

Implementation of The Policy For The Development of Pedestrian Lanes on Bhayangkara Road, Sukabumi City

Hairunnisa Kalimanti^{1*}, M. Rijal Amirulloh², and Dine Meigawati³

^{1,2,3}Department of Public Administration, University of Muhammadiyah Sukabumi, Indonesia

*Corresponding author: Chacha03kalimanti@gmail.com

ABSTRACT

This study analyzes Implementation of The Policy for The Development of pedestrian Lanes on Bhayangkara Road, Sukabumi City. Pedestrian infrastructure is essential to ensuring inclusive and safe urban mobility. Despite The physical construction of sidewalks based on national standards, practical issues persist, such as sidewalk encroachment by street vendors and illegal parking. This research uses a qualitative descriptive approach to explore the dynamics of Policy implementation in the field. Data were collected through in-depth interviews, direct observation, and documentation, with informants drawn purposively from government institutions and the Public. The analysis is guided by the Policy implementation model of Van Meter and Van Horn (1975), which includes six interrelated variables: policy standards and objectives, available resources, characteristics of implementing agencies, disposition of implementers, inter-organizational communication, and the socio-economic-political environment. Findings show that while technical standards have been met, The lack of coordination between agencies, insufficient monitoring resources, and low public awareness have hampered implementation outcomes. Social resistance from informal vendors also affects enforcement efforts. Nonetheless, The commitment of implementing actors and a strong regulatory foundation serve as key enabling factors. The study concludes by recommending improvements in interagency collaboration, Public education, and alternative arrangements for informal sector actors to enhance Policy effectiveness.

Keywords Policy Implementation, Pedestrian, Urban Infrastructure, Sukabumi City, Public Space.

1. INTRODUCTION

Urban pedestrian infrastructure is a fundamental component of inclusive, safe, and sustainable cities. Sidewalks serve not only as physical pathways for pedestrians but also as public spaces that reflect the level of urban livability, orderliness, and accessibility. They are especially crucial for vulnerable groups such as the elderly, children, and persons with disabilities. In addition, sidewalks contribute to environmental quality by promoting non-motorized mobility and reducing dependence on motor vehicles.

Globally, pedestrian planning has become a central theme in urban policy discussions, particularly in cities that aim to achieve Sustainable Development Goals (SDGs), especially Goal 11: Sustainable Cities and Communities. In Indonesia, the need for better pedestrian infrastructure is addressed through various national policies and regulations. One of the most significant is the Ministerial Regulation of Public Works and Housing No. 20 of 2018, which provides technical guidelines for the design and implementation of pedestrian-friendly roads in urban areas. This regulation emphasizes accessibility, safety, environmental integration, and inclusivity for all users.

In line with national policy, the Government of Sukabumi City initiated a development program to improve pedestrian infrastructure, particularly along Bhayangkara Road. This

road is a vital artery in the city's layout, as it connects key public facilities including government buildings, educational institutions, markets, and residential areas. The project, managed by the Department of Public Works and Spatial Planning (DPUTR), aimed to enhance safety, orderliness, and pedestrian comfort by building standardized sidewalks complete with ramps, guiding blocks, and other accessibility features.

However, despite physical improvements, problems in the field persist. Observations and preliminary assessments show that sidewalks are frequently misused—occupied by informal street vendors, motorbike parking, or street furniture not aligned with pedestrian functions. These issues highlight a significant discrepancy between the intended policy outcomes and actual on-ground implementation. The presence of such gaps suggests that policy failure is not due to the policy design itself, but rather its execution.

Further complicating the situation are the socio-economic dynamics of the city. Many residents, particularly those from lower-income groups, rely on informal economic activities such as street vending to sustain their livelihoods. As a result, efforts to remove vendors from pedestrian spaces often face resistance, making enforcement efforts both socially and politically sensitive. Inadequate coordination between implementing agencies, limited human resources, and the absence of sustainable relocation strategies for informal workers further exacerbate the problem.

Given this context, it is crucial to analyze the policy implementation process in depth, especially focusing on the interaction between formal regulations and informal practices. Understanding how actors at various levels interpret and implement policy is key to identifying what facilitates or hinders success. This study, therefore, aims to investigate the implementation of the pedestrian infrastructure policy on Bhayangkara Road, Sukabumi City. Specifically, it seeks to identify the key actors involved, the challenges they encounter, and the supporting factors that contribute to or obstruct effective implementation.

To guide this investigation, the study employs the theoretical framework developed by Van Meter and Van Horn (1975). This model identifies six variables that determine the success of policy implementation: (1) policy standards and objectives, (2) resources, (3) characteristics of implementing agencies, (4) disposition of implementers, (5) communication between organizations, and (6) the political, economic, and social environment. This framework enables a systematic analysis of both the technical and social dimensions of policy execution.

By applying this model, the research goes beyond evaluating physical infrastructure. It explores the relationships between policy formulation, field-level execution, inter-agency coordination, and community responses. This study contributes to the body of literature on public policy and urban governance by offering empirical insights from a mid-sized Indonesian city. It also provides practical recommendations for urban planners and policymakers on how to manage policy implementation more effectively in socially complex environments.

2. METHODS

This study utilized a qualitative descriptive method to examine the implementation of pedestrian infrastructure policy on Bhayangkara Road, Sukabumi City. The qualitative approach was selected because it allows the researcher to explore the complex realities, contextual challenges, and human interactions involved in public policy implementation—elements that are often difficult to capture through quantitative techniques. The descriptive nature of the study enabled a detailed and comprehensive depiction of actual conditions in the field, including the behaviors of stakeholders and their perceptions regarding the policy.

To guide the analysis, this study adopted the policy implementation framework proposed by Van Meter and Van Horn (1975), which outlines six interrelated variables that affect policy performance. These variables include policy standards and objectives, available resources, the characteristics of implementing organizations, the disposition or attitude of implementers, inter-organizational communication, and the broader political, economic, and social environment. These six variables served as analytical tools during both data collection and interpretation.

The data for this study were collected through in-depth interviews, direct field observations, and document analysis. A total of six informants were selected using purposive sampling, based on their relevance and direct involvement with the implementation of the pedestrian policy. The informants included one official from the Department of Public Works and Spatial Planning (DPUTR), one enforcement officer from the Civil Service Police Unit (Satpol PP), two street vendors who utilize the sidewalks for informal economic activities, and two pedestrians who regularly use the sidewalks along Bhayangkara Road. In addition to interviews, the researcher conducted direct observations to examine the physical condition of the sidewalks, their accessibility, and the presence of non-pedestrian activities such as informal vending and illegal parking. The documentation process involved reviewing local regulations, official policy documents, photographs, and secondary data related to sidewalk planning and management in Sukabumi City.

The analysis of data followed the interactive model proposed by Miles and Huberman (1994), which includes three main components: data reduction, data display, and conclusion drawing. In the data reduction phase, the researcher selected and organized relevant data from interview transcripts, observation notes, and documents. These data were then presented in an organized format to reveal patterns and key issues. Finally, conclusions were drawn by interpreting the data through the lens of the theoretical framework and comparing multiple perspectives from various actors in the field.

To ensure the validity and credibility of the research findings, triangulation techniques were employed. The study used both method triangulation—by comparing data collected from interviews, observations, and documents—and source triangulation—by incorporating insights from different types of informants, including government officials, informal sector actors, and community members. This strategy ensured that the findings were cross-verified and reliable, reducing potential biases and enhancing the robustness of the conclusions.

Overall, this methodological approach enabled the researcher to understand not only the technical aspects of pedestrian infrastructure implementation but also the social, institutional, and behavioral dynamics that influence the outcomes of public policy in urban settings.

3. RESULTS AND DISCUSSIONS

This study analyzes the implementation of the pedestrian infrastructure development policy on Jalan Bhayangkara, Sukabumi City. The policy is executed by the Public Works and Spatial Planning Agency (DPUTR) of Sukabumi City and refers to Ministerial Regulation (Permen PUPR) No. 20 of 2018 on Urban Road Management, which mandates the provision of pedestrian facilities that are safe, accessible, and inclusive.

To evaluate the policy implementation, this study uses the theoretical framework developed by Van Meter and Van Horn, which consists of six variables that influence the effectiveness of policy implementation: Standards and Policy Objectives, Resources, Characteristics of Implementing Agencies, Disposition of Implementers, Communication Among Implementers, External Social, Economic, and Political Conditions.

The data for this analysis were collected through field observations, in-depth interviews with relevant informants, and documentation. The findings show that although the policy is well-formulated and aligned with technical standards, the actual implementation in the field still faces various challenges related to human behavior, institutional coordination, and environmental dynamics. The discussion below will explore each dimension in detail.

1. Standards and Policy Objectives

The primary goal of the pedestrian path development policy is to provide safe, comfortable, and inclusive infrastructure for all road users, particularly pedestrians. The policy emphasizes compliance with technical standards, such as the installation of guiding blocks for persons with visual impairments, bollards to prevent vehicles from encroaching, and ramps for wheelchair access.

Based on observations along Jalan Bhayangkara, sidewalks in certain segments already reflect these technical elements. However, challenges arise in consistency of application, maintenance, and the actual functional use of these pedestrian facilities.

Figure 1. Sidewalk on Bhayangkara Road with Guiding Block and Bollard



Source: Researcher's Documentation, 2025

In Figure 1, the presence of guiding blocks and bollards demonstrates that the implementing agency has made an effort to align physical construction with national standards. These features are essential in ensuring accessibility for people with disabilities and in limiting the entry of vehicles onto pedestrian paths. However, the standard application is not uniform across all sidewalk segments. In some areas, guiding blocks end abruptly or are misaligned, reducing their effectiveness.

According to several informants, the construction planning was guided by the existing regulatory framework, but adaptation in the field was often influenced by spatial limitations, budget constraints, and project timelines. These factors, while common in infrastructure projects, can lead to inconsistencies between policy ideals and technical execution.

The objective of providing an inclusive pedestrian route has not fully materialized in practice due to the dual usage of sidewalks. Instead of serving pedestrians exclusively, sidewalks are also used for other functions such as trading areas for street vendors and informal parking. This condition shows that while the objectives are clear and appropriate, more effort is needed to maintain the integrity of pedestrian space in real-world conditions.

This indicates that although national standards are outlined in the Ministry of Public Works and Housing Regulation No. 20 of 2018, their implementation in Sukabumi City still reveals a gap between the policy benchmarks and actual field conditions. Sidewalks have not yet fully accommodated the functional needs of pedestrians.

2. Resources

Resources, both human and material, are vital in supporting the implementation of a policy. In the context of pedestrian infrastructure, this includes not only the budget for physical construction, but also the personnel needed for supervision, maintenance, and public engagement.

Based on field interviews, it was found that resource constraints significantly affect the day-to-day implementation of the pedestrian policy. Some informants stated that although there is awareness of the importance of sidewalks, there is no specific team or unit assigned to monitor pedestrian areas regularly. Most of the supervisory actions are reactive—responding to public complaints—rather than proactive and structured.

“We have limitations in terms of field personnel. So, supervision is carried out when there are reports or incidents, not continuously,” said one informant.

This indicates a gap between policy ambition and organizational capacity. Without adequate human resources, even well-designed infrastructure cannot be maintained optimally. The issue of resources also includes technical tools, such as signage, monitoring equipment, and community information systems, which are essential to support education and awareness about sidewalk usage.

In addition to personnel, budget allocation also influences the success of implementation. Some sidewalk sections lack essential elements such as proper lighting, signage, and tactile pathways due to budget prioritization for other urban programs.

Figure 2. Street vendor selling on the sidewalk of Jalan Bhayangkara



Source: Researcher's Documentation, 2025

As shown in Figure 2, the use of sidewalks by street vendors reflects a broader issue beyond enforcement—it is also about urban socio-economic structure. The absence of designated trading areas for informal sellers forces them to utilize pedestrian facilities. Informants from the field stated that relocation efforts have been considered, but resource constraints and land availability make it difficult to offer viable alternatives.

The limited availability of human, financial, and technical resources reflects the local condition of Sukabumi's government, which operates within a constrained fiscal space and has not yet prioritized pedestrian infrastructure. This reveals a mismatch between policy implementation needs and the actual institutional capacity.

3. Characteristics of Implementing Agencies

This dimension emphasizes the internal structure, authority, and operational readiness of the organizations responsible for implementing policy. In the context of pedestrian infrastructure on Jalan Bhayangkara, the main agencies involved include the department in charge of infrastructure development and the unit responsible for public order enforcement.

Field interviews revealed that although each agency understands its respective responsibilities, the implementation is hampered by structural fragmentation. There is no integrated task force or dedicated coordination mechanism to monitor sidewalk conditions consistently. Informants noted that the absence of a clear division of roles often leads to overlaps or even gaps in action on the ground.

"We respond to complaints when they come in, but there is no coordinated schedule or task-sharing for sidewalk supervision," explained one informant.

This lack of structured collaboration contributes to the prolonged misuse of sidewalks by unauthorized actors such as vendors and parked vehicles. For example, the agency

responsible for development completes the infrastructure but does not follow up with routine evaluation, while the enforcement unit does not proactively patrol due to unclear mandates.

Figure 3. Illegal parking on the sidewalk of Jalan Bhayangkara



Source: Researcher's Documentation, 2025

Figure 3 illustrates the impact of weak organizational characteristics. Despite regulations prohibiting the use of sidewalks for parking, vehicles routinely occupy pedestrian space. Informants mentioned that enforcement is sporadic, often influenced by public complaints rather than a systematic approach.

Moreover, there is no dedicated inter-agency evaluation forum or regular reporting system. Maintenance activities are generally initiated after damage occurs, and the absence of a sidewalk-specific organizational structure leads to discontinuity in planning, monitoring, and follow-up.

Based on interviews with several informants from implementing institutions, the absence of a clear Standard Operating Procedure (SOP) between DPUTR and the Civil Service Police Unit (Satpol PP) has become a major obstacle. This lack of coordination creates overlapping responsibilities and fragmented implementation. This issue is also closely related to inter-agency communication, which will be discussed in the following dimension.

4. Disposition of Implementers

The fourth dimension relates to the attitudes, values, and motivations of implementers toward the policy. This includes their understanding of the policy's goals, their willingness to act, and their sense of responsibility.

Interviews with field informants suggest that most implementers are aware of the policy objectives, especially regarding pedestrian safety and accessibility. However, their enthusiasm is often diminished by limited authority, unclear operational support, and lack of institutional backup.

"We understand sidewalks should be clear, but it's hard to take firm action without strong directives or coordination," said one informant.

There is also a degree of social hesitation, particularly when dealing with informal vendors or vehicle owners. Implementers often experience tension between enforcing regulations and avoiding social conflict, especially in areas with high pedestrian and commercial activity.

For instance, when vendors are removed without offering alternative trading spaces, it can lead to community dissatisfaction. Similarly, strict enforcement of illegal parking may cause backlash from local residents or visitors. This situation makes many officers hesitant to act decisively, preferring to wait for instructions or complaints before intervening.

This reflects a reactive enforcement culture, where implementation depends more on public pressure than on structured planning. Moreover, training or capacity-building for street-level officers is limited, which affects confidence and consistency in carrying out sidewalk-related policies.

The implementers in the field tend to take a passive stance due to the lack of structural support encouraging them to act proactively. Although individual awareness exists, it is not optimally translated into action without systemic reinforcement. This highlights the gap between normative policy expectations and the bureaucratic reality.

5. Inter-organizational Communication

Effective implementation requires structured and sustained communication between all involved agencies. However, this study found that inter-agency communication related to sidewalk policy is still limited, informal, and ad-hoc.

Informants from both implementing agencies stated that communication usually occurs only when specific incidents arise, not as part of a regular coordination process.

“We rarely have scheduled meetings to discuss pedestrian issues. Communication happens when something urgent comes up,” said an informant.

The lack of a formal communication platform means that problems such as illegal vending and parking are often addressed in isolation, with each agency responding according to its own resources and mandate. This fragmented response weakens overall implementation and allows sidewalk misuse to persist unchallenged.

Additionally, there is no shared data system between agencies. One unit may conduct field observations, while another makes enforcement decisions—yet without an integrated reporting system, important details may be lost or delayed. This can cause delays in action, redundant work, or even policy inconsistency.

Furthermore, communication with the public is also limited. There is no comprehensive outreach strategy or consistent signage that informs users—vendors, vehicle owners, or pedestrians—about their rights and responsibilities. This gap contributes to low compliance and frequent misunderstanding of sidewalk functions.

Inter-agency communication has not been systematically established, and is mostly reactive during incidents or complaints. The absence of a routine coordination forum or

integrated reporting mechanism has caused the implementation to be fragmented. According to Van Meter and Van Horn, effective communication is essential for cross-sector collaboration.

6. Social, Economic, and Political Environment

The broader environment in which a policy is implemented deeply influences its success. Social behavior, economic pressures, and local political dynamics all shape how well pedestrian policies can be enforced and accepted by the public.

On Jalan Bhayangkara, socio-economic factors present a major challenge. Many street vendors occupy sidewalks not out of defiance, but out of necessity—due to the lack of designated trading zones and the high cost of formal stalls. This economic pressure turns sidewalks into de facto business spaces, particularly in high-traffic pedestrian areas.

As one informant noted, “We understand it's not ideal, but many people depend on sidewalk spaces for their income.”

This statement highlights the complex trade-offs between urban order and livelihood. Moreover, some vendors have built long-term familiarity with these spaces, making relocation efforts both socially sensitive and logistically difficult.

In terms of public awareness, many pedestrians and local residents do not fully understand the function and rights associated with sidewalks. This leads to mixed usage, such as motorbike parking, impromptu stalls, or even as social gathering spaces.

From a political perspective, sidewalk policy enforcement is often influenced by local leadership priorities and political will. For example, strict enforcement may be postponed during sensitive times, such as election seasons or religious holidays, to avoid social backlash.

The local community around Jalan Bhayangkara still lacks full awareness of the sidewalk's legal function as protected public space. Limited legal knowledge and spatial awareness contribute to recurring misuse of pedestrian areas. Politically, there is little civil society pressure on the local parliament (DPRD) or government to treat pedestrian issues as a public priority.

4. CONCLUSION

Based on the research findings regarding the implementation of the Pedestrian Path Development Policy on Jalan Bhayangkara, Kota Sukabumi, it can be concluded that while the policy's objectives and technical guidelines have been clearly regulated—particularly through the Ministry of Public Works and Housing Regulation (Permen PUPR) No. 20 of 2018 on Urban Road Management—the policy implementation in the field has not yet been fully optimized.

In practice, the sidewalk development executed by the Public Works and Spatial Planning Office (DPUTR) of Kota Sukabumi has included several essential features such as

bollards, guiding blocks, and accessibility ramps, aligning with the required safety and accessibility standards. However, implementation gaps remain evident. Field findings reveal limited human and financial resources, weak supervision, and a lack of structured coordination between implementing agencies—especially between DPUTR and the Civil Service Police Unit (Satpol PP). These institutional and operational weaknesses have resulted in recurring issues on the ground, such as sidewalk misuse by street vendors and illegal motorcycle parking, which disrupt the intended function of pedestrian spaces.

Viewed through the lens of Van Meter and Van Horn's implementation model, the dimension of "policy standards and objectives" has been adequately addressed at the formulation level. However, other key dimensions—including "resources," "disposition of implementers," "inter-organizational communication," and the surrounding "social and political environment"—still pose major challenges. This shows that although the policy is well designed, its actual execution remains inconsistent and lacks systemic reinforcement.

Therefore, the implementation of the pedestrian path development policy on Jalan Bhayangkara is currently only partially successful. To ensure that sidewalks can serve as safe, inclusive, and pedestrian-oriented public spaces, stronger inter-agency coordination, increased resource allocation, and improved community engagement are required. A collaborative, human-centered approach—particularly in managing informal sector actors—will be crucial to achieving sustainable and impactful policy outcomes.

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