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ANALYSIS OF TRANSPORTATION PLANNING ORGANIZING ACTUATING CONTROLLING MANAGEMENT OF TRANS METRO PASUNDAN BANDUNG RAYA

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ABSTRACT

The growth of private vehicles in Greater Bandung, which will reach 2.2 million units by 2023, has made the region one of the most congested cities in Asia. The West Java Provincial Government responded to this problem by launching the Trans Metro Pasundan (TMP) program as Bus Rapid Transit (BRT)-based mass transportation through the Buy The Service (BTS) scheme. This study aims to analyze the effectiveness of TMP management using the POAC (Planning, Organizing, Actuating, Controlling) framework and review the application of planning ethics which includes procedural, communicative, environmental, economic, and social aspects. The research method used is qualitative with content analysis supported by the Social Impact Assessment (SIA) framework. The results show that although the TMP has been designed with a clear master plan, modern facilities, and affordable fares, the occupancy rate is still low (0.33%) due to limited socialization, minimal routes (only 5 corridors), subsidy dependency, and resistance from other modes of transportation. Institutional and political barriers such as cross-regional coordination, cross-period policy inconsistencies, and conflicts of interest with conventional transportation exacerbate the situation. Therefore, the success of TMP in realizing effective and sustainable public transportation depends heavily on policy consistency, route expansion, strengthening governance, and increasing public participation.

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INTRODUCTION

Economic and population growth have accelerated community mobility in the Bandung Basin. By 2023, the number of private vehicles reached 2.2 million, almost equal to the total population of 2.4 million, making Bandung one of the most congested cities in Asia, with private vehicle growth of 11% annually and dominance reaching 98% (Nabilah et al., 2022). Road capacity cannot accommodate this volume, even after infrastructure expansions such as new roads and flyovers (Tamin, 2005).

The West Java government launched the Buy The Service (BTS) program through Trans Metro Pasundan (TMP) in 2021 to encourage a modal shift to public transportation. However, TMP faces key obstacles: limited public awareness, restricted routes (only five corridors), inadequate supporting infrastructure, low willingness to shift from private vehicles, and weak stakeholder coordination (Wijaya & Imran, 2019). These issues mirror the earlier shortcomings of Trans Metro Bandung, which suffered from lack of integration in scheduling, ticketing, networks, and management.

To overcome these challenges, structured managerial approaches are needed. Rahmadani (2020) emphasizes that applying the POAC management functions—Planning, Organizing, Directing, and Controlling—can improve coordination and service effectiveness. Furthermore, Litman (2014) highlights that ethical values such as transparency, social justice, and public participation are crucial for building trust and ensuring sustainability. Therefore, integrating POAC with ethical principles is expected to enhance governance, effectiveness, and sustainability of TMP. This study aims to analyze the management of TMP in Greater Bandung, focusing on POAC implementation and identifying political and institutional barriers affecting its effectiveness.

Based on the background above, the research questions are formulated as follows:

1. Why does Trans Metro Pasundan (TMP) fail to achieve optimal ridership despite adequate planning, modern facilities, and affordable fares?
2. How are the POAC (Planning, Organizing, Implementing, and Controlling) management functions implemented in the management of Trans Metro Pasundan in the Greater Bandung area?
3. What institutional, political, and social factors hinder the effectiveness of Trans Metro Pasundan as a mass public transportation system?
4. How are planning ethics—procedural, communicative, environmental, economic, and social—applied in the management of Trans Metro Pasundan?

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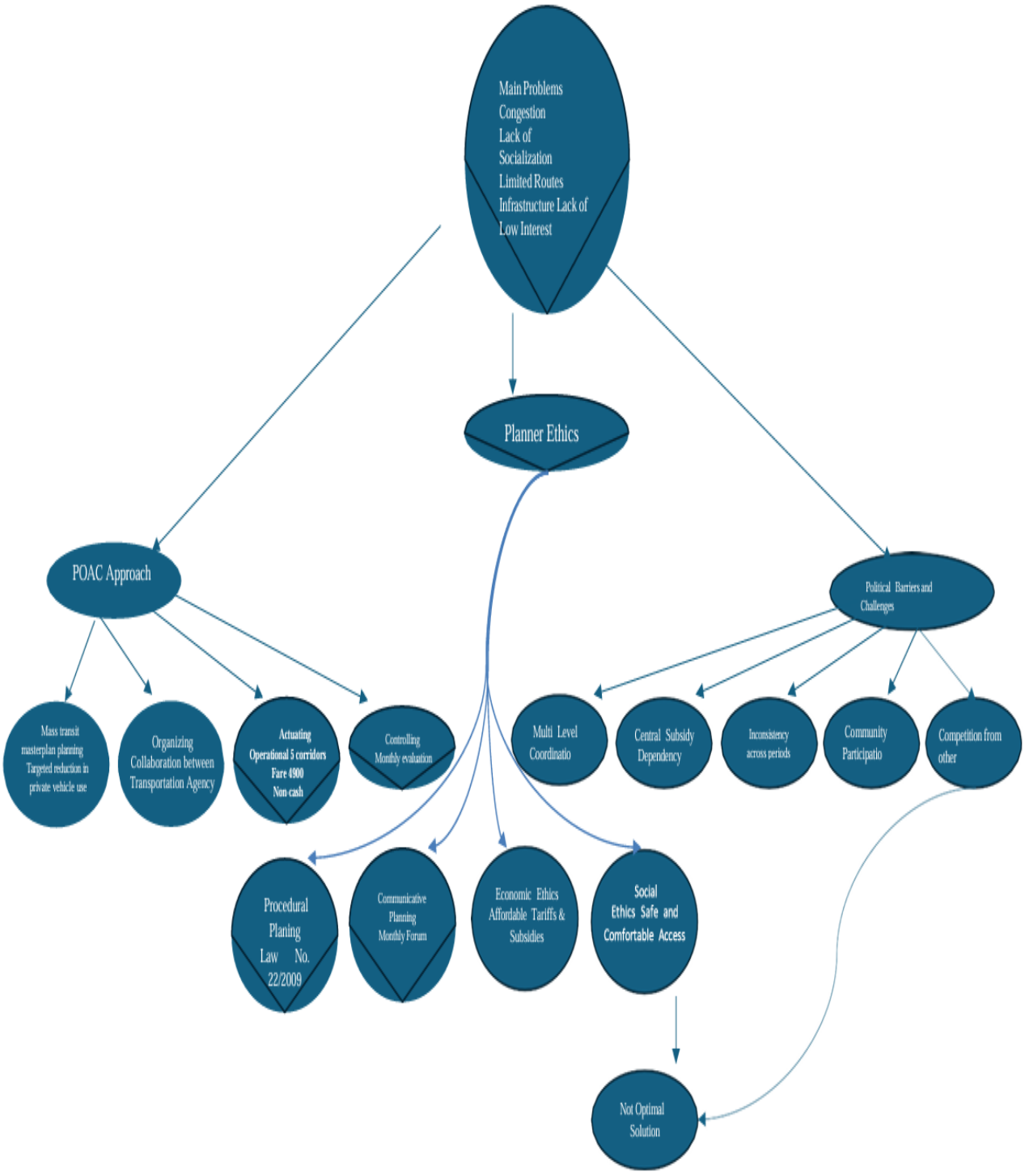


Figure 1. framework

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LITERATURE REVIEW

POAC

The POAC framework (Planning, Organizing, Actuating, and Controlling) is a classical management concept introduced by Terry (2006) to ensure organizational goals are achieved systematically, efficiently, and effectively. The four functions form a continuous cycle:

- Planning – defining objectives, analyzing problems, and formulating strategies to guide actions.
- Organizing – dividing tasks, structuring responsibilities, and allocating resources for efficient execution.
- Actuating/Action – mobilizing and motivating organizational elements through leadership, coordination, and communication to implement the plan.
- Controlling – monitoring performance, evaluating progress, and making corrective actions to ensure objectives are met.

Planning Ethics

Transportation planning must prioritize fairness, sustainability, and inclusivity. According to Litman (2025), transportation equity involves ensuring that the benefits and burdens of transportation systems are distributed fairly. This concept is reflected in several ethical dimensions:

- Procedural Planning – requires transparent, accountable, and fair processes with equal opportunities for participation.
- Communicative Planning – emphasizes inclusive dialogue and collaboration among stakeholders to reach consensus.
- Environmental Ethics – promotes sustainability by minimizing ecological damage and ensuring intergenerational justice.
- Economic Ethics – ensures efficient and equitable use of resources while considering long-term social and environmental impacts.
- Social Ethics – focuses on inclusivity, equity of access, and protection of vulnerable groups to safeguard social justice in transportation development.

METHODOLOGY

This research applies a qualitative approach with a directed content analysis method to gain an in-depth understanding of transportation management in Greater Bandung. Data were collected from in-depth field observations, policy documents, and other relevant texts. Following Bengtsson (2016), clear research objectives guided the selection of data sources and the development of a systematic coding framework. The analysis referred to Armat et al. (2018), who proposed 16 structured stages of qualitative content analysis, from sampling strategies and coding to the identification and reporting of main themes, ensuring validity and reliability.

To strengthen the analysis, a Social Impact Assessment (SIA) framework based on Vanclay, as applied in transportation studies by Karahalios (2020), was integrated to evaluate the social consequences of TMP implementation. This framework was complemented by insights from Carreira et al. (MIT), who emphasized user experiences and perceptions in public transport research.

The unit of analysis in this study is the management and implementation system of Trans Metro Pasundan (TMP), a public transportation system in the Greater Bandung area. This analysis focuses on the planning process, operational management, and interactions between policies, institutions, and public transportation users. Research informants consist of various stakeholders who are directly or indirectly involved in the management and utilization of TMP, among others: Officials or staff of government agencies related to transportation, Manager or operator of Trans Metro Pasundan, Observer or academic in the field of transport and urban planning, Users and non-users of TMP services.

The main data collection technique is the semi-structured interview, which allows the researcher to delve deeply into the views, experiences and judgments of the informant, while remaining guided by the focus of the study. In addition, non-participants observed TMP operations, such as fleet conditions, bus stops, passenger usage patterns, and integration with other modes of transportation, to obtain an empirical picture that supports the interview data. As for calculating the credibility of the data, this study applies data triangulation, which is done through: 1) source triangulation, by comparing information from various types of informants (government, operators, experts, and users); 2) method triangulation, by combining the results of interviews, field observations, and documentation studies (policies, official reports, and regulations); 3) theory

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triangulation, by interpreting the findings using the POAC framework and ethical principles of planning to ensure consistency of analysis.

The research stages included: (1) formulation of objectives, (2) data collection through interviews, observation, and document review, (3) preparation of a coding framework, (4) systematic coding, (5) integration of the SIA framework, and (6) induction of key themes. This approach provides comprehensive, valid, and transparent findings on the dynamics and challenges of transportation management in Greater Bandung

RESULT AND DISCUSSION

The implementation of POAC functions in Trans Metro Pasundan (TMP) shows that planning has been outlined in the Bandung Basin Mass Transit Master Plan, but weak inter-regional coordination hampers the development of BRT corridors (Pemprov Jawa Barat, 2019). In organizing, roles of stakeholders such as the West Java Transportation Office, Perum Damri, and financial service providers are clearly defined, yet institutional coordination remains a challenge (West Java Provincial Government, 2019).

Table 1. Implementation of POAC Functions and Ethical Dimensions in Trans Metro Pasundan

Aspect	Description	Challenges	References
Planning	Bandung Basin Mass Transit Master Plan (UMP, RPJMD 2018–2023); 5 main corridors; cashless payment (e-money, QRIS) with 90-min integration tariff to reduce congestion.	Weak coordination across regions slows effective BRT corridor development.	Pemprov Jawa Barat (2019)
Organizing	Clear stakeholder roles: West Java Transportation Office (regulator), Perum Damri & partners (operators), banks (payment), local gov. (bus stops & facilities).	Inter-institutional coordination issues hinder operational synergy.	West Java Provincial Government (2019)
Actuating	TMP launched Dec 27, 2021; facilities: AC, CCTV, digital payment; socialized via social media & campaigns.	Low ridership due to strong preference for private vehicles.	Nabilah et al. (2022)
Controlling	Monitoring through passenger rates, service quality, driver compliance.	Very low users (0.33%); weak driver discipline; need stronger supervision & campaigns.	Nabilah et al. (2022)

At the actuating stage, TMP officially operated in December 2021 with modern facilities and promotional campaigns, but ridership remains low due to people's preference for private vehicles (Nabilah et al., 2022). In controlling, monitoring efforts on service quality and passenger use reveal very low occupancy (0.33%) and driver discipline issues, indicating the need for stricter supervision and stronger public campaigns (Nabilah et al., 2022).

The ethical dimensions of planning in Trans Metro Pasundan (TMP) highlight the importance of procedural, communicative, environmental, economic, and social considerations. Procedurally, TMP planning complies with the Bandung Basin Mass Transit Master Plan and national regulations, ensuring legal alignment. However, limited dissemination of information reduces its effectiveness in attracting users. On the communicative side, TMP integrates cashless systems and unified fares, yet weak public campaigns result in low awareness and ridership.

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Table 2. Planning Ethics in Trans Metro Pasundan

Aspect	Description	Challenges	References
Procedural Planning	Planning follows the Bandung Basin Mass Transit Master Plan and complies with Law No. 22/2009 requiring road-based mass transit.	Public feels uninformed about routes, fares, and access, reducing effectiveness.	West Java Provincial Government (2019)
Communicative Planning	Planning Encourages dialogue between government, operators, and the public; TMP applies cashless and integrated fare systems	Limited communication campaigns result in low awareness and ridership.	Healey (1997)
Environmental Ethics	TMP aims to cut emissions, reduce congestion, and promote paperless efficiency; supports sustainability and equity by addressing external costs of private vehicles.	Low public interest limits environmental impact; congestion, pollution, and inequities remain high	Litman (2025)
Economic Ethics	Affordable fares and integrated payments improve efficiency and reduce household transport costs; subsidies support financial sustainability.	Low occupancy creates high dependence on subsidies; operating costs exceed revenue	World Bank (2020); Litman (2025)
Social Ethics	Provides inclusive services across Bandung, Cimahi, Sumedang, and West Bandung with BRT standards and integrated fares.	Limited corridor coverage restricts accessibility for peripheral and rural areas.	Nabilah et al. (2022)

From an ethical perspective, TMP has the potential to deliver broader benefits through emission reduction, household cost savings, and inclusive services across multiple regions. Nevertheless, challenges persist: low occupancy undermines environmental and financial sustainability, while limited corridor coverage reduces accessibility for peripheral communities. Addressing these gaps through stronger socialization, subsidy management, and route expansion is essential for TMP to fulfill its ethical role as a sustainable and equitable urban mobility solution.

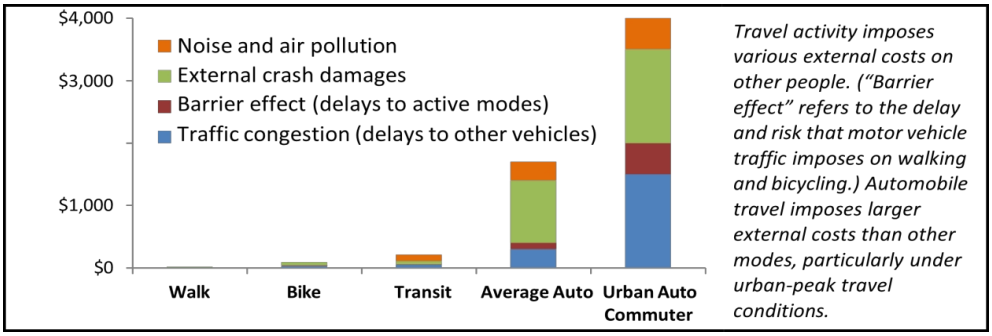


Figure 2. Estimated External Costs
Source : Litman (2025)

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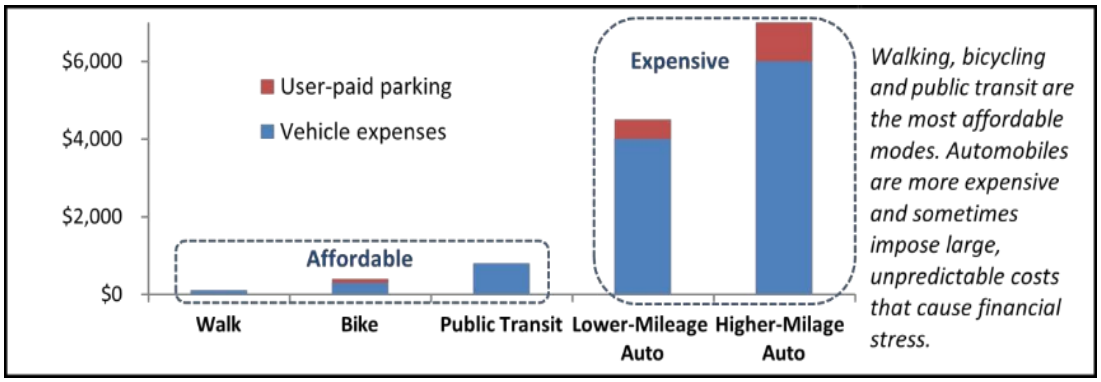


Figure 3. Typical Annual Costs by Mode
Source : Litman (2025)

The implications of this data confirm that Trans Metro Pasundan (TMP) has a crucial role to play in providing more economical and affordable mobility solutions for the people of Greater Bandung. By promoting efficient and cost-competitive public transportation options, the TMP can reduce the financial burden on the community, especially for low-income groups who are very sensitive to transportation costs, thus supporting the principle of economic justice in urban planning."

Table 3. Political Barriers and Challenges in the Implementation of Trans Metro Pasundan

Barrier/Challenge	**Barrier/Challenge**	**Barrier/Challenge**	**Column heading**
Coordination between Local Governments	Differences in priorities among Bandung City, Cimahi, Bandung Regency, West Bandung Regency, and Sumedang.	Slow route expansion and limited supporting facilities.	Infopublik (2024)
Dependence on Government Subsidies	Heavy reliance on central and provincial subsidies through the BTS scheme.	Vulnerable sustainability if subsidies are reduced or cut due to fiscal shifts.	World Bank (2020)
Policy Inconsistency Across Periods	Changes in leadership and political direction affect continuity of transport policies.	Risk of halted development and reduced long-term investment confidence.	West Java Provincial Government (2019)
Community and Interest Group Resistance	Resistance from angkot drivers and conventional operators fearing income loss; reluctance of private vehicle users to switch.	Potential social conflict and persistently low ridership.	Nabilah et al. (2022)
Competition with Other Modes	Online transport (ride-hailing) and city transport seen as more flexible and practical. .	Reduced attractiveness of TMP compared to competitors..	Infopublik (2024)

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CONCLUSION

The analysis of Trans Metro Pasundan (TMP) management using the POAC framework and planning ethics shows that while TMP has been designed with a clear master plan, modern facilities, and affordable fares, its effectiveness remains limited due to low public awareness, restricted routes, subsidy dependence, and institutional as well as political challenges. Weak coordination among regional governments, inconsistent policies, and competition with other modes of transport further hinder TMP's role as an integrated solution for reducing congestion in Greater Bandung. Therefore, consistent policies, expanded routes, stronger governance, and active public participation are crucial to ensure TMP can evolve into a sustainable and equitable public transportation system.

In the short term, policy implications should prioritize improving TMP utilization through more intensive and targeted public outreach**,** focusing on route information, schedules, fares, and the benefits of public transport usage. In addition**,** strengthening feeder service integration with local transport modes—such as minibuses, ride-hailing services, and neighborhood transport—is essential to address first-mile and last-mile accessibility issues. These measures can increase ridership relatively quickly without requiring major infrastructure investments. In the medium term, policy recommendations should focus on expanding and restructuring TMP corridors based on travel demand patterns and key urban activity centers. Concurrently**,** institutional reform**s** are needed to clarify roles and responsibilities among central, provincial, and local governments, and to strengthen inter-agency coordination in public transport management. These reforms aim to improve operational efficiency and policy coherence across administrative boundaries. In the long term, policy require the strengthening of integrated and sustainable metropolitan transport governance**.** This includes establishing or empowering a metropolitan transport authority with clear mandates over cross-jurisdictional planning, financing, and regulation. Such an approach is essential to ensure the long-term sustainability of public transport systems, multimodal integration, and alignment between transport policies and spatial planning in the Greater Bandung metropolitan area.

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