

Urban Transportation Systems and Governance in the Klang Valley, Malaysia

Raja Noriza RAJAARIFFIN¹

*University of Malaya
Faculty of Economics and Administration
University of Malaya
50603 Kuala Lumpur
Malaysia
rnoriza@um.edu.my*

and

Rustam Khairi ZAHARI²

*International Islamic University, Malaysia
Kuliyah of Architecture and Environmental Design
International Islamic University
P.O. Box 10
50728 Kuala Lumpur
Malaysia
rustam@iiu.edu.my*

Abstract

This paper analyses the governance of urban transportation system in the Klang Valley, Malaysia, focusing on institutional issues. The Klang Valley was chosen as the study area due to its phenomenal growth in the last two decades that affected the administration of its urban transportation system. The lack of synergy in the administration of the system has resulted in an adverse impact on its efficiency. Interviews was utilised as the main research instrument. Through the examination of the practices, attitudes and beliefs of those working in the transport related field have shed some light on the relationship between agencies and the impact that these have upon transportation system in the Klang Valley. Other than interviews, these examinations involved investigating the history and current status of the policy development, implementation as well as administration, which were obtained through an examination of government documentation, archival records, and observation. The results indicate that there are four barriers that resulted in the inefficiency of the urban transport system in the Klang Valley, which are institutional issues, political issues, cultural and ideological issues, and finally, policy issues. However, as mentioned before, this paper will specifically focus on institutional issues as one of the main factors in urban transport governance in the Klang Valley, Malaysia.

Keywords: Urban Transportation, Klang Valley, governance, institutional issues, policy implementation

INTRODUCTION

As in many other cities in the world, particularly cities in the developing economies, Malaysia's growing urban population and increasing household incomes have led to a rise in car ownership. The Klang Valley that covers an area of about 2826 square kilometers is considered as the most developed and fastest growing region in the country with more than 30 rapidly growing new towns. It comprises of Kuala Lumpur and its suburbs, and adjoining cities and towns in the state of Selangor. According to year 2000 statistics, 4,791,000 people, which account for about 21 percent of the nation's population, live within the Klang Valley (Ministry of Federal Territories, 2004). Within that population, 84 percent of the households are car owners.

In view of the fact that transportation infrastructure crosses municipal boundaries, cooperation must often be interregional between different political jurisdictions. In the case of the Klang Valley, the jurisdiction is dispersed among the federal, state and local government. Currently there is no single coordinating body for the Klang Valley. Therefore, the responsibility for transport is shared amongst various agencies. There are more than nine agencies responsible for transport in the Klang Valley.

Implementing transport policy requires a supportive organizational structure. The purpose of the organization is to produce an effective institutional arrangement that promotes collaboration. Organizational issues are often the hardest implementation barriers to overcome. Most of the time, they are merely self-imposed by bureaucratic boundaries. In practice, a wide range of administrative structures may be seen. These often reflect a country's historical legacy and political system. An urban transport programme or project can often involve agencies from all three levels of government, for example federal financing, state or regional administration, and local operations and implementation. Within the scope of a transport system there are typically elements relating to the environment, land use planning, traffic, and law enforcement departments, among others.

One of the biggest challenges in urban transport development and implementation in the Klang Valley is the fragmentation of transport related agencies. Although several policies have been 'beautifully crafted', a lack of coordinated effort has hindered their effectiveness. This paper explores the issues of urban transport governance in the Klang Valley, Malaysia. In particular, it will specifically look at the issues of implementation of urban transport policy in the Klang Valley as it is often acknowledge that stated policy aims are often seldom realized in the manner envisaged by its proponent due to the fall out in the process from policy formulation to policy implementation. Within the sphere of implementation, this paper will specifically focus on the theme of institution, which has been found as one of the main factors affecting the efficiency of urban transport governance in the Klang Valley.

LITERATURE REVIEW

Despite the fact that factors like income, car ownership, social change and suburbanisation undoubtedly affect the viability of different forms of urban transportation, public policy and politics are also critical, if much neglected influences (Mees, 2000). Although they cannot guarantee success, co-ordination and planning are the key factors that make good

outcomes possible (Mees, 2000). Fragmentation in the decision-making process hampers efforts to achieve the objectives of transportation policy (Cervero, 1998; Dimitriou, 1990; Barat, 1990). Most of the time, the lack of a 'workable' institutional framework has been found to be the main factor in the less than desirable end result of the policy objectives.

Institutional framework is regarded by many as a very critical instrument in ensuring the success of policy planning and implementation (Barat, 1990; Brinkerhoff, 1996; Pugh, 1996). Brinkerhoff (1996: 1497) states that policy implementation brings together multiple agencies and groups that intend to work in concert to achieve a set of objectives. Making these multi-actor arrangements work effectively is a vital management challenge requiring creative and flexible solutions. Linkages created among implementation actors are often multiple and create interdependency among them. These interdependencies bring about the need for coordinated action. According to Pugh (1996), institutional frameworks can have widely divergent influences, which mean that they can either create incentives or disincentives to organizations. It is further stated that institutional frameworks can give organizations their characteristics and influence their ability to carry out their organizational functions.

Policy implementation research has identified various reasons for lack of interorganizational coordination in the context of public policies in developing countries. Constraints to coordination include the perceived threat to the autonomy of the organization, lack of consensus regarding the tasks at hand, and competing demands on the organization stemming from its involvement in a variety of horizontal and vertical networks (Brinkerhoff, 1996). In threat to autonomy, Brinkerhoff states that a fundamental approach in most organizations is to try to maintain as much independent control. In the case where coordination requirements impinge upon agency independence, an agency will be reluctant to coordinate (assuming it has a choice) unless there are clear and significant benefits to be gained. Threats to autonomy are said to be increased when stakeholder interests are diverse, cooperating agency operational procedures are different, and linkages among agencies are multiple and interlocking.

Task consensus refers to the agreement on the client groups to be targeted, the actions to be undertaken, the services to be provided, the methodologies to be employed, and so on (Brinkerhoff, 1996). Since many of the urban transport policy and governance are only partially understood, lack of agreement on what to do, for whom, and how is very likely to be encountered. Furthermore, in this area of urban transport policy and governance, diversity among stakeholder perceptions and interests, multiplicity of linkages, and scarcity of resources may likely aggravate coordination problem. Among lateral partners, working at the same level, resolving differing views and disagreements calls for open discussions and negotiations. However, these participatory processes take time and effort. Often, hierarchy is used to deal with lack of task consensus; the problem is handled at a higher level and subordinate entities are issued instructions on their tasks.

Majority of members in implementation networks belong to more than a single system, and frequently coordination places the unit whose actions are to be coordinated in a situation where it is subject to conflicting demands (Brinkerhoff, 1996). The most common conflict is the need for lateral and vertical coordination action. Some of the difficulties here arise from legal barriers imposed by legislation and administrative statutes that place limits on an agency's

margin for maneuver. Sometimes there can be restrictions on the use of funds that can hinder coordination. The potential for this conflict is high where resources are scarce, because agencies have little slack available and the costs of coordination are rarely factored into operating budgets. Complex and diverse linkages also heighten the probability of conflict, because there are basically so many connecting threads that some degree of working at cross purposes becomes inevitable.

Theories of public policy networks (Hanf and Scharpf, 1978, Scharpf, 1993) postulate that public policies need coordinated policy actions through networks of separate but interdependent organizations (Hanf, 1978). Policy is formulated by negotiations and agreements between the organizational actors involved, which are bound together by varying degrees of dependence and interdependence. Classical public policy theories on the other hand assumed that policy coordination would take place in hierarchically-structured settings in which a superior actor (in Malaysia's scenario, it could be a ministry at the federal, cabinet office, or the cabinet itself) would have sufficient authority to direct the behavior of other actors and enforce compliance. In this concept, coordination and cooperation in policy networks do not take place automatically, they have to be induced and the "infrastructure of communication" has to be purposely established (O'Toole cited in Rohdewohld, 2006).

Availability of information is a key factor for achieving cooperation and coordination as in policy network because availability of information reduces uncertainty for the policy actors involved (Rohdewohld, 2006). The institutions involved, especially the lead agency, require institutional capacity to utilise the available information. Since organizations usually feel threatened by the idea of cooperation and coordination, the building of trust can significantly increase the effectiveness of policy networks and improve joint policy implementation. Determining precise guidelines for the interaction between the policy actors, establishing predictable and repeated patterns of interaction, ensuring transparent documentation and reporting of agreements, and applying predetermined rules and procedures to deal with disagreements and conflicts are important elements of building trust and of creating a more stable setting for policy formulation and implementation.

METHODOLOGY

This study was based on semi-structured interviews with respondents from various sectors, who are directly or indirectly involved in urban transport policy formulation and implementation. Generally, a full range of individual experiences is potentially accessible through interview as it acts as a virtual window on the individual's experience (Weiss cited in Gubrium and Holstein, 2002). The fieldwork for the research was divided into two parts. The first part was a preliminary data collection exercise. Eight people were interviewed during the preliminary data collection. For the preliminary study, some of the interviewees were selected by searching the websites of several agencies that deal with transport related matters. They were then contacted via electronic mail to request for their participation. This was later followed by a telephone call. In addition, a snowball technique was utilised to get certain individuals to participate in the study. This was done by asking the first batch of interviewees to suggest

relevant individuals who could provide further useful information for the interview process. These individuals were then contacted by telephone to seek their agreement to be interviewed.

For the second phase of fieldwork, 45 respondents were interviewed. Some of the respondents were those interviewed during the first phase of fieldwork. Similar to the first phase of fieldwork, the other respondents were selected either by searching the websites of agencies that deal with transport related matters or employing the snowball technique. For the second phase of the data collection exercise, four sets of interview questionnaires were prepared for different groups of stakeholders. These four groups consisted of government officials, experts in transportation-related issues (academics and NGO representatives), representatives from the motor industry and representatives from public transport operator. One federal minister was interviewed, however, due to his busy schedule the interview was brief and questions asked were very limited. Nevertheless, the interview helped to give the overall perspective of the politician on transportation issues. When interview appointments were made, the nature of the research was briefly explained. At the start of the interview the interviewee was assured of confidentiality and was asked for their consent for the interview to be recorded.

An interview guide was used to ensure that all issues intended for the research were covered in each of the interviews. The interview guide contained outlines of the topics and subtopics to be covered during the interviews. The questions included in the interview guide were open-ended to allow respondents to provide opinions and perception in their own words. The interviews lasted for at least one hour, with some lasting for up to three hours. Thirty interviews were tape-recorded while handwritten notes recorded another fifteen interviews. The digitally recorded interviews were transcribed and later all of the interviews were coded. The researcher adopted the coding procedure as advocated by Cope (2003). The first set of codes was constructed after reading the transcripts while marking important sections, phrases, or individual words and assigning them with a code, while keeping in mind the research questions that have been established at the outset of the study. This then was the first list of codes that the researcher thought important, along with some notes about them.

Codes emerged from the collection of data through an iterative process called 'analytic induction' and this process of categorisation helps to organise the material so that interesting relationships can be observed and reflected back to the research questions and research objectives (Crang, 2005). When all coding had been completed, the list of categories generated was studied so that they could be collapsed into a much smaller number of themes. Examination and re-examination of the coded data was undertaken in order to identify emergent themes.

RESULTS

The first obvious element that emerged from the interview data was the prime importance of organizational structures in influencing inter-organisational relationships in urban transport policy implementation in the Klang Valley. The organizational structures, both within a similar level of government, and between different levels of government were complex. This complexity arose not simply from the combined vagaries of the horizontal and vertical organizational structures, but also because of the lack of clear leadership that could steer urban transport policy implementation. It was the overlapping boundaries between different agencies

at the federal level as well as between the federal level and the state level that created this problem.

In addition, this situation undoubtedly caused a degree of friction between different levels of government. It is apparent from the interviews that the relationship between federal, state and local levels is not very cordial. It appeared that most policies in Malaysia including transport are developed on the preferred premise of 'top-down' approach. In this case, the central agency formulates the policy while the local levels are given the responsibility, or directed to implement it. Separation from local politics and administration gives policy-makers in the federal government a license to formulate ideal objectives. In addition, it may also give them a licence to formulate innovative ones, for the political and administrative burdens of the innovations they conceive will be borne locally. They are freer than local officials, to stand publicly for progress and to answer to the public. However, in the majority of cases, after formulating 'ideal objectives', federal authors have to depend on local actors for implementation; and local resistance made implementation a difficult undertaking. In the Klang Valley the directives are not clearly presented and came from several levels of government and agencies. All the interviewees representing local government in the Klang Valley echoed their frustration at not being able to implement effectively urban transport policy due to the lack of clear directive from the upper level government: be they the state and the federal government. This conundrum could be solved if the processes are done according to what have been suggested by Rohdewohld (2006) whereby precise guidelines are determined for the interaction between the policy actors.

There was a distinct difference in the way in which interviewees from each level of government talked about the process of implementation. Personnel from the federal level government seemed to think that policy implementation is best done through the 'top-down' approach or in other words 'hierarchical' from the top to the bottom. They talked about their role in policy formulation and the need for the lower levels of government to collaborate in implementing the policy. In this context they appear to consider policy implementation as a control problem whereby lower levels government need to comply with the directive given by top-level government. On the other hand, interviewees from lower level governments felt that upper level government was keen on imposing its directives on them rather than engaging a proper consultation. This scenario at times resulted in silent confrontation between the upper and bottom levels of government.

The research interviews provided a huge amount of information concerning the structural constraints within which urban transport policy process operated in the Klang Valley. These problems are evidently related to the sheer number of organisations with various transport related functions. According to Meakin (2002: 8), "*the more departments that exist, the more institutional boundaries there will be and the more complex and formal must be the coordination arrangements.*" Several reports relating to Klang Valley seem to suggest that there tends to be a lack of coordination between different levels of government and their jurisdictions (JICA, 1999; Wahab, 1994; Zakaria, 2003) as a result of this phenomenon.

Traffic flows in the Klang Valley cross several local governments jurisdictional boundaries. However, there is no proper government institution that effectively coordinates the overall regional development of the Klang Valley. Thus, the first level of disadvantage facing

urban transport policy implementation in the Klang Valley was the lack of a metropolitan authority to govern the area. Regional development in the area is under the jurisdiction of various entities, which include the Kuala Lumpur City Hall, the Ministry of Federal Territories, the State of Selangor, and eight local authorities, which are under the State of Selangor. This list of authorities, however, does not include other agencies related to urban transport, which also have their power over urban transport policy development and implementation in the Klang Valley. In this case inter-agency collaboration was not simply a case of bilateral coordination, but also of understanding relationships clouded by complex overlapping areas of geographical responsibility.

Obviously from the abovedescription, there are significant institutional problems associated with administrative organization in the Klang Valley urban transport system. Transportation involves many vertical layers as well as horizontal organizations of government since it affects several jurisdictions and is inter sectoral in nature. These vertical layers create a problem whereby no authority has ultimate control when it comes to regional jurisdiction. As a result, general decision-making at the regional level may be delayed leading to inefficient processes.

Discrepancy in approaches and perspective adopted by different levels of government also contributed to the difficulties in implementation. According to JICA (1999), the federal government organizations adopt a national point of view while the local authorities adopt a local one for the area under their jurisdiction. In this instance, the federal level infrastructure planning institutions have been planning from a national perspective instead of a regional one (Zakaria, 2003). Meanwhile, the local governments have been trying to implement their own projects without much help and direction from the federal or the state governments. There is a tendency by the institutions to overlook the needs for regional development of the area in lieu of national development.

There were many occasions during the interviews, where the interviewees despite their position in the transport policy community, lacked knowledge of the organisation responsible for urban transport in the Klang Valley and were very often unsure of the roles fulfilled by particular agencies. This fact was undoubtedly significant in enabling effective communication and cooperation between agencies. This state of affairs indicates that there is in fact no clear line of responsibility and a lack of role clarity in urban transport policy implementation. As a consequence of the lack of such structural and role clarity, organisational relationships between agencies become considerably harder to develop. Subsequently, lack of role clarity has to some extent contributed to the problem of unclear lines of responsibility for various agencies. This state of affairs can bring about difficulties in institutional coordination, which in turn can paralyse policy development (Meakin, 2002). There is evidence from the interviews that unclear lines of responsibility have hampered decision-making and also resulted in an unspoken battle for power between agencies.

In the case of the Klang Valley, there appears to be inefficient allocation of responsibilities in urban transport management. Experience shows that overlapping authority between national, provincial and city governments in cities such as Buenos Aires and Bangkok have caused conflicts between different levels of government (Meakin, 2002). Similarly in the

Klang Valley, overlapping authority has contributed to the duplication of management services. For example, several agencies have undertaken studies related to urban transport in the Klang Valley: be they at the Federal, State or Local level. These studies are often undertaken in isolation and only serve the objectives of the authorities commissioning them, thus at times bringing them in conflict with each other. As a result, most of the time the proposals presented in the studies will not be implemented due to confusion in role clarity and line of responsibility.

Similar to most other organisations, particularly those in developing countries as stated by Brinkerhoff (1996), the implementation of urban transport policy in the Klang Valley faces the problem of resource constraints, which reduces the capacity of certain agencies to implement. For instance there is a problem of weak enforcement by responsible institutions. Weak enforcement is mainly due to the shortage of manpower and unclear lines of responsibility as well as lack of legal power to enforce. Table 1 shows the fragmentation of regulatory power and its distribution amongst several agencies related to the urban transport system in the Klang Valley.

Table 1: Fragmentation of Regulatory Power between Authorities

Empowering Legislation	Responsible Agencies/Persons	Powers Conferred
Road Transport Act 1987 (Act 333)	Road Transport Department Mayor of a local and City Council Traffic wardens Police	-Classification, registration and licensing of motor vehicles and drivers. -Traffic regulation -Appointment of traffic wardens -Traffic regulation -Traffic regulation
CVLB Act 1987 (Act 334)	CVLB	-Licensing and regulation of commercial vehicles and all other related matters.
Railway Act 1991 (Act 463)	Department of Railway	-Stock licensing -Safety regulation -Control fares and tariff
Railways (Successor Company) Act 1991	Railway Asset Corporation	-Administer and manage lands, properties and rights for railway services and develop infrastructure facilities for railway services
Town and Country Planning Act 1976 (Act 172)	National Physical Planning Council (NPPC) Director General of Town and Country Planning State Planning Committee Local Authorities	-Spatial/land use planning -Secretary of the NPPC -Regulate, control, plan and coordinate all development activities in the State -Regulate, control, and plan the development of all lands and buildings within its area.
Environmental Quality Act, 1974 (Amendment. 1985)	Department of Environment	-prevention, abatement and control of pollution
Federal Territory (Planning) Act (267), 1982	Kuala Lumpur City Hall	-Spatial/land use planning
Local Government Act 1976 (ACT 171)	Local Authorities	-General power to make by-laws including those related to transport, which include: <ul style="list-style-type: none"> ▪ to provide for the establishment , maintenance, regulation and control of public transport services and to prescribe fares to be charged ▪ to regulate, supervise, and licence trishaws and carts ▪ to provide for the licensing of bicycles and tricycles ▪ parking provision ▪ pedestrian facilities

DISCUSSION OF FINDINGS

Similar to Bangkok, institutional fragmentation is commonly identified as a root cause of transport problems in Kuala Lumpur (Townsend, 2001). There are a number of federal and local bodies, involved in transport related issues; however, there is no single agency to see through transport planning, regulation and implementation in Kuala Lumpur (Saleh, 2005). The lack of an institution with oversight and visions for the future of multi-modal transport development integrated with urban land use has encouraged individual public and private stakeholders to initiate uncoordinated transit projects. Furthermore, the local governments are lacking in strong political power. All this has led to a situation where the federal government and politicians, emerged as the more influential forum for transportation planning initiatives in the Klang Valley. As mentioned before, a large number of public and private bodies are involved in transport provision and this means it is often difficult for the implementing agency to achieve coordinated action.

The lack of legal empowerment has also been noted as affecting the implementation of transport measures and schemes. This fact is in tandem with Brinkerhoff's (1996) views that some of the difficulties, which resulted in conflict between agencies, arise from legal barriers imposed by legislation and administrative statutes. In Malaysia, the lack of legal power on the part of the local authorities in determining transport development in their jurisdiction has been said to cause inefficient transport provision. Most local transport decisions are made at the federal level, which is far removed from the local scene. Hence, more often than not, the policies formulated do not cater for the needs of the local stakeholders. One of the main factors in the lack of legal empowerment is related to resource constraints. As suggested by Brinkerhoff (1996) resource constraints can hinder coordination. Financial and human are two of the main resources that can affect policy implementation. The Malaysian Constitution provided a pattern of centre-state financial relations, which are dominated by the central government because it controls most of the riches and productive revenue sources as well as most areas of expenditure. A strong central government also implies weak local authorities. The federal structure ensures that the majority of powers remain in the hands of the central government. In this context, it is not a surprise to find from the interview analysis that the local authorities that were supposed to be the agents for implementation were facing difficulties in carrying out their responsibilities. The lack of financial resource is heavily tied to the lack of human resources. Subsequently, the lack of financial means has affected the capability of the state and the local authorities in providing highly skilled human resources.

There is also a link between the lack of coordination and communication and the lack of human resources. For instance, the lack of coordination between the eight local authorities in the Klang Valley is said to stem from a lack of proper planning and implementation guidelines as well as skilled human resources. The lack of proper guidelines and human resources, in turn, resulted in less commitment on the part of the local authorities. Therefore, in this context, uncertainty due to the lack of a proper channel of coordination and communication has resulted in ineffective implementation of policies. In this case, Hong Kong and Singapore attest to the benefits of clear policy objectives pursued in a favourable and stable economic and political environment. Consistent policies for urban transport management are being applied by

governments who have political authority, within an environment of economic growth and social discipline. In the Klang Valley scenario, transport policy implementation could benefit from the presence of a strong political authority. The strong political authority could be used to streamline policy objectives and provide guidelines to the lower level government.

Theories of public policy networks as stated by Hanf and Sharpf (1978) have proposed that public policies need coordinated policy through networks of separate and interdependent action. However, in order for these arrangements to work, there is a need to streamline and provide clear and consistent objectives as one of the conditions for effective implementation. As thing stands now, there are unclear policy objectives in urban transport policy, which apparently contribute to ineffective implementation of the urban transport policy.

In the case of the Klang Valley, the multi-jurisdictional nature of urban transport has caused the divorce of policy from implementation. When policy formulation is divorced from its implementation, the objectives that have been set earlier will more often than not fail to be carried down to the implementing agencies. If however, it is carried down to the implementing agencies, it will probably be difficult to interpret due to differences such as cultural values between agencies or level of government. As mentioned before, federal level agencies adopt a national point of view while the local authorities adopt a local one representing the area under their jurisdiction.

Central government's distance from the scene and detachment from the conduct of local affairs were handicaps to urban transport policy implementation. This is the case because the central government is responsible for policy formulation for the local level. This trend is in contrast with Hall and Pfeifer's (2001: 163) opinion that successful urban strategies

“...will be possible only if national and local government work in close cooperation, if central government defines more clearly the most efficient distribution of functions between the different levels of government (state, provinces, regions, cities, counties, suburbs), and if political activities follow a common framework.”

In this context, Rohdewohld (2006) echoes similar opinion for the need of cooperation, proper guidelines and information sharing in order to build trust and reduce uncertainty in order to create a more stable setting for policy formulation and implementation.

It is apparent that the division of authority among governments in the federal system led to unclear lines of authority from central down to local government. In this context, there seems to be an absence of a 'lead agency' to streamline policy implementation. It can be seen that the state government and local authorities have no formal authority or role in urban transport policy. Although the local authority is said to be an agent for implementation, the lack of financial and human resources made available to achieve this has hampered their vital participation in ensuring effective implementation. Local authorities in the Klang Valley have shown enthusiasm in participating in the improvement of the urban transport system but lack of resources has made them helpless participants.

The absence of a clear understanding of each actor's role in the transport related coordination might have contributed to people working at cross purposes, in many cases seeking to advance their individual agency interests at the expense of progress in transportation. The problem of uncertainty will manifest itself when one agency interpreted coordination as a move towards subordination. In this context, agencies at times interpret coordination as hierarchical control or giving up their control of certain things.

Another main issue relating to weakness in urban transport policy implementation is the lack of a ministry or departments accepting responsibility for transport policy issues. There are at least nine ministries responsible for urban transportation in Malaysia. In the case of the Klang Valley, there are several other organisations involved in addition to the nine ministries, which include the State of Selangor and eight local authorities. In addition, there are also regional authorities that look into transportation matters in the Klang Valley. This arrangement does not seem to contribute to effective urban transport policy implementation.

One of the problems of not having any agencies fully responsible for urban transport issues are that the agencies being put under the wrong ministries. This generally hinders enforcement and long-term strategic planning. This phenomenon might be due to power struggles between different agencies. As it is now, no agencies seem to want to take full responsibility for handling urban transport issues. If there is an effort by certain agencies to streamline the structure of urban transport policy implementation, it seems that certain agencies are reluctant to give their full cooperation. Table 2 summarises the institutional barriers in the implementation of urban transport policy in the Klang Valley.

Table 2: Summary Table of Institutional Barriers

Institutional Barriers	Influences
Multiplicity of agencies	<ul style="list-style-type: none"> ▪ Difficulties in coordination ▪ Difficulties in communication due to different mentality/agenda/culture ▪ Power struggles, which act as obstacles to effective cooperation
Lack of coordination and communication	<ul style="list-style-type: none"> ▪ Lack of inter sectoral policy on alleviating transport problems
Lack of power in certain organisations particularly local government	<ul style="list-style-type: none"> ▪ Difficulties in implementation due to lack of autonomy
Lack of resources	<ul style="list-style-type: none"> ▪ Difficulties in implementation due to lack of funding or expertise ▪ Lack of monitoring and evaluation mechanisms
Lack of framework/clear structure	<ul style="list-style-type: none"> ▪ Difficulties in implementation due to lack of proper guidelines

	<ul style="list-style-type: none"> ▪ Prohibits effective implementation due to unclear lines of responsibilities and accountability
Divorce of decision-making from implementation	<ul style="list-style-type: none"> ▪ Ineffective implementation due to lack of clear objectives and consistent policy

CONCLUSION

The current condition of the institutional framework in the Klang Valley indicates failures in transport planning coordination in a region-wide context. Therefore, establishment of a new agency or organization with a strong power for authorisation of region-wide plans that cover multiple local governments, supported by sufficient technical staff and funds, is strongly recommended as a strategy to make consistent a metropolitan-wide transportation system development plan and to manage transportation demand in the region.

One key to improving the coordination and integration of plans and efforts in the Klang Valley lies mainly in strengthening institutional arrangements for planning and implementation. The inevitable and foremost imperative institutional issue in the transportation sector is insignificant coordination and communications among central ministries, state government and local government agencies. Not only vertical discrepancy but also a lack of consensus on regional planning across each local government's jurisdiction makes it more difficult to formulate an integrated transportation system development plan in the region.

Transport governance and implementation responsibilities among the three tiers of government in the Klang Valley are still not clearly defined. The involvement of several tiers of government with different regional perspectives, the role played by national agencies, the diverse range and scope of transport development programs, and the limitations of the existing programming and budgeting procedures all hamper the planning and implementation of concerted development efforts. There is a clear need for improved channels of communication, for more clearly stated development policies, principles, and criteria, and for an overall, coordinating perspective on the region's transport planning and implementation.

In summary, the multiplicity of hierarchies involved in the urban transport governance in the Klang Valley, makes the shaping of consistent action on everyone's part extremely difficult because of the threats to coordination, namely, threats to autonomy, lack of task consensus, and conflict between vertical and horizontal linkages. In highly complex and interdependent situations, management based on hierarchical monitoring and control often sets a decrease in compliance and declining performance. Coordination that relies heavily on formal mechanisms enforced by a central unit is rarely successful (Chisholm, 1989; Landau, 1991, Brinkerhoff, 1996). Therefore, solutions that grow from a dynamic exchange of information, experience, and resources should be the alternative. Besides some measure of supervisory control, the central management task should expand to include assuring the monitoring of the network itself, intervening to keep information flowing and joint actions on track according to the agreed-upon

rules of the game, with timely feedback and self-assessment (Brinkerhoff, 1996; Rohdewohld, 2006).

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