

PUBLIC PRIVATE PARTNERSHIP IN THE DEVELOPMENT OF PUBLIC TRANSPORTATION IN THE CITY OF SURABAYA

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ABSTRACT

This study discusses the implementation of public-private partnerships in Surabaya in the development of transportation infrastructure. The Surabaya city government has been exploring the construction of mass transportation in the form of trams since 2010 but until now the construction of the tram has not started. The method in this research is descriptive qualitative where data collection uses literature study and analyzed using the concept of public private partnership. The results of this study indicate that the implementation of public-private partnerships in local governments is less successful. This is because the resources owned are still very limited so that many developments are stopped in the middle of the road. In addition, the implementation of public-private partnerships in developing countries is still using the traditional system. From the outside it uses the new public management but from the inside it still uses the traditional system.

Keywords: *Public Private Partnership, New Public Management, Infrastructure, Transportation*

A. INTRODUCTION

This study discusses how the Surabaya city government in building mass transportation infrastructure using the public private partnership program (public-private partnership). The Surabaya city government's desire to build mass transportation, namely the construction of trams, has been started since 2010. This tram construction program was initiated by the mayor of Surabaya, Tri Rismaharini, who served as mayor at the beginning. The desire of the Surabaya city government is based on the city government's desire to provide public services for the community, this is because the city of Surabaya is the second largest city after the city of Jakarta but does not have mass transportation. The demands for faster mobility of urban people inevitably require the government to provide fast, cheap and safe transportation. However, due to limited funds, resources and technology, it is necessary to involve the private sector as partners.

Infrastructure is one of the important factors in growing the economy in a country, especially those related to transportation. Transportation infrastructure is important because with adequate transportation infrastructure, the cost of economic commerce becomes cheap so that the goods produced are also cheaper. Indeed, the benefits of infrastructure development cannot be directly felt in a short time. It will take several years for infrastructure development to be felt by the community. With the construction of infrastructure, many investors will invest so that when they invest, they will absorb a lot of labor and reduce unemployment.

Indeed, the infrastructure development of a country cannot be directly benefited, but it will be very beneficial in the future. However, if infrastructure development is not implemented immediately, economic growth will not be realized immediately. One of the countries that is considered advanced because of its good infrastructure is Singapore. Although Singapore is a small country, its infrastructure is very good, so it can be called a developed country. In infrastructure development, sustainable policies and strategies are needed so that development programs can be continued and do not break down in the middle of the road and can disrupt economic stability in a country. Of course this is not good for economic growth for a country.

However, the problem, especially in developing countries, is the inadequacy of resources, such as inadequate funding, human resources and technology. This of course will hamper the development of transportation infrastructure because the resources are still very limited. This, of course, requires reform so that the development of transportation infrastructure can run well. As happened in the construction of the tram in the city of Surabaya which is considered a failure. Although it was planned 10 years ago, until now the construction of the tram in the city of Surabaya has not started at all. The mayor of Surabaya said that the construction of this tram failed because his term of office was only two years away even though it took approximately two years to build the construction of the tram (voice.com, 1 March 2021).

The demands of the people of Surabaya to get public services in the form of mass transportation must be addressed as an effort to create satisfaction in providing transportation services to the community. Local governments in their efforts to provide better services to the community in a fair, equitable, fast and precise manner, can establish cooperation with the private sector. One form of cooperation with the private sector is the public private partnership program. The purpose of the public private partnership is to improve the quality and quantity of products or services from the government (rui cunha.2010:4). With an increase in the quality and quantity of services or products from the government, the satisfaction of the community as customers will increase.

One form of private partnership in the field of public services is a public private partnership or abbreviated as public-private partnership, which is a form of long-term agreement (usually more than 20 years) between the government, either the central government or local government by cooperating with partners from the private sector. Through this agreement, the expertise and assets of both parties work together in providing services to the community. In carrying out this collaboration, the risks and potential benefits of providing services and facilities

are separated or shared between the government and the private sector. In this form of public-private partnership, the government still has the authority in the company or private organization that is invited to cooperate (Mary Ismowati: 2016). One example of a public private partnership in Indonesia is the construction of toll roads. Where the government acts as a regulator and the private sector acts as an operator. So that with this collaboration the construction of toll roads in Indonesia is quite fast without being hampered by funding problems. This is due to the good cooperation between the government and the private sector.

The involvement of the private sector in handling public affairs provided by the government at the same time fosters community participation in development because it is felt that private businesses are faster and more efficient than those handled by the government. The efficiency of the way the private sector works, the quality of human resources they have, the speed with which technology is adopted are often the reasons why governments need to involve the private sector.

As one of the partnership programs between the government and the private sector, the public-private partnership has been widely studied. The failure of traditional public management is one of the main reasons for increasing collaboration between the public and the private sector (Jorna, Wanaar, Das, & Jezewski 2010). Providing better and quality services has always been a challenge for the government. The success of public-private partnerships (KPS) depends on the processes and actions used to form managerial social capital, build mutual trust by sharing risks, responsibilities, and experiences (Quamrul Alam, MD Humayun Kabir, Vivek Chaudhri: 2016). Public-private partnerships use the capacities of organizations, stakeholders and communities to achieve collective decision-making that is transformed into concrete policy implementation. On this occasion, it becomes a trajectory for community resilience to be more achievable by the local community (Oscar Radian Danar, 2021). The emergence of public-private partnerships as a theory began to be widely developed in the third periodization towards the 20th century (Meirina wati, 2018). Public-private partnerships as a collaborative strategic management approach can ensure better quality in public service providers by strengthening innovative private sector managerial skills and expertise that have not been provided by traditional public management models. It shows how a strategic approach through collaboration can increase efficiency at the micromanagement level, involve key stakeholders in the project implementation phase and develop management practices to provide quality services.

Public-private partnerships do not always run smoothly and even public-private partnership programs fail. In developed countries such as the United States, Britain and China, public-private partnerships have also failed due to attacks by opposition and public resistance. (Chen, Hubbard, & Liao, 2013; Ni, 2012; Zhang & Ali Soomro, 2016) when there is a transfer of power or regime, the new regime often replaces all existing regulations. They often replace the long-established system with a new system so that this disturbs the political stability in the country. All the research above looks at how effective public-

private partnerships are in developed countries where the resources they have are quite good.

None of the research above has seen how public-private partnerships are implemented in developing countries where the resources are still quite small. Public policy reforms in developing countries are heavily influenced by the world bank and the IMF so that many public sector reforms lead to NPM. Npm can be defined as a specific set of management approaches and techniques, borrowed mainly from the non-profit or private sector and applied in the public sector. It is sometimes considered an ideology based on belief in the efficacy of markets, competition, management ideas and practices such as business (Richard and George Larbi, 2004:45).

Infrastructure development in the current era of course the main actor is not only the government but must collaborate with various parties and most importantly the community and the private sector. Public-private partnerships did not appear suddenly thanks to initiatives from various parties to encourage cooperation and coordination in solving problems faced by the public. Public-private partnerships emerged as a response to the failure of implementation and the high costs and politicization of regulations. Public-private partnerships emerge in an era of government models where the existing community confronts the government with more complex problems. On the other hand, the government also has limited time to solve these problems, so cooperation from outside parties is needed. Public-private partnerships emphasize synergies between government and non-state actors such as civil society NGOs or businesses as they cross borders. Emerson offers a broader definition of a public-private partnership. to find solutions because the goals of cooperation are inaccessible (Charalabidis, 2021)

Public-private partnerships are based on the common goal of solving specific problems or issues of the stakeholders. These parties are not limited to government and non-government institutions because in the principles of good governance civil society participates in the formulation and decision-making. Cooperation is initiated due to the limited capacity of resources and networks of each party so that cooperation can unite and complement the different components that lead to the success of a common goal. In formulating the goals of vision and mission, shared norms and values in cooperation, the position of each party is equal, namely having the right to immediately make decisions independently. (Purwanti, 2016)

Collaboration is enforced because of the complexity of the interdependence of each institution. Collaboration is also considered to arise due to the diversity of interests between each group, giving rise to a collaboration. So that the collaboration can mobilize interest groups. Collaboration is considered to be a solution for the poor implementation of a program or activity carried out by only one institution, due to the limitations of that institution. Apart from this, collaboration is also considered as a solution to overcome the high cost of a program or activity.

In the context of infrastructure development, these collaboration dimensions need to be used as a reference in the implementation of collaborative practices.

With the implementation of collaboration, there are efforts to improve the quality of service from a development because of the development in the aspect of facilities and infrastructure which is intended for the convenience of tourists or visitors. Collaboration in transportation development is also carried out in an effort to maintain relations between organizations or institutions. Because in practice collaboration requires more than one organization or institution to be involved. Relationships between organizations in collaboration can also solve tourism development problems which may not be able to be solved by one organization or agency alone, but are possible to be solved by the role of other institutions or organizations. The implementation of this collaboration will also benefit each organization or institution involved in transportation development.

Some argue that public-private partnerships are inappropriate in developing countries. Apart from the lack of supporting resources, public-private partnerships in developing countries are only a formality. Public-private partnerships only appear on the outside, but inside they still adopt traditional values. The question now is whether public sector management in developed countries with advanced resources can be applied in developing countries such as Indonesia. The purpose of this study is to fill this void by looking at how public-private partnerships practice in developing countries. Where the case occurred in the city of Surabaya by looking at how the government and private cooperation in building trams in the public-private partnership program.

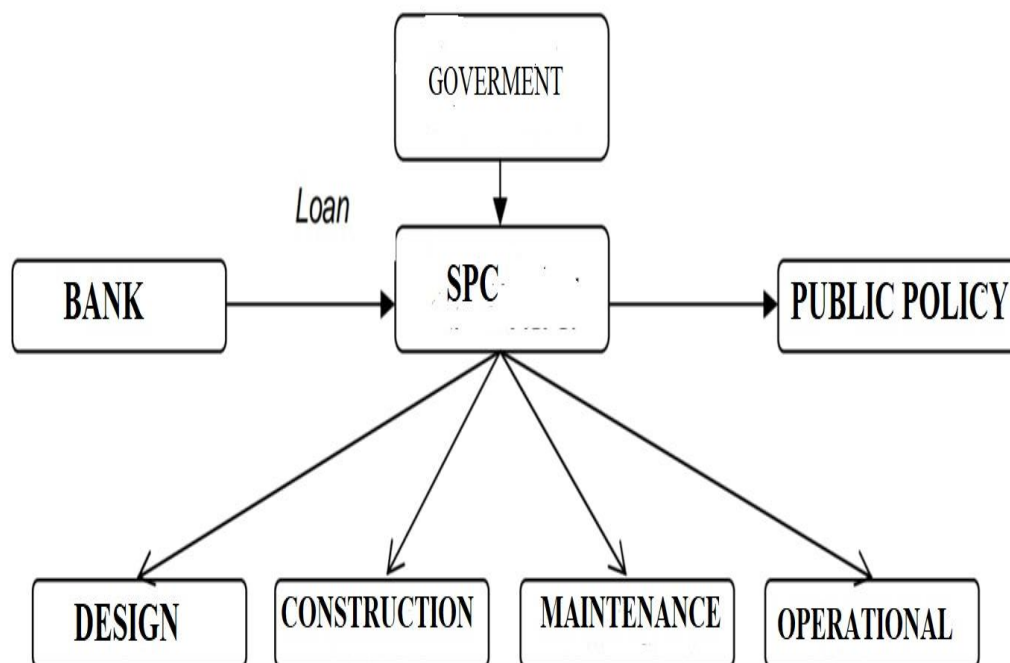
B. LITERATURE REVIEW

Public private partnership

One form of NPM is a public private partnership (PUBLIC-PRIVATE PARTNERSHIP). Public private partnership is the government cooperates with the private sector in building or managing public facilities. If you look at its history, PUBLIC-PRIVATE PARTNERSHIP has actually existed since the 18th century in England, when at that time many public services such as roads, water companies, transportation were managed by the private sector. However, when the existence of the State became stronger, then in the late 19th and early 20th centuries, the State took over many of these public services so that the State greatly dominated public services. When the dominance of the state is getting stronger and must face a crisis, the state must partner with the private sector to provide public services for the community. Where in this PUBLIC-PRIVATE PARTNERSHIP each actor has their respective roles, including:

1. Government or local government as regulator;
2. Banks/ consortiums as funders; and
3. Private parties/BUMN/BUMD as Special Purpose Company (SPC) who are responsible for the implementation of a project starting from Design, Construction, Maintenance and Operations (dwinanta main, 2016).

The synergy can simply be described as follows:



The form/Scheme of cooperation in a PUBLIC-PRIVATE PARTNERSHIP can be in the form of:

1. BOT (Build, Operate, Transfer), the private party who builds and operates it and then returns it to the government after the contract ends.
2. BTO (Build, Transfer, Operate), the private party who builds it and then the assets are handed over to the government but the operation is still with the private party and is returned after the contract ends
3. ROT (Rehabilitate, Operate, Transfer), the private sector repairs and operates it and then returns it to the government after the contract ends.
4. BOO (Build, Own, Operate), a private party that builds and operates it, all of which are privately owned.
5. O&M (Operation and Maintenance), For special cases, the government builds it and the private sector operates and maintains it (Panji Indra, Bastary, 2009).

Public-private partnership in Indonesia itself already has a legal umbrella, namely in presidential decree no. 67 of 2005. In the implementation of the public-private partnership the presidential regulation must be fair, open, transparent and competitive. However, in the implementation of the public-private partnership there is a bias in the field. There are many cases of implementation of public-private partnership that are not in accordance with procedures. So that this causes a lot of infrastructure development in Indonesia that is not in line with expectations and becomes a gap for corruption. One of the cases that became shocking was the case of the hampering mega project due to unclear tenders and corruption in the congregation by the political elite. Many officials were entangled in corruption cases in the obstacle project. With so many corruption cases in Indonesia, the management of the public sector in Indonesia must be changed and supervision must be tightened so that it can be completed on time and the public can feel the development.

Collaboration in governance is something that is needed in today's government practice. There are various reasons behind the collaboration of each institution or institution. The emergence of public-private partnerships can be seen from the aspect of the need for institutions to collaborate between institutions, due to the limited ability of each institution to carry out its own programs/activities. In addition, collaboration also arises due to limited budget funds from an institution, so that with the collaboration the budget does not only come from one institution, but other institutions involved in the collaboration. Collaboration can also be said as an aspect of the development of government science, especially with the emergence of the concept of governance which emphasizes the involvement of several actors such as the government, the private sector, and the community in government administration. Collaboration can also be an alternative in developing interest group involvement and failure in managerialism of one institution or organization. The complexity that arises in its development results in conditions of interdependence between institutions and results in an increasing demand for collaboration.

C. METHOD

This study uses a qualitative approach to see how public-private partnerships improve public transportation in the city of Surabaya, especially tram transportation. The data search was carried out by in-depth interviews with the Surabaya city transportation office and also using literature studies. The data obtained in this study were analyzed using a public private partnership perspective.

D. DISCUSSION

Researchers here will analyze cases of mass transportation development in Indonesia, especially the development of mass transportation in the city of Surabaya. Local governments in building public infrastructure must carry out public-private partnerships so that projects are completed quickly and on time and the results are good because the private sector has experience in working on large projects. However, in reality, public-private partnerships are not suitable if applied in Indonesia. This is because the public-private partnership is a concept from a foreign country where the country's resources are already good so that in implementing a public-private partnership it can be successful. However, if a public-private partnership is implemented in Indonesia with inadequate resources, it will be difficult to realize and succeed.

The implementation of public-private partnerships in the Indonesian government has not been optimal. In fact, many transportation infrastructure development projects in Indonesia are experiencing problems. The most obvious cases are the construction of the monorail in the city of Jakarta and the tram in the city of Surabaya. The monorail construction in Jakarta was designed by Governor Sutiyoso in 2002 to develop the Transjakarta bus mass transit. In 2004 the construction work began by making piles but the construction of this project was stalled (<https://nasional.sindonews.com>, 12 February 2021). Until 2018 the monorail project in Jakarta could not be operated even though 16 years had passed

when this program was planned. In addition to the case of monorail construction in the city of Surabaya, the city government of Surabaya said that in 2017 the monorail in the city of Surabaya will be completed (<https://www.merdeka.com>, 12 February 2021). However, until 2018 the construction of the monorail had not started. The above phenomenon shows that government management in managing the public sector is not good enough even though it has involved the private sector in building it. So that the management of the public sector in Indonesia needs to be reformed.

Public sector reform does not only occur in developed countries but also developing countries must reform their public institutions. However, public policy reforms in developing countries are largely dictated by the world bank and the IMF. Many public reforms in developing countries have led to NPM in the form of a public-private partnership (public-private partnership). Many parties say that public-private partnerships are not suitable to be implemented in developing countries because public-private partnerships are public sector management in developed countries whose management is already good and then applied in developing countries where the resources are not sufficient.

Since being sworn in on October 20, 2014 as President of the Republic of Indonesia, Joko Widodo (Jokowi) has moved quickly by improving the development sector in Indonesia. In accordance with the vision of the President of the Republic of Indonesia for the 2014-2019 period, namely the realization of a sovereign, independent, and personal Indonesia based on mutual cooperation. Based on this vision, President Joko Widodo placed one sector of concern, namely the infrastructure sector. The Government of the Republic of Indonesia places the infrastructure sector as the driving force for the Indonesian economy, so that it becomes the main priority besides maritime, energy and food in economic development in Indonesia.

The infrastructure sector is not only about industrialization but also community development. The government's target is not only about how much infrastructure to build so as to increase the amount of state investment. But the government's target has now turned into a lot of benefits for the people of Indonesia. The assumption is that the longer the infrastructure is built, the more investment will enter Indonesia, so that it can increase the income of local people. The government plans to build infrastructure to build connectivity by building toll roads, airports, ports and public transportation modes so that they are interconnected. The existence of connectivity between these sectors will increase economic growth so that the economic value of the community will also increase. However, along the way the connectivity development does not always go well. Various obstacles are faced in Indonesia's own infrastructure development. The problem of access to transportation is a classic problem that has not been resolved until now.

Innovation in the public sector inspired by new public management. new public management has helped put public sector innovation on the agenda for the past two decades. The goal of getting innovation managers to lead leads to a narrow view of the possible benefits of innovation and ignores the importance of understanding the innovation process itself. Collaboration and design are at the

core of this process and attention to these aspects opens a wider view of the possibilities and benefits of innovation in the public sector. Unlike a narrow focus on efficiency, the goal of innovation through collaboration and design allows us to deliver more radical innovations achieved through creative problem solving. This view does not imply that incentives are not important as drivers of innovation. Instead argue that the top focus on “getting the incentives right” outlines the challenges and creative potential inherent in the public sector innovation process. Public authorities and employees are often motivated by the need to solve specific problems and overcome political deadlocks but the challenge for public sector innovation is often to generate support and broad social and political engagement to test and implement new policies.

Political leadership and political innovation can be enhanced through public-private partnerships. The main conclusion is that while the difficult problem of creating urgent cohesion for political innovation is not in the interest of politicians to initiate and encourage them. They are locked in the political advice of senior officials or excluded from more inclusive political networks. In both cases they are isolated from ideas and ultimately reduced to “decision makers” with top involvement in policy innovation. Collaborative political innovation offers a solution to this limitation. Public private partnership is a tool used to solve a problem. Public-private partnerships are an appropriate tool for problem solving because public-private partnerships create “common ownership” of the problem. Actors who have different points of view in viewing a problem. It is not easy to create understanding between actor roles. public private partnership acts as a mediator so that the parties can form a common understanding of an issue.

There are problems in implementing public-private partnerships in developing countries. The problem is mainly rooted in the mental bureaucracy that is still traditional, inadequate knowledge and skills, and regulations that do not provide sufficient opportunities for flexibility (Mahmudi, 2005:55-56). First, public-private partnerships are based on the application of market mechanisms in the public sector. This is related to developing countries which are centralized and must follow a market centric mechanism. Developing countries have little experience with market economies. Second, there are problems in the privatization of public companies. Privatization in developing countries is not an easy task. This is because the market in developing countries is not strong enough, so privatization will fall into foreign hands and can cause social rifts. Third, the change in the nature of the bureaucracy from traditional to modern which puts forward market mechanisms that are not careful will become an epidemic of corruption. Fourth, weak government institutions. Law enforcement institutions, capital, and human resource capabilities are obstacles. The implementation of public-private partnerships in developing countries is only carried out not fully or only as a formality. So this will not be effective in creating a market mechanism in the public sector.

The public-private partnership that proponents predict will always be positive for policy success is not always the case. The critical analysis of this study shows that the actors (collaborators) even when they finally agree on a

common goal in fact still have their own ulterior motives. Based on the description above, each theory must have its weaknesses and shortcomings, however, try to build in general which is able to represent and describe factual facts and is simple or easy to digest but there are still gaps for improvement. Likewise, Ansell's cooperative management theory cannot separate the various shortcomings without having to be able to represent and translate the problems that exist in a particular area or place.

In the context of a public-private partnership, the partnership will grow and develop if the benefits are proven to be large. The notion of coordination in this model is not a locomotive in policy making but an interface for actors. The strategic policy presented by the coordinator is the result of a consensus among actors. Coordinators can be part of or selected from among the entities that work together based on consensus and/or expertise. The participation and empowerment of stakeholders determines the quality of the partnership that is built. The power of the coordinator in making top policies in the administrative aspects of the secretariat leadership cooperation.

Planning trends that have developed in the last decade show that the use of a public-private partnership approach is increasingly becoming an option. It should be noted that this approach has several keys to success that require special attention. Several variables that determine success include the context of conflict or cooperation aspects of stakeholder interests in the cooperation of balance of power and resources and leadership. Could the above model be sufficient to apply to any regional cooperation? In some cases regional development models tend to require coordination and direction. This cooperation model is not implemented on the basis of equal or unequal cooperation between actors.

The government's collaborative process remains at the facilitator's position. This scheme is very difficult to implement, for example in areas with disparities in basic services in border areas. This disparity is caused by several factors, such as a significant reduction in population size and limited basic service facilities. In this case, it can be seen that regions with smaller populations and higher budgets need environmental support to reduce service disparities and distances to service centers (intraregional). In that context, a win-win factor that will lead to a consensus on both sides is difficult to achieve.

Holzer said collaborative governance is a condition when the government and the private sector strive to achieve common goals for society. Public issues are the same as those outlined in the three definitions above where each must be addressed without focusing on individuals or organizations. It is led by an intergovernmental and/or non-governmental organization of two or more parties (organizations) and has a consensus for joint action for joint decision-making and especially on labor issues. The controller and the initiator or the initiator remain with the government agency even though the extent of the parties is the same. The mission area becomes a challenge or problem whose mandate remains with the government organization listed in its main tasks and functions. The government must load the network and be the initiator in building this Collaborative Governance. (Holzer, 2014)

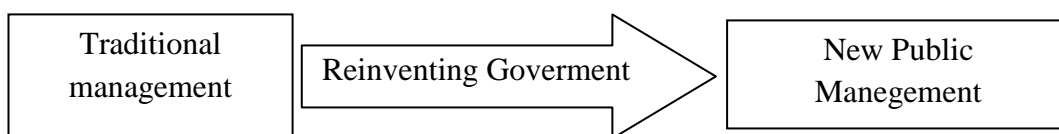
Public-private partnerships in Indonesia in transportation development projects so far have not been optimal due to inadequate resources. In the procurement of the MRT project in Jakarta and the tram in Surabaya, the private sector only proposed it without having adequate funding so that the project was stuck in the middle of the road. As a result, with the stalled project, the central government had to intervene to complete the project (<https://finance.detik.com>, 12 february 2021). Regions so far do not have sufficient resources to implement public-private partnerships. So this requires a strategy to be successful in implementing public-private partnerships in developing countries.

Developing country governments must carry out reforms within the government itself. There are several strategies for successful implementation of public-private partnerships. First, the reform strategy does not manage itself. They require energetic management by highly skilled public managers. Few reforms are purely market driven. Second, that oversight requires a capacity that is substantially different from that provided by traditional government tools managed through traditional bureaucracies. Third, the global reform movement seeks to strengthen the ability of governments to develop coordinated responses to problems that transcend individual bureaucratic boundaries (Kettl, Donald F, 2005:43).

Implementing public-private partnerships to reform government bodies, developing country governments must be able to reform themselves. Not reform pressure that comes from outside. If the pressure comes from outside countries or donor agencies, public reform will not run effectively. This will make developing countries unable to carry out public reforms because the cultures of developing countries and developed countries are different.

Osborn and Gaebler introduced the concept of reinventing government where this is an instrument that developing country governments must use to be effective in implementing public-private partnerships. Reinventing government is a fundamental transformation of government systems and organizations to be effective and efficient so that the government is able to innovate. Transformation can be done by changing the goals, incentive system, accountability, power structure and culture of the government system (Osborne. David and Peter Plastic, 2004:16-17). This reform aims to make the government ready to face challenges in public service, creating an organization that is able to improve its current or future effectiveness and efficiency.

So far, the implementation of public-private partnerships in developing countries in reforming from traditional management to public-private partnerships has never used an instrument, so that public-private partnerships in developing countries cannot run effectively. The government must implement reinventing government in implementing public-private partnerships because reinventing government is an instrument so that public-private partnerships in developing countries can run effectively. If a traditional change management scheme is made to a public-private partnership using reinventing government instruments as below:



Reinventing government arises because of distrust of the bureaucracy in America, giving birth to the concept of reinventing government. Osborn and Gebler mention that there are ten principles contained in reinventing government (Osborne. David & Ted Gaebler, 1995: 18-24), namely: 1. Government catalyst, the government should be more focused on giving direction, not as a producer; 2. The government belongs to the people, the government should give more authority than just serve; 3. Competitive government, inject a competitive climate into service delivery; 4. Mission-driven government, turning a rule-run organization into a mission-run organization; 5. Results-oriented government, the government should focus on financing results, not inputs; 6. Customer-oriented government, meet customer needs, not bureaucracy; 7. Entrepreneurial government, generate income instead of spending; 8. Anticipatory government, better to prevent than cure; 9. Decentralized government, from hierarchy to participation and being able to work together; and 10. Market-oriented government, adopting existing values in the market.

Applying the 10 principles of reinventing government stated by Osborn and Gaebler, public-private partnerships will be able to work optimally in developing countries such as Indonesia. The development of transportation infrastructure in collaboration with the private sector will run smoothly without obstacles in the middle of the road that will make infrastructure development projects stall. Because so far, although public-private partnerships have been used and before building a project there was a tender auction, it was only a formality. The private party appointed as the winner of the tender already has closeness with the government in order to win the tender so that the public-private partnership is only a formality and is only visible on the outside. In fact, the inside management still uses traditional management.

The Surabaya City Government's plan to build integrated mass transportation, together with the East Java Provincial Government and related local governments is still being used until now. One of them is the plan to build an autonomous tram that will connect the city of Surabaya with Bangkalan. The plan for the development of mass transportation in the city of Surabaya is written in Presidential Regulation Number 80 of 2019 concerning Presidential Regulation (PERPRES) concerning the Acceleration of Economic Development in the Gresik - Bangkalan - Mojokerto - Surabaya - Sidoarjo - Lamongan area, the Bromo - Tengger - Semeru area, and the Selingkar area. Wilis and Lintas Selatan which were set on November 20, 2019. In the plan for the construction of the Surabaya-Bangkalan autonomous tram, there are three alternative routes. The first alternative is via Pasar Turi, Suramadu Bridge to Bangkalan Station via Trunojoyo University. However, this study will continue to be studied about the possible load on the bridge to be passed by the tram. The plan for the Surabaya-Bangkalan autonomous tram is separate from the planned construction of the Surabaya Regional Railway Line (SRRL) connecting Surabaya-Sidoarjo which is

famous for its high mobility. Surabaya is a big city in Indonesia that already requires integrated mass transportation. Bus transportation alone is not enough to meet the mobility needs of its citizens. Mass transportation is needed that can fit more people, has special lanes and scheduled departure times.

The development of mass transportation is one of the needs that must be obtained by the community. People in big cities like Surabaya should have adequate mass transportation so that their mobility can be fulfilled.

E. CONCLUSION

The results of infrastructure development in developed countries are very good and timely so that public services are very satisfying. However, this cannot be realized in developing countries such as Indonesia. Reflecting on the case of the construction of the tram in the city of Surabaya, the local government of the city of Surabaya has implemented a public-private partnership by involving the private sector in constructing the tram infrastructure, but until now the construction has not been completed and has not even started. This shows that the concept of public-private partnership that is used to build infrastructure is not necessarily good if used in developing countries like Indonesia.

This is because the resources in developing countries are still not sufficient to implement public-private partnership. In realizing a public-private partnership the government should not be forced because the results will not be optimal. Even though the government says it has implemented a public-private partnership in building infrastructure, it is only a formality. Public-private partnership only appears from the outside, but actually the management inside is still traditional management.

Changing traditional management to new public management (npm) developing country governments are too pushy so that the results are not good and not optimal. Public-private partnership in developing countries is only a formality. They are seen implementing a public-private partnership by inviting the private sector to build infrastructure but in it still using traditional management. Before developing country governments like Indonesia implement public-private partnership, the government should apply the reinventing government principle. Because reinventing government is an instrument to run public-private partnership. As long as the reinventing government has not been successfully implemented in developing countries, the results will not be maximized because the public-private partnership is only a formality.

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