the implementation of the Dynamic Governance Model for Mass Rapid Transportation in Jakarta. The research was conducted over a period of three months, from November 2023 to January 2024, in Jakarta.

This research focuses on the policies of PT Mass Rapid Transit Jakarta, which, according to the researcher, align with the study's objective of examining the concept of Dynamic Governance through the perspectives of Thinking Ahead, Thinking Again, and Thinking Across.

The data analysis techniques employed in this study include data reduction, data display, and conclusion drawing/verification. Data reduction involves sorting and selecting data that is highly relevant and focused on critical aspects, such as identifying themes and uncovering patterns. This process aims to provide a clearer understanding of the research object (Miles et al., 2014).

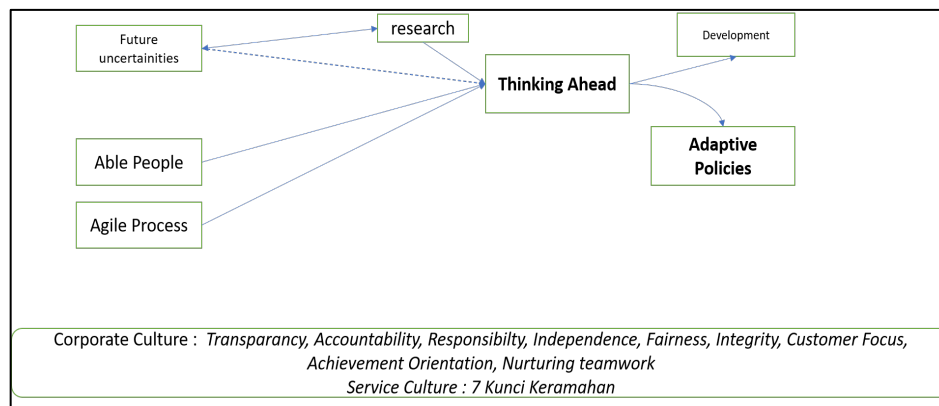
To enhance the reliability of the primary informants as key sources for this study, the researcher employed data validity techniques through data triangulation. This approach involved utilizing additional data sources, such as collecting information from different groups, situations, conditions, or at varying times, to ensure the robustness and credibility of the findings.

Result and Discussion

Thinking Ahead

The innovation process at PT Mass Rapid Transit Jakarta is consistently initiated through research and the collection of information regarding community needs, aligned with the company's objectives. This approach is in accordance with the vision of PT Mass Rapid Transit Jakarta to become a leading provider of public transportation services, committed to driving economic growth through improved mobility, reduced congestion, and the development of urban transit systems.

Figure 2.
Fundamental Concept of Thinking Ahead



Source: Author owned (2024)

Figure 2 illustrates the fundamental concept of *Thinking Ahead* within the Dynamic Governance model. It highlights three key inputs—future uncertainties, able people, and agile processes—which contribute to the generation of insights through research. This process aims to anticipate challenges and opportunities in order to develop adaptive policies that align with long-term goals and address evolving circumstances effectively. Additionally, the figure underscores the importance of integrating

corporate culture and service culture. Corporate culture encompasses values such as transparency, accountability, responsibility, independence, fairness, integrity, customer focus, achievement orientation, and teamwork. Meanwhile, service culture emphasizes the "7 Keys to Hospitality," which guide interactions and service delivery. Together, these elements ensure that the process of *Thinking Ahead* is not only forward-looking but also grounded in strong organizational values and operational practices.

Table 1.
Implementation of Thinking Ahead at MRT Jakarta

Business Axis	Innovation	Implementation	Achievements
Network Provider	Collaboration with public transportation operators within the feeder system	Collaboration with TransJakarta, GoJek, Grab, Bluebird, Perum PPD, UPAS, and DKI Jakarta School Buses	1. Expanded service coverage 2. Increased traffic and improved customer transportation experience
Urban Platformer	Cashless payment methods	Single Trip Card Multi-Trip Ticket Bank Electronic Cards e-Wallet	1. Simplified payment process 2. Faster service delivery 3. Easier operational tasks for staff 4. Accurate company performance monitoring 5. Increased promotional outreach
	Digital Transformation	Cashless Payment PIDS (Passenger Information Departure Schedule) MRTJ Application	1. Enhanced operational capability 2. Improved customer transportation experience 3. Increased socio-economic impact in Transit-Oriented Development (TOD) areas
City Generator	Transit-Oriented Development	Development of station-adjacent areas into transit-based economic zones	1. Reduced traffic congestion and air pollution 2. Infrastructure supporting pedestrians 3. Economic growth and job creation 4. Added value through property value appreciation 5. Increased transportation options for Jakarta residents 6. Increased revenue through ticket sales

Table 1.
Implementation of Thinking Ahead at MRT Jakarta

Business Axis	Innovation	Implementation	Achievements
	Utilization of supporting infrastructure	1. Leasing advertising spaces in and around stations and inside trains 2. Collaboration with other service providers	Increased non-ticket revenue

Source: Author owned (2024)

Table 1 shows that the implementation of *Thinking Ahead* at MRT Jakarta is categorized into four key business axes: Network Provider, Urban Platformer, Digital Transformation, and City Generator. As a Network Provider, MRT Jakarta has collaborated with various public transportation operators, including TransJakarta, Gojek, Grab, Bluebird, Perum PPD, UPAS, and DKI Jakarta School Buses. This collaboration has successfully expanded the service coverage, increased passenger traffic, and improved customer transportation experiences. The Urban Platformer axis focuses on the adoption of cashless payment methods, such as Single Trip Cards, Multi-Trip Tickets, Bank Electronic Cards, and e-Wallets. These innovations have simplified payment processes, accelerated service delivery, eased operational tasks for staff, ensured accurate company performance monitoring, and boosted promotional outreach. In the Digital Transformation axis, MRT Jakarta has implemented advanced technologies, including cashless payment systems, Passenger Information Departure Schedules (PIDS), and the MRTJ mobile application, which have collectively enhanced operational capabilities, improved customer experiences, and driven socio-economic impacts in Transit-Oriented Development (TOD) areas. Lastly, the City Generator axis

emphasizes the development of transit-oriented economic zones around stations, leading to reduced traffic congestion and air pollution, pedestrian-friendly infrastructure, economic growth, job creation, property value appreciation, expanded transportation options, and increased ticket revenue. Additionally, MRT Jakarta maximizes its supporting infrastructure by leasing advertising spaces and collaborating with service providers, further boosting non-ticket revenue. This comprehensive and innovative approach demonstrates MRT Jakarta's proactive strategies for sustainable urban transportation development.

Thinking Again

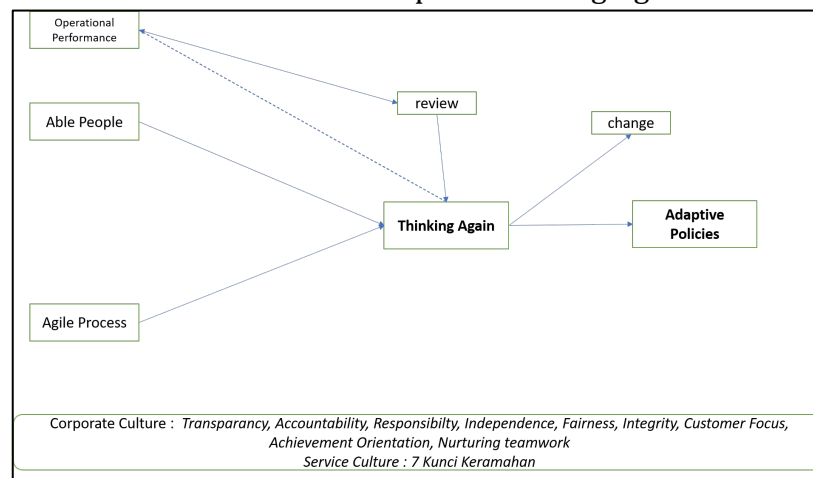
The diagram in Figure 3 provides an overview of the *Thinking Again* concept within the Dynamic Governance framework, highlighting its role in fostering adaptive and responsive decision-making processes. At its core, *Thinking Again* involves a continuous cycle of review and change, ensuring that organizational practices remain aligned with evolving conditions and objectives. This approach integrates key inputs such as operational performance, able people, and agile processes, which collectively form the foundation for conducting critical

evaluations and driving necessary adjustments.

The process is underpinned by a strong cultural framework comprising corporate culture and service culture. Corporate culture embodies values like transparency, accountability, responsibility, independence, fairness, integrity, customer focus, achievement orientation, and teamwork, which serve as guiding principles for governance. On the other hand, service culture, characterized

by the "7 Keys to Hospitality," focuses on creating customer-centric practices to enhance service quality. Together, these cultural elements ensure that *Thinking Again* is not only systematic and adaptable but also deeply rooted in organizational values and stakeholder expectations. This enables the development of adaptive policies that are effective and sustainable in addressing dynamic challenges. The aspects considered in the review process include various things as shown in table 2.

Figure 3.
Fundamental Concept of Thinking Again



Source: Author owned (2024)

Table 2.
Implementation of Thinking Again Aspects

Aspect of Thinking Again	Details of the Reviewed Aspect	Implementation	Achievements
Governance Structure	Organizational structure - Core and supporting organs	For performance and ridership aspects, the following actions are implemented: 1. Monthly Townhall meetings attended by MRT executives 2. Division transfers and rotations 3. Annual workshops 4. General Shareholders'	A punctuality rate above 99% and occupational health and safety (OHS) statistics, indicate operational success in construction and safety aspects. The growing number of users year over year

Governance Process	Work mechanisms of governance organs	Meeting (GSM). For construction and safety aspects :	demonstrates effective governance, reflecting public acceptance of MRT as a viable transportation alternative.
Governance Outcome	1. Ridership and financial performance 2. Construction and safety 3. Innovation, development, and sustainability 4. Governance implementation performance, effectiveness, and work efficiency 5. Community impact	1. Review of ongoing projects 2. Digitalization of QHSE Management Integration 3. Safety management walkthroughs and on-site visits. For community impact, feedback is collected based on inputs, complaints, and testimonials from on-site interactions and social media (@mrtjkt).	

Source: Author owned (2024)

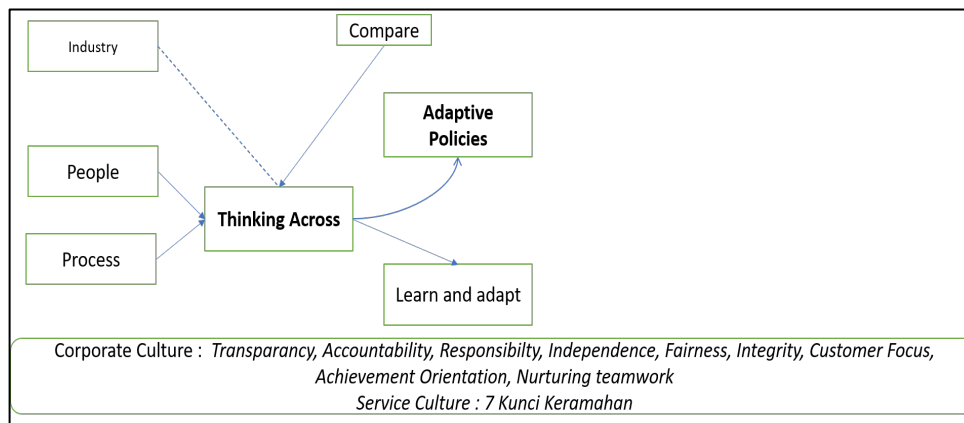
As shown in Table 2, the implementation of *Thinking Again* at MRT Jakarta is centered on three main aspects: Governance Structure, Governance Process, and Governance Outcome, all of which are carefully reviewed to ensure alignment with organizational goals and operational excellence. The Governance Structure focuses on the evaluation of core and supporting organizational organs. Key actions include monthly Townhall meetings, division transfers and rotations, annual workshops, and General Shareholders' Meetings (GSM) to enhance performance and ridership. In construction and safety, initiatives such as ongoing project reviews, digitalization of QHSE (Quality, Health, Safety, and Environment) management, and safety walkthroughs are implemented. Community feedback is also gathered actively through complaints, testimonials, and social media interactions (@mrtjkt), resulting in achievements like a punctuality rate exceeding 99%, improved occupational health and safety (OHS), and a growing user base that reflects effective governance and public trust. The

Governance Process ensures efficient operational mechanisms of governance organs, although specific implementation details are not provided. Lastly, the Governance Outcome assesses the overall results of governance efforts, including ridership and financial performance, construction and safety, innovation and sustainability, and community impact. By systematically addressing these aspects, MRT Jakarta demonstrates a strong *Thinking Again* framework, enabling continuous improvement, operational success, and the development of adaptive policies to meet dynamic challenges and stakeholder needs.

Thinking Across

Finally, *Thinking Across* represents an effort to enhance and develop mass transportation services at PT Mass Rapid Transit Jakarta. This includes conducting studies with external parties to acquire and disseminate insights, innovations, and improved governance practices. An illustration of the thinking across workflow is shown in Figure 3 below.

Figure 4.
Illustration of the Thinking Across Workflow



Source: Author owned (2024)

The *Thinking Across* workflow depicted in Figure 4 focuses on leveraging external insights and comparative analysis to formulate adaptive policies at MRT Jakarta. This approach integrates inputs from industry, people, and processes, encouraging a broader perspective on governance and operational improvements. The key components of this workflow include comparing practices and standards with other entities to identify gaps and opportunities and applying the principle of "learn and adapt" to incorporate lessons from these comparisons into organizational strategies. This iterative process ensures the development of policies that are both innovative and adaptable to dynamic challenges.

The workflow is supported by a cultural framework encompassing corporate culture and service culture. Corporate culture emphasizes values such as transparency, accountability, responsibility, independence, fairness, integrity, customer focus, achievement orientation, and teamwork, providing a strong foundation for governance. Service culture, defined by the "7 Keys to Hospitality," shapes daily interactions and

customer service standards. Together, these cultural elements reinforce the *Thinking Across* framework, enabling MRT Jakarta to adopt best practices, enhance service delivery, and respond effectively to the evolving needs of stakeholders. This collaborative and adaptive approach underscores MRT Jakarta's commitment to continuous improvement and alignment with global standards. The list of PT MRT Jakarta's collaborative activities with other institutions is presented in Table 3.

Table 3 outlines the collaborative activities between PT MRT Jakarta and various organizations, demonstrating its commitment to knowledge-sharing and capacity-building. One of the key collaborations was with Ho Chi Minh Metro, where PT MRT Jakarta provided comprehensive training materials covering areas such as the Operation Control Center (OCC), train maintenance, railway systems, station services, operational safety management systems, track maintenance, and organizational financial management. The training was delivered through workshops, interviews, field visits, and job observations, offering a hands-on learning experience.

Table 3.
List of Collaborative Activities Between PT MRT Jakarta and Other Organization

Study Program Provided	Output	Participation in Study Program	Output
Collaboration with Ho Chi Minh Metro	PT MRT Jakarta provided training materials on: - Operation Control Center (OCC) - Train maintenance - Railway systems - Station services - Operational safety management systems - Track maintenance - Organizational financial management. Training was conducted through workshops, interviews, field visits, and job observations during window time.	Collaborative study on Customer Service with Garuda Indonesia Training Center	Enhanced station and train crew services aimed at achieving excellent service and zero accidents.
Light Rail Transit (LRT) Palembang	- Shared experiences in managing Jakarta's mass rapid transit operations and urban development. - Assisted LRT Palembang in increasing ridership and non-ticket revenue streams. - Shadowed daily operations at LRT Palembang. - Standardized operational output based on MRT Jakarta standards.		
Japan International Cooperation Agency (JICA)	- Trained and shared experiences with Dhaka Mass Transit Company Limited (DMTCL), which operates Dhaka Metro in Bangladesh. - Conducted knowledge-sharing sessions with the Dhaka MRT Team.		

Source: Author owned (2024)

Another notable collaboration was with the Garuda Indonesia Training Center, focusing on customer service enhancement. This initiative aimed to improve station and train crew services, ultimately targeting excellent service delivery and zero accidents. Additionally, PT MRT Jakarta worked with Light Rail Transit (LRT) Palembang, sharing its experiences in managing mass rapid transit operations and urban development. The collaboration included efforts to increase ridership, boost non-ticket revenue, standardize operational output, and shadow daily operations at LRT Palembang.

Lastly, through its partnership with the Japan International Cooperation Agency (JICA), PT MRT Jakarta trained and shared expertise with Dhaka Mass Transit Company Limited (DMTCL), which operates the Dhaka Metro in Bangladesh. Knowledge-sharing sessions with the Dhaka MRT team facilitated the exchange of best practices and operational insights. These collaborative efforts highlight PT MRT Jakarta's proactive approach in fostering international partnerships to enhance its capabilities and contribute to the global transit industry.

Table 4.

The Two Core Cultural Frameworks at PT MRT - Corporate Culture and Service Culture

Culture			
Corporate Culture		Service Culture	
Detail	Implementation	Detail	Implementation
Represents the values that serve as the foundation for governance, later translated into policies.	Corporate culture is implemented more comprehensively than service culture, which focuses on customer service and daily activities. It serves as a guide for stakeholders in formulating overarching business strategies.	Comprises values and guidelines applied in daily operations, consistently communicated and implemented every day.	Service culture emphasizes the 7 key principles of passenger service: 1. Opening and closing greetings 2. Namaste gesture 3. Being an attentive listener to passengers 4. Smiling 5. Making proper eye contact 6. Offering assistance proactively 7. Providing updated information.
Transparency	Openness in decision-making processes and information flow	Integrity	The four values serve as the foundation for station managers in developing standard operating procedures (SOPs) for daily operations, enabling them to achieve targets and effectively manage risks.
Accountability	Functional principles to ensure effectiveness and efficiency	Customer Focus	
Responsibility	Proper governance aligned with sound corporate principles and applicable laws	Achievement Orientation	
Independence	Professional management free from conflicts with corporate principles	Nurturing Teamwork	
Fairness	Fair treatment in fulfilling rights and obligations according to applicable regulations		
Corporate culture within Dynamic Governance is integrated with compliance management, risk management, and internal control systems. This integration ensures the company possesses the knowledge and capability to manage Governance, Risk, and Compliance (GRC) in alignment with sound business practices and achieve corporate sustainability.			

Source: Author owned (2024)

Culture

In the context of Dynamic Governance at PT Mass Rapid Transit Jakarta, culture can be categorized into two major aspects: the first is corporate culture, and the second is service culture. Details and implementation of these two aspects are presented in Table 4.

As shown in Table 4 above, the cultural framework at PT MRT Jakarta is built upon two core components: Corporate Culture and Service Culture, each playing a vital role in guiding governance and daily operations. Corporate Culture encompasses the foundational values that inform

governance and are translated into organizational policies. These values—transparency, accountability, responsibility, independence, fairness, and integrity—serve as the basis for decision-making processes and overall operational strategies. Corporate culture is implemented comprehensively, guiding stakeholders in developing business strategies and ensuring effective management of Governance, Risk, and Compliance (GRC). This integration allows the organization to align its practices with sound business principles, manage risks effectively, and achieve corporate sustainability.

On the other hand, Service Culture focuses on daily operational values and passenger service. It is consistently communicated and implemented through the "7 Key Principles of Passenger Service," which include opening and closing greetings, the Namaste gesture, attentive listening, smiling, proper eye contact, proactive assistance, and providing updated information. These principles aim to enhance the passenger experience, ensuring high-quality service delivery. Service culture emphasizes customer focus, achievement orientation, and teamwork, offering practical guidelines for station managers and staff in meeting operational targets and managing risks effectively. Together, these cultural frameworks create a cohesive environment that supports both strategic governance and exceptional service delivery, ensuring alignment with organizational goals and stakeholder expectations.

Conclusion

To address the research question regarding the implementation of the Dynamic Governance model at PT Mass Rapid Transit Jakarta, the findings are as

follows: First, the Dynamic Governance model applied at PT Mass Rapid Transit Jakarta aligns closely with the concept popularized by Neo & Chen, with adjustments that include conducting research prior to introducing and implementing innovations as part of Thinking Ahead. Second, the implementation of Thinking Again mirrors the original concept, where the company conducts reviews as part of the reassessment process. These reviews are tailored to align with the operational needs of the business. Third, an additional activity, Learn and Adapt, has been integrated as a response to comparisons with similar organizations or those with relevant similarities. This serves as an enhancement to the traditional framework. Finally, in terms of culture, the content of the culture has been customized to align with the company's objectives and business operations. The specific elements of the culture statement are detailed in the presentation of the research findings.

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