

DOI: <https://doi.org/10.63332/joph.v5i8.3254>

## Social Dynamics in the Implementation of Road Part Utilization Licensing: An Exploratory Study of the Impact on the Quality of Provincial Roads in Banten

Arlan Marzan<sup>1</sup>, Elisa Susanti<sup>2</sup>, Herijanto Bekti<sup>3</sup>, Ramadhan Pancasilawan<sup>4</sup>

### Abstract

*This study aims to understand how the implementation of road use permit policies in Banten Province affects the quality of provincial roads. Although regulations have been established through Banten Governor Regulation No. 82 of 2016, the practice of road use by third parties often does not comply with applicable provisions. This study employs a qualitative approach with data collection techniques including observation, in-depth interviews, and document analysis. The results of the study indicate that the low level of compliance with licensing procedures is due to complex administrative processes, weak supervision, and minimal coordination between implementing agencies. In addition, limited human resources and budgets weaken field supervision, while many businesses choose informal channels. A synthesis of field findings and Grindle's concept shows that policy implementation is not yet optimal because structural and institutional challenges remain dominant.*

**Keywords:** Policy Implementation, Road Licensing, Road Quality, Banten Province.

### Introduction

Land In Indonesian legislation, the definition of road is clearly regulated in Law No. 38 of 2004 concerning Roads. Article 1 Paragraph (1) explains that roads are land transportation infrastructure that includes all parts of the road, including complementary buildings and equipment intended for traffic, which are on the ground, above the ground, below the ground and/or water surface, and above the water surface, except railways, lorries, and cableways (Law No. 38 of 2004). In another explanation, roads are a network of transportation facilities that connect various places to facilitate the movement of goods and services and to support economic and social development (Sukirman, 2003).

In the process of use, parts of roads in Indonesia owned by the Provincial Government can be utilized for various socio-economic activities, but must have a permit for the utilization of road parts. Provincial roads are collector roads in the primary road network system that connects the provincial capital with regency/city capitals, or between regency/city capitals, and provincial strategic roads. Road sections can be utilized in accordance with their designation, which includes: a) Buildings and utility networks of underground pipes, underground cables and aboveground aerial cables; b) Advertising; c) Information media; and d) Buildings.

In regulating the management of the utilization of provincial road sections in Banten Province,

<sup>1</sup> Public Administration, Padjadjaran University, Bandung, Indonesia, Email: [arlan23001@mail.unpad.ac.id](mailto:arlan23001@mail.unpad.ac.id)

<sup>2</sup> Public Administration, Padjadjaran University, Bandung, Indonesia.

<sup>3</sup> Public Administration, Padjadjaran University, Bandung, Indonesia

<sup>4</sup> Public Administration, Padjadjaran University, Bandung, Indonesia



the Banten Provincial Government has issued Banten Governor Regulation Number 82 of 2016 concerning Governance of Utilization and use of Provincial Road Sections. The purpose of the regulation is to serve as a guideline in implementing the utilization and use of road sections on provincial roads. This regulation discusses the authority of the actors involved, procedures for making permits for utilization of road sections, dispensation, recommendations, curbing, removal, and demolition.

This policy discusses quite a lot about the licensing mechanism for utilization of provincial road sections. This is because these licenses will affect which actors will be responsible for the quality of the roads in these sections. Based on data from the Public Development and Housing Agency (PUPR), by 2023 the total number of provincial roads in the damaged category will increase by 48 km. One of the factors causing the increase in damaged roads is the number of overloaded vehicles traveling on Banten Province roads. These overloaded vehicles, on average, are owned by companies located on provincial roads. Referring to the governance process of utilizing the provincial road section, especially in Article 12 of Banten Provincial Governor Regulation No. 82 of 2016 where dispensation applicants must be willing and able to participate in assisting the government in road repair, especially strengthening the road structure.

Referring to the previous explanation, the number of provincial roads in poor condition has increased significantly. This is also related to the total number of companies utilizing road sections that have permits. In reality, there are still many companies that do not have permits to utilize road sections, but still utilize parts of provincial roads.

## **Theoretical Framework**

### **Policy Implementation**

Policy implementation is an important stage in the public policy process, where political decisions are translated into concrete actions. Grindle (1980) emphasizes that the success or failure of implementation is strongly influenced by two main factors, namely the content of policy and the context of implementation.

Policy content includes elements such as: the interests affected by the policy, the types of benefits generated, the degree of change expected, the position of policy-making institutions, policy implementers, and the resources available to support implementation. These elements help determine the extent to which the policy can be realistically implemented and accepted by stakeholders (Grindle, 1980).

Meanwhile, the implementation context includes the dynamics of power, interests, and strategies of the actors involved; the characteristics of institutions and bureaucratic structures; and the level of compliance and responsiveness of policy implementers. This context determines how the policy content is translated in the field, because each actor has different interests and capacities in implementing the policy (Grindle, 1980).

This framework is relevant to analyze the licensing policy for road utilization in Banten Province. Through this theory, research can evaluate how the substance of the rules and the dynamics between actors in the field affect the effectiveness of the policy in maintaining the quality of road infrastructure

### **Methodology**

This research uses qualitative research methods, the determination of this method aims to reveal

the things that underlie these problems, researchers choose qualitative research methods to obtain various data regarding the impact of licensing the utilization of road sections on the quality of provincial roads in Banten Province. Qualitative approach research is carried out based on the problems studied with the aim of exploring or building a temporary answer or explaining the meaning behind reality. The qualitative approach is used to explore certain social phenomena carefully to answer research questions (Creswell, 2014).

In this research, the data collection techniques used include observation, in-depth interviews, and literature studies. Observation is a data collection method in which researchers directly observe the object of research to obtain information about conditions or phenomena that occur in the field. In the context of this research, observation is used to see the physical condition of provincial roads in Banten that are utilized by third parties based on permits. In-depth interview is a technique that involves face-to-face interaction between researchers and informants to obtain more in-depth data. This study used 18 informants who had direct experience and involvement with the licensing of the utilization of the Banten Provincial Road section. Furthermore, literature study is a data collection technique through literature review relevant to the research topic, such as laws and regulations, scientific journals, government reports, and other documents. This technique is important to understand the legal framework and theories related to road utilization permits and their effect on road infrastructure.

## **Results and Discussion**

### **Relationship between Permits for Utilization of Provincial Road Sections and Provincial Road Quality**

The relationship between road section utilization permits and provincial road quality is closely related to the way road infrastructure is utilized and managed. In the case of Banten Province, permits for utilization of road sections for various purposes, such as installation of underground utilities, advertising, or construction access, can affect road quality. This supports the argument that the more companies that have permission to utilize road sections, the better the road quality.

Utilization of road sections for specific purposes such as the construction of buildings, government offices, billboards and others often causes physical damage to the road surface and structure. the use of roads for the installation of utilities such as water pipes or underground cables often involves excavation of the road surface, which can lead to cracking and deterioration of the road quality if repairs are not done properly (Putra et al, 2020). This is also the case for the installation of optical cables and other infrastructure that requires cutting or digging the road.

Furthermore, the contribution of maintenance costs by the party utilizing the road section also has a relationship between licensing and the quality of provincial roads in Banten Province. Banten Governor Regulation No. 82/2016 on the Management of Utilization and use of Provincial Road Sections also regulates the various provisions of contributions and accountability that must be fulfilled by the user to maintain the quality of provincial roads. these contributions help ease the burden on the local government budget in road maintenance. However, if this contribution is not implemented or implemented properly, the quality of the road will continue to decline and the road rehabilitation process will depend on the budget of the Banten Provincial Government (Sari & Kurniawan, 2021).

Thus, the relationship between road section utilization permits and road quality in Banten Province is highly dependent on the effectiveness of regulation, supervision, and maintenance contributions. The Banten Provincial Government plays an important role in ensuring that the

permits issued are not detrimental to the quality of road infrastructure. In addition, enforcement against some road section users who still do not have permission to utilize road sections must also be improved so that all road users have a permit so that road quality is maintained.

### **The Urgency of Maintaining Road Quality**

Maintaining road quality is important because good roads are the backbone of community mobility, support economic activity, and improve transportation safety. Road quality is essential to support mobility and accessibility. Good quality roads enable faster and more efficient community mobility. Good road quality has a direct impact on improving community accessibility to services such as education, health and employment. Poor roads lead to congestion and reduced productivity due to longer travel times (Prayitno, 2019).

Furthermore, good road quality reduces vehicle repair costs and accident risk. Poor road quality, such as potholes or bumpy roads, increases the risk of accidents and accelerates vehicle wear and tear. Poor road conditions affect driver safety, especially in areas with heavy traffic. Damaged roads increase vehicle maintenance costs and can cause serious accidents (Harahap et al., 2020). In research conducted by (Louw et al., 2019), road deterioration contributed to an increase in traffic accidents. This research also found that improving road quality is directly proportional to reducing accident rates, especially in rural areas. In its implementation in Banten Province, Banten Province is a province that has a large rural area. Therefore, road quality is a determining factor in traffic safety, especially access from villages to cities.

Obstacles in the licensing process for road section utilization in Banten Province include various aspects that have an impact on road quality. These constraints relate to administrative aspects, regulations, and ineffective supervision. Lack of coordination between agencies is one of the main obstacles in implementing this policy. The licensing process for utilizing road sections often involves various agencies, such as the Transportation Agency, Public Works Agency, and third parties. The lack of coordination between these agencies extends the time for obtaining permits and causes discrepancies in the implementation of permits. Misalignment between agencies in terms of road utilization permits can cause irregularities in implementation in the field, so that roads that are permitted to be utilized often do not receive maintenance according to agreed standards (Prasetya, 2020).

In this policy, the actor in charge of direct action in the field is the Civil Service Police Unit (Satpol PP) in its implementation, Satpol PP has obstacles, namely limited human resources. limited supervisory personnel and budget are factors that hinder local governments in ensuring that the utilization of road sections is in accordance with the permit and does not cause damage to the road. This leads to damaged roads due to poorly supervised utilization, and minimal repairs. Satpol PP has an important role in enforcing compliance of road users in this policy. Direct data collection is carried out by Satpol PP to find out which buildings do not have permission to utilize parts of the provincial road.

This is in line with research conducted by (Wang et al., 2019). This research shows that inadequate supervision leads to faster road deterioration in developing countries. With weak supervision, road utilization for utility and construction projects often does not follow the correct procedures, which negatively affects road quality.

Furthermore, the main obstacle in the licensing process of utilizing parts of provincial roads is the lengthy procedures and requirements that must be met by prospective users to obtain a license. From the data provided by Satpol PP, many prospective users do not follow up on the

process of making licenses because the process is quite long, and there are many requirements that must be met. The following is data on companies that utilize provincial roads in Banten Province:

No	Year	Total Companies	Licensed	%	Unlicensed	%	Field Inspection Results (Satpol PP)	%	Followed Up Licensing from Inspection	%
1	2020	2,429	37	1.52	2,392	98.48	32	1.34	16	50.00
2	2021	3,690	73	1.98	3,617	98.02	35	0.97	9	25.71
3	2022	4,861	82	1.69	4,779	98.31	45	0.94	10	22.22
4	2023	5,772	111	1.92	5,661	98.08	52	0.92	14	26.92

Tabel 1. Data Licensing Compliance and Inspection Results for Provincial Road Use in Banten (2020–2023)

Source: Dinas PUPR, Processed by Author, 2025

Based on the Table 1, it can be seen that companies that utilize and use licensed road sections in Banten Province are very low. The highest figure is in 2021, which is 1.98%, which is still very low when compared to companies that are not licensed. While the lowest was in 2020, which was 1.52%, this was due to the Covid-19 pandemic.

In 2022, licensed companies decreased to 1.69%. In 2023 there was an increase of 1.92%, but when compared to 2021 there was a decrease in companies that had permits to use parts of provincial roads. Overall from 2020-2023, there were 111 (One Hundred Eleven) companies with permits for the utilization of provincial road parts or 1.92%, compared to the number of companies without permits of 5,661 (Five Thousand Six Hundred Sixty One). This shows the very low number of companies that have permits for the utilization of parts of provincial roads.

### **The Role of the Banten Provincial Government in Overcoming Problems with Permits for Utilization of Road Sections**

To address the problem of unlicensed road utilization that has led to a decline in road quality in Banten Province, the government has taken a number of strategic steps, including improved regulations, increased supervision, and community outreach. The Banten Provincial Government has tightened regulations and standardization for unlicensed road section utilizers, but this has not yet had a significant impact on increasing the number of road section utilization permit holders. The Banten Provincial Government has imposed stricter regulations and clarified the technical requirements for third parties who wish to utilize road sections. These standards include procedures for applying for permits, road utilization procedures that minimize the risk of damage, and provisions for restoring road conditions after utilization is complete (Rahardjo, 2020).

In an effort to reduce the practice of road utilization without a permit, the Transportation Agency and related agencies in Banten Province have tightened supervision in the field. In practice, officers have conducted periodic inspections and coordinated with the police to monitor every road utilization activity. The government has also implemented stricter sanctions for those who violate permit conditions, including fines and restrictions on activities, to prevent violations that can damage road infrastructure (Kurniawan et al., 2021). In addition, to increase awareness of the importance of permits in road utilization, the government also conducts counseling to the public and business actors. This socialization aims to provide an understanding of licensing procedures, the impact of road utilization without a permit, and the importance of maintaining the quality of road infrastructure for the common good. This socialization program is expected to reduce the number of violations and encourage compliance with licensing regulations (Surya, 2021).

### **Synthesis of Grindle's Theory and Implementation of Road Utilization Licensing in Banten Province**

In examining the implementation of the road utilization licensing policy in Banten Province, Grindle's (1980) implementation theory approach is a relevant tool. By combining this theory and field findings, a deeper understanding of what influences policy effectiveness in the region can be built. The following analysis illustrates the relationship between the elements of Grindle's theory and the reality of policy implementation in Banten.

<b>Components of Grindle's Theory</b>	<b>Identification of Banten Province Licensing Findings</b>
<b>Policy Content</b>	
Interests affected	Many companies utilize parts of the road without permission. This practice shows low compliance with applicable regulations.
Type of benefits generated	The policy aims to create orderly utilization and contribute to road maintenance. However, these benefits have not been fully realized.
Degree of change expected	The government expects a change in behavior through compliance with procedures. Unfortunately, the realization in the field is still minimal.
Policymaker position	The Provincial Government sets the rules through Pergub No. 82/2016. Regulations are made in a top-down manner and are not fully understood by technical implementers.
Implementing party	Several agencies are involved, such as Transportation Agency, Satpol PP, and PUPR. However, coordination between agencies is still weak.

Components of Grindle's Theory	Identification of Banten Province Licensing Findings
Resources	Limited personnel and budget hamper the effectiveness of supervision. This has resulted in many unaddressed violations.
<b>Implementation Context</b>	
Actors and their interests	Many companies do not apply for licenses because the process is considered complicated. They choose shortcuts without paying attention to the rules.
Institutional character	The institutional structure does not yet support integrated implementation. Related agencies still work sectorally.
Compliance of implementers	Field officers such as Satpol PP have difficulty carrying out supervision. This is due to limited human resources and logistical support.

Tabel 2. Grindle's Policy Implementation Framework Applied to Road Use Licensing in Banten

Source: Processed by Author (2025)

From the synthesis, it can be seen that although the policy has a legal basis and fairly clear procedures, its implementation still faces various obstacles, both in terms of formulation and social institutional context. On the one hand, the regulations regulate obligations and contributions well, but on the other hand, weak coordination, limited resources, and resistance from interested parties make implementation not optimal. Therefore, future improvements need to touch on both sides, so that this licensing policy is not only administrative, but can also be implemented effectively and have a real impact on road quality.

## Conclusion

This research shows that there is a close relationship between the licensing system for road utilization and the quality of road infrastructure in Banten Province. The application of permits is basically intended to maintain regularity of utilization, as well as to ensure that third parties contribute to road maintenance. However, its implementation has not been optimal. This is reflected in the low number of companies that have official permits, as well as the rampant practice of road utilization without legal procedures.

Based on the analysis using Merilee S. Grindle's policy implementation theory, it is found that obstacles in implementation occur both at the level of policy content and implementation context. In terms of content, the regulation already has a clear framework, but it is not supported by a simple and responsive implementation mechanism. The expected degree of change has also not been achieved, because there is still a gap between the rules and practices in the field.

Meanwhile, from the context of implementation, the various actors involved show differences in interests, capacity and commitment. Coordination between agencies has not been maximized, and field implementers such as Satpol PP face limited human resources and budget support. In

addition, some business actors' perception of the complexity of the licensing process makes them prefer informal channels, which ultimately harms the physical road infrastructure.

Thus, increasing the effectiveness of policy implementation requires not only technical and regulatory improvements, but also strengthening institutional and social aspects. The Banten Provincial Government needs to strengthen cross-sector coordination, simplify the licensing process, and ensure that user contributions to road maintenance are actually implemented. These steps are expected to build a more orderly, equitable and sustainable road governance.

## References

- Anwar, R. (2018). The Impact of Road Quality on Community Economic Activities. *Journal of Regional Development*, 6(1), 12-25.
- Asikin, Z. (2010). Analysis of Factors Affecting Accidents on Arterial Roads. *Journal of Civil and Environmental Engineering*, 12(2), 45-53.
- Creswell, J. W. (2014). *Research Design: Qualitative, Quantitative, and Mixed Methods Approaches*. SAGE Publications.
- Grindle, M. S. (1980). *Politics and policy implementation in the Third World*. Princeton University Press.
- Kurniawan, F., Sari, A., & Pratama, B. (2021). Supervision and Implementation of Sanctions for Unauthorized Road Utilization in Banten Province. *Journal of Public Policy*, 12(1), 78-89.
- Mulyadi, A. (2019). The Effect of Licensing on Road Infrastructure Quality in Urban Areas. *Journal of Civil Engineering*, 9(3), 67-79.
- Prasetya, M. (2020). Inter-Agency Coordination in the Road Licensing Process in Indonesia: A Field Study. *Journal of Public Policy Management*, 8(4), 78-92.
- Prayitno, R. (2019). Accessibility and Road Infrastructure Development in Indonesia. *Journal of Regional Development*, 7(2), 101-115.
- Putra, R., Wijaya, D., & Santoso, M. (2020). Analysis of the Effect of Road Utilization for Utility Installation on Road Quality in Urban Areas. *Journal of Infrastructure*, 15(2), 88-97.
- Rahardjo, A. (2020). Road Utilization Permit Regulation and its Impact on Road Infrastructure in Indonesia. *Journal of Transportation Law and Policy*, 8(4), 56-67.
- Sari, A., & Kurniawan, T. (2021). Third Party Contribution in Road Maintenance after Permit Utilization. *Journal of Public Policy*, 13(1), 56-70.
- Sukirman, S. (2003). *Road Geometric Planning*. Andi Offset.