

DISABILITY AND JUSTICE MOBILITY IN INDONESIA'S PUBLIC TRANSPORT: THE CASE STUDY OF MRT JAKARTA

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ABSTRACT

This study aims to examine the accessibility of People with Disability (PWDs) in public services, especially public transport, by taking MRT Jakarta as the case study. This study specifically builds on the theory of mobility justice put forward by Sheller to develop holistic, network wide approaches to promoting the social inclusion of PWDs through opportunities to participate in public transport. This study methodologically employs the qualitatively semi-structured interviews with purposively selected informants, including persons with disabilities who regularly use public transport, policymakers, public transport service providers, civil society organizations, and academics. Besides the primary data, the study also used the secondary one, including data stored in general data archives, special collections, publishing companies, reports and public documents as well as academic publications. This study finds that while PWD's involvement at the stage of design and planning of public transport remains restricted, the accessibility of PWDs to public transport has been significantly improved and decently provided, thereby addressing the injustice of mobilities among people with different physical abilities.

A. BACKGROUND

This study generally aims to examine the accessibility of People with Disability (PWDs) in public transportation, and specifically highlight the involvement of person with disabilities in design and planning processes as well as the provision of accessibility facilities. The transportation sector was chosen as the focus of research because it is one of the strategic sectors that has not significantly met the accessibility standards for persons with disabilities. More specifically, this study intends to put the issue under broader theoretical framework of justice mobility put forward by Sheller (2018), arguing that forms of mobility for differently positioned people should cover accessibility for people who are differently enabled. Mobility Justice framework recognizes that mobility injustices emerge beyond the

confines of transport infrastructure and are often shaped by unequal power relationships in wider society, it recognizes the importance of the inclusion of marginalized groups in decision-making processes that shape opportunities for mobility. For this reason, this study also put a focus on the decision making and design processes of public transport.

In Indonesia, the results of the National Socioeconomic Survey (SUSENAS) in March 2019 showed that more than 9 percent or about 23.3 million people have some form of disability, with 2.2 percent or 5.7 million people of whom have severe disabilities. Of the total number of persons with disabilities, 55.5 percent or around 12.9 million are women and 44.5 percent or the remaining 10.4 million are men (See tnp2k.go.id, accessed on 30 May 2021.) According to *the United Nations Convention on the Rights of People with Disabilities (UN CRPD)*, persons with disabilities are those who have long-term physical, mental, intellectual, or sensory impairments which with various barriers in their interactions can prevent their full and effective participation in society (See UN.org, accessed on 30 May 2021). This definition has also been strengthened by the Government of Indonesia through Article 1 paragraph (1) of Law no. 8 of 2016 concerning Persons with Disabilities (Law on Persons with Disabilities).

This builds on the theoretical framework of justice mobility introduced by Sheller (2018). Mobility justice offers a new way to think across the micro, meso, and macro scales of transitioning toward more just mobilities. He further argued that “current approaches to transport justice...have not spent enough time showing how embodied differences in class, gender, race, ethnicity, nationality, sexual identity and physical ability influence accessibility and interact with the mobility regimes and control systems that reproduce uneven mobilities”. That is, to address injustices of our daily unequal mobilities requires that we develop a deeper understanding of how uneven mobility relates not only to how we move, but also gendered and racialized perspective of the world and global inequalities and liberal and neo-liberal power. To this theoretical backdrop, this study intends to examine how accessibility of public transport development in Indonesia, taking the case of MRT Jakarta, has not only addressed the injustice of public mobilities, but also dealt with racialized perspective in looking at people with disabilities.

Although several national laws regulate the conditions of persons with disabilities, most of them have not outlined the technical provisions. This complicates the implementation of regulations and law enforcement and exacerbates the current situation faced by persons with disabilities. For example, people with disabilities in Indonesia have lower job opportunities

and access to public services than those without disabilities (See monash.edu, accessed on 30 May 2021). The main reason why persons with disabilities still face this challenge is the limited opportunity to participate in development planning and policymaking. In addition, data collection remains a problem for the government due to the unavailability of a single data collection system. Barriers to inclusive development can be seen in the weak law enforcement on the accessibility of public transportation in Indonesia. Currently, several public transportation modes such as buses and trains have inadequate accessibility or even none at all. Given the large impact of development on the economic structure (See United Nations 2016).

Against the backdrop, this study intends to examine the extent to which People with Disabilities (PWDs) are involved in design and planning process of public transport and the extent to which it addresses the mobility injustice in public transport in Indonesia. A large number of researches and studies have done on public transport and accessibility, justice and equity in public transport (e.g. Martens 2016, 2018; Pereira, Schwanen and Banister 2016; Sajib 2022; Hananel & Berechman 2016; Holstein & Legacy 2020). However, on a few have done to examine how the space and mobility in the public transport interact with how people are differently embodied in terms of physical abilities, gender, race, etc. The interaction most of the time is part of politics of movement that reach beyond the transport system. MRT Jakarta is selected as the prototypical case of this study as it is currently considered as one of the most modern and sophisticated public transport in Indonesia.

B. RESEARCH METHOD

The qualitatively semi-structured data collection method, instead of the structured one, is adopted. While a structured interview generally has a series of formal and limited questions, or previously-structured ones, the semi-structured one tends to be more flexible and extensive (Lindlof & Taylor, 2002). With such a goal, some informants are purposively selected based on their characteristics and the study's requirement (Patton 2002). These informants include persons with disabilities who regularly use public transport, policymakers, public transport service providers, civil society organizations, and academics.

Besides the primary data, the study also used the secondary one, including data stored in general data archives, special collections, publishing companies, reports and public documents as well as academic publications (Heaton 2004), local and national newspapers and magazines, both printed and online. Secondary data can be used as a cross-validation to

support primary data analysis (Patton 2002). Besides that, secondary data significantly contributes to what we can learn directly from the data. More importantly, secondary data gives us stimulus to further explore other issues of refugees as posed in the study purposes.

C. PERSONS WITH DISABILITIES, MRT JAKARTA DESIGN-PLANNING AND ACCESSIBILITY AND JUSTICE MOBILITY IN PUBLIC TRANSPORT

The Coordinating Ministry for Maritime Affairs and Investment said that the involvement of persons with disabilities in the Jakarta MRT planning process could actually be seen from their participation in the feasibility study in the early 2000s (Interviews with Didi Leindert, Chairperson of the Association of Indonesian Disabled Person (PPDI) Jakarta, 28 April 2021, and Rusli Rahim, Assistant Deputy for Connectivity Infrastructure Kemenkomarvevs, 4 May 2021, Muhammad Effendi, Director of Operations & Maintenance of MRT Jakarta, 18 May 2021). However, based on the observations of several informants, the participation of many groups of persons with disabilities only began when the facilities and infrastructure have been built and are ready to be used (Interview with Rachmita Harahap, A person with disabilities and lecturer, 5 May 2021). Furthermore, the involvement of persons with disabilities in the Jakarta MRT pilot was criticized for not being represented by persons with mental disabilities, as emphasized by an informant from the community with mental disabilities:

“Currently, groups of persons with mental disabilities have not been considered. Therefore, in many ways, they are not involved in asking for input, including the construction of the Jakarta MRT and the Jakarta - Bandung High-Speed Railway.” (Interview with Ira Puspa, Chairperson of *Perhimpunan Jiwa Sehat*, Jakarta, 22 July 2021).

The Jakarta MRT emphasized that the input from persons with disabilities during the trial was mostly considered minor because the design of the Jakarta MRT train series had previously accommodated persons with disabilities. As emphasized by the following informant:

“Jakarta MRT builds civilization through inclusive public transportation... since the design phase, the train stations and series have taken into account the needs of all people, including persons with disabilities. Each station has one barrier-free lane that leads to the station and connects to all areas within the station that make it easier for priority passengers to pass through.”(Interview with Muhammad Effendi, Director of Operations & Maintenance of MRT Jakarta, 18 May 2021).

Jakarta MRT also added that many improvements have been made with input from persons with disabilities and will be used for the second phase of construction. According to Jakarta MRT, the design of the facilities and infrastructure came from Japan and thus refers to the feasibility code in Japan. In its development, PT Jakarta MRT has intervened a lot in the design, including the shape of the train, train parking lots, and facilities for persons with disabilities, especially in the last three years. Many modifications were made to suit different needs and cultures, including for persons with disabilities. An example of the intervention carried out is the gray guiding block from Japan which was changed to yellow after discussion with persons with disabilities (Interview with Muhammad Effendi, Director of Operations & Maintenance of MRT Jakarta, 18 May 2021). Furthermore, in the second phase of construction, PT Jakarta MRT will later provide many design interventions (Interview with Haris Muhammadun, Chairperson of the Jakarta City Transportation Council, 7 May 2021). In the design and development process in the second stage, technical input does not come from investors as happened in the first stage.

Specifically in Jakarta, based on DTKJ's observations, only 25% of public transportation planning and development projects in Jakarta have involved persons with disabilities since the planning stage. Under these conditions and to ensure accessibility and facilities for persons with disabilities in public transportation in Jakarta, DTKJ has worked around this by making working visits to public transportation mode development projects, including the Jakarta MRT and the Jakarta - Bandung High-Speed Railway (Interviews with Ariani Soekanwo, A person with disabilities & founder of the National Public Accessibility Movement, 11 May 2021, and Muhammad Effendi, Director of Operations & Maintenance of MRT Jakarta, 18 May 2021).

One of the organizations that focus on advocating the accessibility of persons with disabilities in public transportation, namely GAUN, has been actively involved and partnered with Jakarta MRT has consulted through various consultations. Jakarta MRT has consulted a lot in providing accessible facilities and regulations related to accessibility. Thus, the facilities they build meet the rules and needs of groups of persons with disabilities. Furthermore, during its construction, PT Jakarta MRT had communicated with persons with disabilities in general in a consultation forum. Finally, before operating, PT Jakarta MRT also partnered with GAUN to test the facilities and infrastructure built, as well as provide training on disability-friendly services to MRT personnel, consisting of station heads, managers, and others. GAUN's training includes soft skills to develop assistance capabilities

for persons with disabilities, assist persons with disabilities in the enter-to-end process, and also foster empathy (Interview with Muhammad Effendi, Director of Operations & Maintenance of MRT Jakarta, 18 May 2021)

Communication and consultation with persons with disabilities will also continue to be carried out by Jakarta MRT after the mode is fully operational. Such communication also brings commendable results. For example, PT Jakarta MRT provides facilities for persons with disabilities that are not available in Japan, namely Teletext for the blind and deaf. Thus, they can use the Jakarta MRT mode more independently. All of this happened because of constant communication with the disabled community (Interview with Ariani Soekanwo, A person with disabilities & founder of the National General Accessibility Movement, 11 May 2021).

The data generally indicate that People with Disability (PWDs) has not been significantly engaged in the process of design and planning of MRT Jakarta. The reason behind their absence of engagement in this earlier stage of MRT development is assumed to be related to their differently physical abilities, as theoretically framed by Sheller (2018). PWDs are kept away from their participations at this earlier process since they are seen as having different physical abilities. It turns out that there is an interaction between this absence of participation and general policy system of public transport although participation at this earlier stage is crucial for not only granting their just participation, but also ensuring that the accessibility facilities meet properly their needs. That is, their participation at this earlier stage paves a way of stronger justice mobility.

The real justice mobility can be also examined from another important dimension of accessibility of PWDs at MRT Jakarta. Although several public transportation modes in Jakarta have not yet fully provided services that suit the needs of persons with disabilities, accessibility for persons with disabilities on the Jakarta MRT transportation mode is considered decent (Interview with Leindert Hermeinadi, Head of PPDI-Jakarta, 28 April 2021). This is considered as one of the impacts resulting from the involvement of persons with disabilities, both in the pilot phase before Jakarta MRT phase 1 operates as well as from the consultation activities carried out by PT Jakarta MRT (Interview with Trian Airlangga, A person with disabilities and a member of the Jakarta Barrier-Free Tourism, 21 May 2021).

In terms of transportation facilities for Jakarta MRT, some of the accessibility contained in the Jakarta MRT train series for persons with disabilities include wheelchair areas, special priority seats for persons with disabilities, as well as travel information in visual and audio

form. Following the provisions mentioned in Minister of Transportation Regulation No. 63/2019 and Governor Regulation No. 95/2019, the Jakarta MRT train series has approximately 51 special priority seats with priority signs. Moreover, accessibility for persons with disabilities is also supported by the availability of travel information in visual form in the form of station route maps that facilitate several types of disabilities, including deafness and mental disabilities, as well as audio information that can facilitate the visually impaired community. The audio quality in the Jakarta MRT train series is considered informative to help persons with disabilities, especially the visually impaired, to find out line information (stop stations, upcoming stations), and technical information (open doors, closed doors) (Interview with Trian Airlangga, A person with disabilities and a member of the Jakarta Barrier-Free Tourism, 21 May 2021).

Meanwhile, in terms of infrastructure, Jakarta MRT has supporting facilities for people with disabilities. The Jakarta MRT station is connected to a pedestrian path, as required by the Minister of Transportation Regulation No. 63/2019. Furthermore, the MRT station also has a large space. Thus, passengers with disabilities and non-disabled persons are not cramped. The Jakarta MRT station is also considered to have good lighting that can support the safety and mobility of people with disabilities, especially groups with low vision ([/jakartamrt.co.id](http://jakartamrt.co.id), accessed on 24 May 2021).

Supporting facilities for the inclusivity of persons with disabilities at Jakarta MRT station include directions or way finding are readily available and can be found within a radius of about 200 meters from the station (Interview with Rachmita Harahap, A person with disabilities and lecturer, 5 May 2021). Directions to the nearest MRT station are considered good, especially for deaf groups who rely on visual aspects (Interview with Trian Airlangga, A person with disabilities and a member of the Jakarta Barrier-Free Tourism, 21 May 2021). Ramps outside the station building are located at several Jakarta MRT stations and have slopes that are accessible for wheelchair users (Interview with Muhammad Effendi, Director of Operations & Maintenance of MRT Jakarta, 18 May 2021.). In addition, a special parking area for persons with disabilities is available at one of the Jakarta MRT stations, Lebak Bulus Station. The special parking area for special modified three-wheeled vehicles for people with disabilities is located adjacent to the priority elevator. Thus, passengers with disabilities can park their vehicles and move directly to the priority elevator without the assistance from the officers (Interview with Trian Airlangga, A person with disabilities and a member of the Jakarta Barrier Free Tourism, 21 May 2021).

Figure 1. Parking area for persons with disabilities at Jakarta MRT Lebak Bulus station



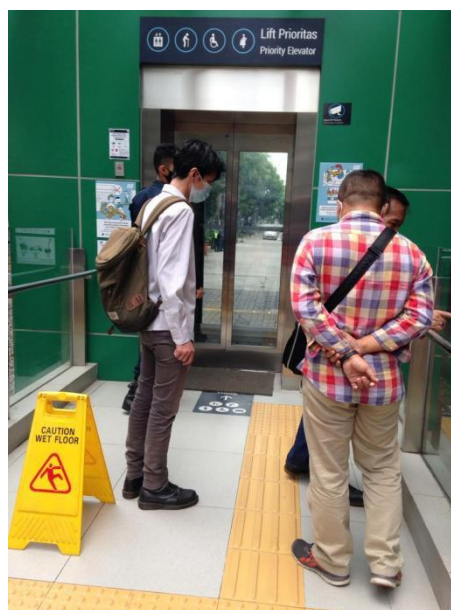
Furthermore, guiding tiles or guiding blocks are available in a pedestrian area outside the Jakarta MRT station to the station platform as required in the Minister of Public Works and Housing Regulation No. 14/2017 and Jakarta Governor Regulation No. 95/2019. The Jakarta MRT guide tile facilities are considered capable of helping the process of using the MRT mode of transportation in an enter-to-end manner for persons with disabilities, especially the visually impaired, from entering the station, ticketing, taking the MRT to arrive and exiting in the destination station (Interview with Trian Airlangga, A person with disabilities and a member of the Jakarta Barrier Free Tourism, 21 May 2021).

Figure 2& 3. Guiding tiles at Jakarta MRT Lebak Bulus Station



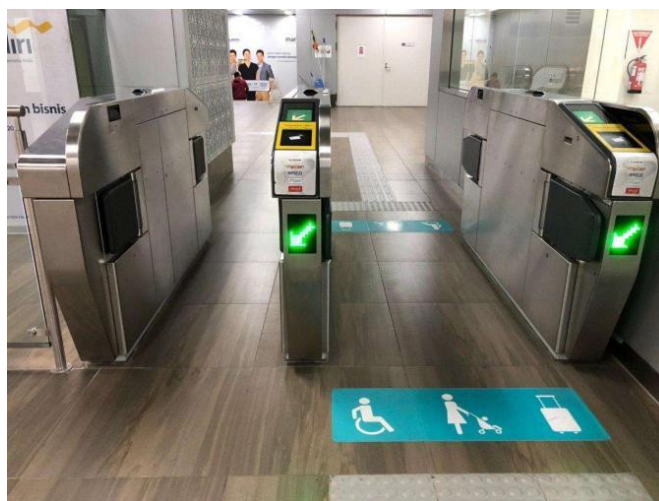
Priority elevators are available under the Minister of Public Works and Housing Regulation No. 14/2017, Minister of Transportation Regulation No. 63/2019, and Governor Regulation No. 95/2019 as a special lane for persons with disabilities. Furthermore, priority elevators are also equipped with braille letters, under the provisions of Governor Regulation No. 95/2019. However, this facility is still widely used by non-disabled and other non-priority passengers (Interview with Ariani Soekanwo, A person with disabilities & founder of the National General Accessibility Movement, 11 May 2021).

Figure 4. Priority elevators at Jakarta MRT Lebak Bulus Station



In accordance to Minister of Public Works and Housing Regulation No. 14/2017, Minister of Transportation Regulation No. 63/2019, and Governor Regulation No. 95/2019, counters and vending machines are also available at Jakarta MRT stations. However, passengers with disabilities, especially those with visual impairments, still depend on the help of station officers because the vending machine does not yet have sound signals (Interview with Rachmita Harahap, A person with disabilities and lecturer, 5 May 2021). Meanwhile, the absence of written instructions on how to purchase tickets is a communication barrier between officers and passengers from the deaf community (see jakartamrt.co.id). The access door is 90 centimeters wide for access for wheelchair users (Interview with Rachmita Harahap, A person with disabilities and lecturer, 5 May 2021), following the minimum width of 80 centimeters for persons with disabilities in the Minister of Public Works and Housing Regulation No. 14/2017.

Figure 5. Access door at Jakarta MRT Bendungan Hilir Station



Finally, special toilets for persons with disabilities are available in the Jakarta MRT station building as required in Minister of Transportation Regulation No. 98/2018 and No. 53/2019. However, toilet facilities are considered insufficient to accommodate the needs of the deaf community, due to the lack of directions to the toilet, as well as frosted glass to inform passengers from the deaf community in finding out the occupancy of the toilet (see jakartamrt.co.id). Moreover, the special facilities for persons with disabilities include priority elevators that connect the concourse and platform floors between the third and fourth trains, waiting areas/rooms, and wheelchair users' area (Interview with Trian Airlangga, A person with disabilities and a member of the Jakarta Barrier-Free Tourism, 21 May 2021). Waiting room/area facilities that can accommodate passengers with disabilities following the provisions of Minister of Transportation No. 633/2019. The waiting area/room is very much needed by the mentally disabled group to calm their mental state. Meanwhile, from a technical point of view, the gap between the platform floor of the Jakarta MRT station and the floor of the MRT train is quite small, with a gap of 2-3 cm wide and 1-2 cm high (Interview with Haris Muhammadun, Chairperson of the Jakarta City Transportation Council, 7 May 2021). In this case, Jakarta MRT is one of the train modes that has the most minimal difference among other rail-based transportation modes in Jakarta. However, the current urgent need for Jakarta MRT users from the deaf and mentally disabled group is the availability of sign language staff (Interview with Rachmita Harahap, A person with disabilities and lecturer).

The data primarily indicate that transportation facilities for Jakarta MRT are well-improved and developed and even considered decent. Some of the accessibility contained in

the Jakarta MRT train series for persons with disabilities include wheelchair areas, special priority seats for persons with disabilities, as well as travel information in visual and audio form. At this stage, the public transport of MRT Jakarta is seen as having strengthened the justice mobility of people with different physical abilities in Jakarta (see Sheller 2018). That is, all of these accessibility facilities make them easier to freely move and mobile in urban space of Jakarta.

D. CONCLUSION

The legal framework in Indonesia explicitly states that the rights of persons with disabilities are guaranteed in the Constitution. However, policies related to access to public transportation services for persons with disabilities still need to be strengthened. The design standards for facilities for persons with disabilities at Jakarta MRT are based on national and local regulations as well as the Barrier-Free Access Guidelines from the Ministry of Land, Infrastructure, and Transportation of Japan. There are still many obstacles that pose challenges in providing better accessibility to persons with disabilities, access to disability-related law enforcement and negative stigmas against persons with disabilities. The involvement of people with disabilities from the early stages of development becomes strategic for ensuring that the facilities have met the principle of accessibility and followed the needs of persons with disabilities. More importantly, the involvement of persons with disabilities in design and planning cannot be delegated to non-disabled persons.

In addition, while the stage of design and planning process of MRT Jakarta doesn't guarantee the prerequisite justice mobility as PWDs are not significantly engaged, the later stage of building and providing accessibility facilities does so. With the properly developed accessibility facilities of MRT Jakarta that are considered decent and well-developed, PWDs has wider space of moving around the city as other their city fellows with normal physical abilities, and thereby granting them justice mobility to the PWDs. This novelty of this study lies in distinction of two stages of public transport development in looking at the justice mobility. The challenge for further research is this justice mobility is examined in any other different public transports, such as bus, commuter line, mini-van, etc.

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