

LAND USES AND TRANSPORTATION POLICIES IN THE DEVELOPMENT OF JAKARTA

by **Mochamad Sidarta**

The development of Jakarta since 1965, were guided by a structured plan that are "Jakarta Master Plan 1965-1985" and "Jakarta 2005". Implementation of projects by either central government or local government in Indonesia, use a uniform system.

We have 18 sectors of development project, including agriculture regional development, industry, communications, which comprises also sectors such as land communications and tourism.

Transportation up to now are goverment functions. Provision of transportation infrastructure become either Central or Local Government tasks. Since the real development of an area or a city are carried out and finance by the limited budget of goverment are spend on provision of infrastructures as so that create a favourable climate for the people to develop and build their activities.

Land use development is subject to provision of infrastructures. On the other hand, activities created by land use development, needed more infrastructures, and all are an unending process.

In Jakarta such kind of process were surely happened but interaction between land use development policies and development of transportation, in many cases, are influenced heavily by political will of the goverment, consistancy of policies such as planning policies and others non intangible factors.

A policy on land use development of ribbon development for example (which were much preffered by the investors) are quite different with a centralized centre of activities. These policies reflect on the provision and development of transportation infrastructures. Incosistancy in such land use development policies will give a different impact on the capacity of the provided infrastructures. And that happened time to time with so many reasons. But more importants are that both policies should be integrated and in actual implementation should be given with neccesary tools for implementation.

Without the necessary tools, such as planning regulation, land use determination, taxation, regulation on land etc., that a different impact on the whole development can be expected.

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Kepala Dinas Pengukuran dan Pemetaan DKI Jakarta

The Development of Jakarta

Jakarta is the capital city of Indonesia. Last census of 1990, the population is 8.2 million peoples. These numbers, excluding commuter which live in the surrounding Botabek area (Bogor, Tangerang and Bekasi, which account to as much as 900.000 daily).

As a capital of Indonesia, Jakarta has a special administrative status as a first level autonomous provincial level, the same level with the other 26 provinces.

More over with the establishment of Law number 11/90 on administrative status as a capital city, recognizing that the development of Jakarta is a matter of National responsibilities. Further more, physically this law recognizing that the direct hinterland of Jakarta which should be used as a base of any planning, programming, implementing and budgeting on macro scale, is an area called Jabotabek which comprises of the whole Jakarta region, Bogor, Tangerang and Bekasi area.

There are very important, because all four (4) regions mentioned above are autonomous regions, and by that law than an integrated development plan can be made, though the implement action area carried out by each region independently. Programs and projects of National scale in the region can be funded by central government, and programs on region level, are funded by their own regions revenues.

The development of Jakarta in the past 25 years has been guided by a structure masterplans. The first Jakarta's master plan was stipulated on the local regulation on 1967, called "Jakarta 1965-1985 Master Plan" and be used as a guidance since then. In 1984 a new structure plan called "Jakarta 1985-2005 Structure Plan" was stipulated on the local regulation number 5/1984.

Before 1959, a ring road and some arterial road were planned and completed in the year 1962. In the past years to come, the development of transportation infrastructures were mostly for improving and serving the existing demand/needs, and programs were created on the base of the "Master Plan 1965-1985" and most of them are improving the existing roads, by widening (map number 3 and 4). Some new road were built in the existing area which were already developed such

as Rasuna Said street, Tomang Raya connection. On that decade, the building of intra-urban highway with toll system, were done. The earliest were Jagorawi, a highway toll road to the south, connecting with Bogor and Ciawi, than to the west connecting with the town of Tangerang and in the middle eighties, the building of toll road to the Cikampek in the eastern part of West Java were partly completed in the middle of eighties.

A toll road system were added in the existing inner ring road mean while the planning and implementing a new outer ring road was carried out, and now are partly finish.

In the early 1970, land use development became main program. Though it was supported by inadequate transportation infrastructures but real estate were booming. The local government give licences to real estates, and the real estate begun buying and making land acquisition, mostly in the western and eastern part of Jakarta. Since the housing market in the seventies was also booming (in that time oil prices were up), many housing complexes are build though without any proper transportation infrastructures, especially connecting these complex with the city centres. They use existing road and as a result, road were becoming over crowded.

Series of actions on widening almost all mayor trunk road were done in the seventies, including roads in the CBD and other developed part of the city.

Practically all new roads were built inside new developed areas since all real estate development happened along the existing roads.

In the second structure plan of Jakarta (1985-2005), a series of development policies in Jakarta outlined.

Land Use Development and Transportation Policies

The attached forms which already been filled with necessary data, indicating that a certain transportation project (as part of a system) is very difficult to be analiced for their justified if the whole system is effected.

This was largely because of the metropolitan nature, with high population and building density, since all the development of those transportation infrastructures are mostly for serving the existing need.

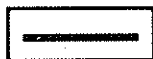


Developed Before 1970





Developed Before 1970



Developed Between 1970-1980





Developed Before 1980

Developed Between 1980-1990



Social cost which arised because of the project, is mostly involved on the land aquisition process.

Land value are certainly increasing with the project, mostly areas which are better served. A projected value added on the land before and after the project, some time make any dealing with the peoples more difficult.

Ussualy they are, who still part of the land left after the project is finished, has no objection of selling part of their land. But who have to sell the whole lot, and has to move, that create problems, since they calculated the future price will be if the project is finished.

As a conclusion than a certain regulation on taxation, base on future value should be made and implemented.

In some places, where price of the land soaring five time within 2 years, is well to question. Who really has receive the value added? That why I wrote in front that in that case the Local Government are caught in to surprise, and does not know what to do.

This increasing value are not only because of a certain transportation project is underway, but because of also another factors.

There are some examples of an integrated and large scale development areas which each cases has a significant connection between transportation policies and land use development policies. Such cases will not happened before 1970, since in that moment capital accumulation were very difficult.

Kuningan case

The development of Kuningan areas is not as expected as in Jakarta Structure Plan 2005. Kuningan is supposed to be mix development, part high class housing area, reserve for diplomatic and offices. But now this area grows as first class office areas, including commercial offices. That because of the prime location compared with the other development areas.

Price of the land are now among the highest in Jakarta, soaring 5 to 6 time the 1988 price.

In sense of accessibility, this area is well accessible from any direction. But level of service on transportation is not so high. Road are heavily used, and traffics jam happened any time, expecially on peak hours.

Land use development policies in this area are than being studied and formulated. A super-blocks system and blended with high rise housing flats are permitted to be built. As a result demand for transportation facilities is increasing, while capasity of existing infrastucture are very limited and though additional roads now are under construction (JUDP I Programs).

This policies on land use development, by permitting high intensity development in this Kuningan area, should be accompanied by similar additional on infrastructures, primarily transportation facilities.

Kuningan areas of about 325 ha, will generate more than half a million working forces, and millions of person trips, needs additional carrying capasity on the public transport. Up to now, the planned of transportation infrastructures as stated on the Jakarta structure plan 2005 is still be used for developing transportation facilities. It means that policies on land use developments is not to be back up by transportation development.

Since the limited capabilities of Local Government to provide expensive transportation facilities, than provision of these infrastructures are very lack behind the need. Further more the added value of the land in this Kuningan area, which supposed to be the additional income for local government, were not collected. This because of the lack of regulation, especially on land matters, and on land taxation.

The local government were caught in to surprise and not ready yet. A governor decree number 540/90 is the only the regulation that harrashly being announce, concerning about resettlement of the former land owner, in the flat kind of a building, built by the investor in an area concerning not less than 20% of the land aquisite by the investor.

Thus Kuningan development is an example of a much needed synchronization between land use and transportation policies.

The Development of ex Kemayoran Airport

It has been a decission of closing Kemayoran airport and decided to be developed as a centre of commerce, including Jakarta fair and exhibition ground, offices, hotel, housing and other commercial activities.

This ex Airport, is not so far from commercial activities. As an airport should be, though it is not far from centre of commercial activities, but still excluded rather off from the whole system of Jakarta activities.

The development of the land use in this ex Airport is carefully planned and were back up by all necessary infrastructures, including transportation.

To developed as a centre of activities stated above than a whole system of transportation is also carefully planned and implemented, including public transport system.

This is a model of a synchronized policies on development of land uses and transportation policies, though the need a very expensive investment.

The Development of Land Uses on The Fringe of The City (on The Outer Ringroad)

This area become very strategic places in the sence of future accessibility and become prime land to be develop for a certain uses. The areas are in the fringes of Jakarta, along the projected outer ring road which now are partly built. This outer ring road will consist of 2 arterial roads, one will be a toll roads and the other will be ordinary roads. Today only part of the ordinary arterial roads (not the toll roads) is already been built.

The price of the land is rising sharply because of new infrastructures. This is the time to plan and regulate the detail land use development along this roads, including the formulation of future land tax. It is very important to have a source of revenue fram added value of the land, because of this transportation development. Once again the local government will be caught by surprise, if this term still can be used, of regulating any land use development in the next future. The local government is badly needed of a financing source for the provision of the infrastructures, but on the other hand a value added of a land is just passed by and come to the pocket of "land speculator" (?).

The Renewal Area in The Mangga Besar Areas

The newly improved and widened Mangga Besar street, connecting the eastern part

(Kemayoran area) to the downtown, made a rush of developer to build a commercial complex by renewal system (formerly there were housing uses, and a large cemeteries).

This showed the direct impact of the development of transportation to the land use. Once again as happened on the outer ring road, the land use management in this particular area should be planned as such, so can be of beneficial to the peoples of Jakarta, through increased revenues. This never been studied, but at least the newly build arterial roads, has been disturb by so many activities which generate traffics, because many of the plot has a direct access in to this arterial roads.

The Development of The Northwestern Part of Jakarta

The development of this areas are supposed to be postponed according to our Jakarta stucture plan 2005. Because these areas low lands, flood prawn areas, and need a very big investments to develop.

But in the recent years, there are private investor which want to develop these areas, and licence are given to this developer. Practically they got this land very cheap, since it was government land (more than 400 ha) and since than the are now constructing high class facilities such as exclusive housing estate, golf curse, commercial place, marina ect.

Every infrastuctures inside the area built by the developer, but to supply with the electricity, gas, telephones, clean water supply, are come from the city public company. Even the connecting roads, there are using the exsisting roads, a toll road to the airport. Question is once again that whether the formulation of land use management in that area already been best coordinated with transportation management? And whether the can generate revenue which is badly needed by the local government to provide and maintain additional infrastructures? Are there enough tools, software and hardware for implementing this kind of coordinated, well planned and fruitful for the city?

The Development of East and West Primary Centers

Started in the Jakarta structure plan 2005, the development Jakarta for housing and indus-

tries to the east and west part of Jakarta. A primary centre of about 70.000 working places, for commercial centre, office, government activities are plan on both side of Jakarta.

To implent this land use development policies than a program called "Jabotabek Urban Development Project" is created. this program is partly finance by the world bank and is a trasportation related programs.

Two main objectives of this program are:

- inducing development to the East and West of Jakarta as planned,
- to increase level of services of existing transportation system by improving and building infrastuctures such as flyover, widening of the certain segment of road, improving traffic management such creating special bus lane in some major roads, training and also studies for policy formulation such as transportation network and parking regulations.

This program are now underway, and some effect already been felt.

On construction cost, mostly are according to the expected one. On land aquisition (not on the JUDP I program but a seperate program to support the JUDP I), the actual cost of land is rising much more than the projected. This program in 1987 estimated that the cost of the land will be about 30 billions rupiah, and it rose to 110 billion, and more than 80 billion already been spend up to now.

This was due to the increase price of the land as a result of a booming economic in Jakarta.

Any way this program must be supported by concistancy on the land development policies, in order to achieve the expected development in the east and western part of Jakarta

These are some cases we can learn from, that a certain implementation of a certain policies on land use development and transportation, should be first equiped whit neccesary hardware and software, either regulation, sanktion, istitutional and management as a whole.

Secondly, a consistancy on government will, on policies already taken should be done and preserved. Many partial 'new policies on land use development' are hindering the already or on going implementation of other major programs. For example, the rising cost for land

aquisition for JUDP I program is partly cause by another policies on land use development.

Coordinated Land Use and Transportation Policy Measures Towards Balanced Urban Developments

From Jakarta experiences, we can conclude that policies on land use development and transportation in a metropolitan scale should be identified according to the scope.

On insfrastructures development and land use development we devide into 3 categories:

1. macro policy, that is a metropolitan wide scale,
2. medium policy, that is a district scale,
3. micro or service policy, that is a service scale.

Macro policies are policies that has a metropolitan wide influences and to implemet this a program of metropolitan scale should be created which has such characteristic:

- a. metropolitan wide scale,
- b. expensive,
- c. multi years implementation,
- d. rigid,
- e. to be planned to build metropolitan structure (for example, macro sistem of transportation).

Medium scale policies are covering a certain part of the city for instance in Jakarta case, covered called 'wilayah' or city and to implement this policies a city wide program should be created and this has characteristics:

- a. wilayah or city wide scale,
- b. expensive,
- c. multi years implementations,
- d. not flexible but not to rigid,
- e. planned to connect metropolitan infrastructures with local infrastructures.

Micro policies is a policies which has local effect and to implement this policies program on micro services (direct services) should be created wich has characteristics:

- a. direct influence/services,
- b. relatively cheap,
- c. yearly implementation,
- d. very flexible,
- e. plan as a direct services.

With such identification than any effort on coordinating land use policy and transportation should be done on the same level. further justification than depend on the scale of the programs created for the implementations ■