

EVALUATION OF THE IMPLEMENTATION OF REGULATION OF THE GOVERNOR OF THE SPECIAL CAPITAL REGION OF JAKARTA NO. 45 OF 2012 ON THE ORGANISATION OF PEDESTRIAN ROUTES: A STUDY OF PAVEMENT USERS ON JALAN JENDERAL GATOT SUBROTO, SOUTH JAKARTA

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Abstract

Based on these research findings, this study aims to evaluate the implementation of the Governor's Regulation of the Special Capital Region of Jakarta Province Number 45 of 2012 concerning Pedestrian Path Arrangement, using a case study of sidewalk users on Jalan Jenderal Gatot Subroto, South Jakarta. Pedestrian path arrangement is part of the local government's policy to create a safe, comfortable, and inclusive public space for pedestrians. However, in its implementation, various obstacles remain that impact the effectiveness of sidewalks as public facilities. This study used a qualitative approach with data collection techniques through observation, in-depth interviews with sidewalk users, and documentation. The results indicate that the policy has not been fully effective. Its implementation at the study site still faces several obstacles such as lack of sustainable sidewalk maintenance, persistent violations of sidewalk functions by motorized vehicles, minimal safety support facilities, and suboptimal accessibility for people with disabilities. These findings indicate the need for strengthened oversight, public participation, and improvements to policy design to achieve sustainable and pedestrian-friendly pedestrian path arrangements.

Keywords: Evaluation, Pedestrian Path Arrangement, Policy, South Jakarta Governor's Regulation



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INTRODUCTION

Pavements are an integral part of public open spaces, serving as vital infrastructure that enables pedestrians to move safely and comfortably. In a densely populated urban context, such as the Special Capital Region of Jakarta, the provision of adequate pavements is not merely a matter of providing a facility, but also the fulfilment of the basic rights of city residents, as mandated by Law No. 22 of 2009 on Road Traffic and Transport. Technical regulations, such as Jakarta Provincial Governor Regulation No. 45 of 2012 on the Planning of Pedestrian Routes, were introduced in response to calls for pedestrian-friendly public spaces. However, the reality on the ground reveals a gap between regulation and implementation. Space constraints, the repurposing of pavements for non-pedestrian activities (such as unauthorised parking and street trading), and non-inclusive design have undermined the original purpose of pavements (Ayuningtias & Hadi, 2025; Wicaksono et al., 2024).

Socially, there is a paradoxical trend in Jakarta: on the one hand, awareness of the importance of sustainable transport and a walkable city is growing, as evidenced by the Sustainable Transportation Award (Dewi & Krisdiyanto, 2023). On the other hand, the reality on the ground reveals a critical situation. Data from the Central Statistics Agency shows that DKI Jakarta is the province with the lowest percentage of residents who feel safe walking in their neighbourhood. The key issue lies in the provision and quality of infrastructure. Of the total road length of around 7,000 km in Jakarta, only around 8.71% is equipped with pavements, and of that total, it is estimated that only 500 km are actually in a usable condition. Narrow, obstructed, uneven pavements, and those used for non-pedestrian purposes as seen on major roads such as Jalan Gatot Subroto force pedestrians onto the carriageway, putting their safety at risk. This phenomenon highlights the failure of public spaces to fulfil their social function, as well as the failure to uphold pedestrians' rights to safety and comfort (Susetyarto, 2024).

Previous literature has extensively discussed the importance of pavements and walkability for urban sustainability. The concepts of the walkable city and sustainable transport emphasise that walking is the most sustainable mode of transport, capable of enhancing economic vitality, social interaction and public health (A. M. Sari et al., 2020). Studies such as those by Hafis et al (2024), assessing the factors that influence pavement comfort, such as width, cleanliness and maintenance. Other studies also highlight the need for integrated design, enforcement of regulations and multi-stakeholder participation in creating an ideal pedestrian environment (Supriandi et al., 2023; Yuliasari, 2019). However, there is a knowledge gap (novelty) that can be addressed. Firstly, most evaluations of the success of pedestrian policies (such as Governor's Regulation No. 45/2012) remain macro-level in nature or are based on secondary data, and thus fail to adequately address the perceptions and direct experiences of users in specific locations with unique characteristics. Secondly, although Gatot Subroto Road is a primary arterial road and a strategic area with high levels of activity, in-depth studies combining an assessment of compliance with technical standards and the safety perceptions of pavement users on this stretch remain limited. Previous studies have also not fully integrated the latest field findings (post-2022–2024 revitalisation) with the existing regulatory framework to comprehensively measure levels of comfort and safety. Therefore, this study is needed to address this shortcoming by conducting a micro-evaluation at specific, representative locations.

Based on the background and the gaps identified in the literature outlined above, the aim of this paper is to address the shortcomings of previous studies by conducting a direct field evaluation of the implementation of pedestrian route planning policies. Specifically, this study aims to answer two main questions: (1) What do users of the pavement on Jalan Gatot Subroto think about the level of safety for pedestrians provided by this infrastructure?; and (2) To what extent has the layout of the pedestrian routes in the study area met pedestrian comfort standards based on technical parameters and supporting facilities? By combining an analysis of user perceptions with a physical audit of compliance with standards, this study aims to provide

concrete, evidence-based recommendations for improving policies and the design of safer, more comfortable and more inclusive pavements in Jakarta, whilst supporting the achievement of the Sustainable Development Goals, particularly in the area of sustainable cities and communities.

LITERATURE REVIEW

The Nature and Dimensions of Public Policy

Public policy is a fundamental instrument of governance, defined by various researchers with differing yet complementary emphases. Kristian (2023) and Febriani et al (2025) defines public policy as the strategic use of resources to address national issues, whilst Permana et al (2025) viewing it as the identification of the subject matter and the substantive measures taken to address a particular issue. Both definitions implicitly suggest that public policy is planned, goal-oriented and responsive to public issues.

According to Anggara & Soetari (2014) This understanding, which holds that public policy consists of a series of interrelated decisions made by government institutions and officials, suggests that public policy is systematic and integrated within the framework of rational government decision-making. Based on a synthesis of these various definitions, public policy can be defined as a series of structured actions encompassing the identification of problems, the formulation of solutions, the implementation of strategic measures, and the evaluation of outcomes to ensure that the desired objectives are achieved.

Concepts and Criteria for the Evaluation of Public Policy

Policy evaluation is a systematic process of gathering information regarding the implementation of a programme or policy, which is then used to determine the best course of action through rational and strategic decision-making. Zakirin & Arifin (2022) states that evaluation involves assessing the merits of a policy or programme, yielding important information regarding the benefits or impacts of a decision that has been implemented. As a functional activity, evaluation is not only carried out at the final stage of the policy process but at every stage, from problem formulation to the impact of the policy.

According to a study by Febrianti et al (2025) sets out six criteria for a comprehensive policy evaluation, namely effectiveness to measure the achievement of objectives, efficiency to assess the ratio of outcomes to resources, adequacy to examine the fulfilment of public needs, equity to assess the fairness of policy benefits, responsiveness to measure the ability to address public aspirations, and appropriateness to assess the alignment of policies with the issues at hand. These criteria form an important basis for evaluating the success of public policy implementation, including policies on the planning of pedestrian routes.

The Planning of Pedestrian Routes as a Matter of Public Policy

The planning of pedestrian routes involves the planning, management and regulation of footpaths with the aim of creating safe, comfortable and functional public spaces. Saepurrahman et al (2025) emphasises that pedestrian routes are a key element of urban planning as they play a role in supporting mobility, social interaction and the quality of the urban environment. Pedestrian design elements include physical facilities (pavements, zebra crossings, signage), accessibility for all groups, including people with disabilities, security and safety through lighting and barriers, and comfort through the provision of seating and shade trees.

In the context of modern urban development, the design of pedestrian routes is viewed not only as a physical infrastructure but also as a key element in creating a walkable city and a liveable city. Prasetya & Winandari (2020) states that a pedestrian-friendly city is characterised by pedestrian spaces that are functional, safe, comfortable and attractive, meanwhile A. A. Sari & Nilma (2024) emphasises that a liveable city must have high-quality public spaces, with people at the heart of development. Indicators of successful pedestrian route planning include

physical condition, supporting facilities, security and safety, accessibility, cleanliness and maintenance, as well as the suitability of pavements for their intended purpose.

RESEARCH METHOD

This study employs a qualitative approach with a descriptive aim, as stated by Sugiyono (2013) and Moeleong (2011). This approach was chosen because it aims to gain an in-depth understanding of the research subjects' experiences, perceptions and views in a natural context, rather than through figures or statistics. The subjects of the study were pedestrians on the pavement of Jalan Jenderal Gatot Subroto, South Jakarta, who are both the beneficiaries of the policy and the parties entitled to express their views on the success of the implementation of DKI Jakarta Provincial Governor Regulation No. 45 of 2012 on the Organisation of Pedestrian Lanes. The research focuses on the implementation of these regulations, particularly with regard to pedestrian safety and comfort as perceived directly by pavement users. Informants were selected using incidental sampling, that is, anyone who happened to encounter the researcher and was deemed suitable as a source of data.

Data collection was carried out using both primary and secondary data. Primary data was obtained through unstructured interviews to explore the informants' experiences and perceptions in depth, as well as documentation in the form of photographs of the research location, facilities and pavement users to corroborate the information. Secondary data was collected from books, journals, the internet and relevant regulations to supplement the research. The data analysis was based on the model proposed by Miles et al (2014) which consists of three components: data reduction (simplification and selection of key data), data presentation (systematic organisation of information), and drawing conclusions and verification. Data verification is carried out through technical triangulation (combining interviews, observation and documentation) and temporal triangulation (data collection on different days and at different times) to test the validity and consistency of the information obtained from informants.

RESULTS

This study was conducted on the pavement along Jalan Jenderal Gatot Subroto, South Jakarta, which administratively falls within the districts of Setiabudi and Mampang Prapatan. This road is a major thoroughfare in Jakarta, situated in the city's Golden Triangle business district; it stretches for approximately seven kilometres and passes a number of key landmarks, including the DPR/MPR Building, office blocks in the business district, and shopping centres. The pavements along this road are made of neatly laid stones, varying in width from 2 to 3.5 metres, and in some sections feature special tiles for people with disabilities. Geographically, this road is situated in a strategic location surrounded by a central business district, with its southern administrative boundary forming the border between Setiabudi Sub-district and the neighbouring sub-districts of Mampang Prapatan and Kebayoran Baru. This road features a dual-carriageway to reduce high levels of traffic congestion; it runs parallel to the Jakarta Inner City Motorway, thereby serving as a major transport corridor.

Pedestrian Safety on the Pavement of Gatot Subroto Road

Based on an analysis using William N. Dunn's six public policy indicators, this study found that users' perceptions of pedestrian safety on the pavements along Jalan Gatot Subroto remain suboptimal. In terms of effectiveness, the majority of pedestrians consider that pavements are not yet effective in ensuring safety. Findings indicate that crossing points located close to vehicle access points to offices make it difficult for pedestrians to see vehicles about to turn; pavements are frequently used as parking spaces; pavement surfaces are uneven; there are numerous exposed cables; and the drainage channels alongside the pavements remain open at several points. This situation is exacerbated by motorcyclists riding on the pavement;

as one informant explained, they feel less safe because they have to remain vigilant against vehicles travelling on a path that is supposed to be reserved for pedestrians.

In terms of efficiency, the findings indicate that the use of pavement space is not yet optimal, as the narrow width of the pavements makes it difficult for pedestrians, particularly when they have to pass other users. Motor vehicles parked on the pavements further restrict the space available for movement. Nevertheless, there are differing views, with some users considering that the raised pavements are sufficiently effective at preventing vehicles and carts from entering the pavement area, meaning that the benefits of the pavements can still be felt, even if this is not yet consistent across all areas. In terms of adequacy, it was found that supporting facilities such as street lighting remain inadequate, with some lights out or dim, particularly in quiet areas. This situation is considered to pose a risk to pedestrian safety at night due to the lack of lighting, which limits visibility.

In terms of accessibility, the findings indicate that pavement facilities do not yet fully cater to the diverse needs of users. Pathways for people with disabilities are available, but many are still interrupted, meaning they cannot be used effectively. Older people and those using pushchairs face difficulties due to uneven and narrow pavements, as well as obstacles such as posts, cables and illegally parked vehicles. This highlights an accessibility gap, indicating that the benefits of the policy have not been felt equally by all sections of society. In terms of functionality, it was found that the pavements were being misused as unauthorised parking spaces, which caused significant disruption and obstructed pedestrians, forcing them onto the road and putting their safety at risk. Interestingly, the presence of street vendors was actually viewed positively by some pedestrians as it helped meet their needs whilst walking, provided they did not completely block the path.

Pedestrian Route Layout and Comfort Standards

An evaluation of the layout of pedestrian walkways based on Jakarta Governor Regulation No. 45 of 2012 indicates that pedestrian comfort standards have not yet been fully met. Regarding effectiveness, there are differing views amongst pavement users. The majority of respondents stated that they felt uncomfortable due to uneven pavements, open side drains, exposed cables and narrow walkways. Although a small proportion of users feel comfortable, the findings as a whole indicate that pedestrian comfort is still not optimal. In terms of adequacy, it was found that the width of the pavements was considered sufficient for walking, although there are still some sections where the pavements are narrow. The availability of shade trees is considered adequate and provides a sense of safety and comfort, although tree pruning needs to be improved to avoid the risk of dry branches falling. However, seating facilities remain very limited and are spaced far apart, which does not facilitate comfortable rest stops along the route.

In terms of responsiveness, the findings indicate that the level of responsiveness shown by the relevant authorities in ensuring the comfort of pavement users is still not optimal. Remedial action tends to be taken only after the pavement has suffered significant damage, suggesting a lack of prompt response to the physical condition of the pavement. Although regular maintenance is carried out by staff, these efforts are not yet uniform or consistent across the entire route, and therefore do not yet fully meet the overall need for comfort.

Analysis of Policy Outputs and Outcomes

The physical outcomes of the implementation of Jakarta Governor Regulation No. 45 of 2012 include pavements that have been rebuilt with a smoother and wider surface, streetlights installed at regular intervals, shade trees planted in some sections, tactile paving for people with disabilities (though not yet comprehensive), as well as traffic signs and pedestrian crossing markings. However, the quality of this project still faces issues such as uneven and hazardous pavements (open drainage channels, dangling cables), a lack of lighting and seating, and several areas being used for unauthorised parking and street trading.

The public's perception of the policy's outcomes indicates that the majority of users do not yet feel safe or comfortable using the pavements on Jalan Gatot Subroto. The risk of accidents has increased significantly due to various physical environmental factors, including open drainage channels at several points without covers, cables strewn across and hanging over the pavement, and motorcyclists illegally using the pavement as an alternative route, forcing some pedestrians to step onto the road, thereby endangering their safety. Physical damage to pavements, which is often left unrepaired for too long, has contributed to a decline in public confidence in government agencies due to what is perceived as a slow and largely reactive response to repairs. Vulnerable groups such as people with disabilities, older people, children and mothers with pushchairs face the greatest difficulties in accessing pavements properly, as existing physical barriers and the lack of accessibility facilities reflect a form of accessibility discrimination that has not yet been addressed by current policies.

However, positive developments are also evident at several points along the road corridor, where physical infrastructure improvements have been made, including the installation of tactile paving for people with disabilities, the levelling of previously damaged pavements, and the planting of shade trees to provide thermal comfort for pedestrians. Some informants noted that, although there are still various shortcomings, the existence of pavements is still better than having no facilities at all, and they hope that the government will continue to carry out improvements on an ongoing basis. These expectations highlight the positive potential and social capital of the user community, which can serve as a vital foundation for future policy improvements, particularly in fostering more responsive communication between the government and pavement users, as well as encouraging a more consistent and sustainable commitment to infrastructure maintenance.

Implications for the Concepts of the Walkable City and the Livable City

This study reveals that the implementation of pedestrian route planning policies on Jalan Gatot Subroto has not yet fully supported the creation of a walkable city. The principles of accessibility and equitable service provision have not yet been reflected in policy implementation, where safety risks arise due to pavements that are uneven, narrow and frequently converted into unauthorised parking spaces and motor vehicle lanes. Vulnerable groups such as the elderly, people with disabilities, mothers with pushchairs, and children face significant challenges in accessing pavements due to the lack of inclusive facilities, such as continuous tactile paving, stable surfaces and barrier-free routes. This situation is exacerbated by lax enforcement of regulations against illegal parking and motorcyclists riding on pavements, which further reduces safe space for pedestrians and reflects the lack of equity in the use of public space.

Similarly, with regard to the concept of a liveable city, although some users appreciate the adequate width of the pavements in certain areas and the presence of shade trees that provide thermal comfort, there are various obstacles such as uneven surfaces, Open drainage channels that pose a safety hazard, untidy utility cables, and a lack of supporting facilities such as seating, adequate lighting and directional signage indicate that physical and social comfort have not been fully addressed. The lack of maintenance of green space infrastructure, Issues such as the lack of regular tree pruning, as well as the tendency for authorities to respond reactively and only carry out repairs once the damage has become quite severe, demonstrate that the maintenance of pedestrian infrastructure is not yet being carried out in a sustainable and well-planned manner. Consequently, although Jakarta Governor Regulation No. 45 of 2012 has provided a clear policy framework regarding the provision and planning of pedestrian facilities, its implementation on the ground still faces significant shortcomings, meaning it has not yet succeeded in creating public spaces that are truly safe, comfortable and liveable for pedestrians in the South Jakarta area.

DISCUSSION

This study combines a physical audit of compliance with standards with an analysis of user perceptions to produce evidence-based recommendations for improving pavement policy in Jakarta. This approach is consistent with William N. Dunn's public policy evaluation framework, which emphasises the importance of assessing six key indicators: effectiveness, efficiency, adequacy, equity, responsiveness and accuracy (Syahida et al., 2022). From the perspective of the physical audit, it was found that the pavements along Gatot Subroto Road fall significantly short of the various safety and comfort standards set out in Ministry of Public Works Regulation No. 03/PRT/M/2014 and the Circular Letter of the Minister of Public Works and Public Housing No. 02/SE/M/2018 on Guidelines for the Planning of Pedestrian Facilities (Dzulqolbirrohim et al., 2025). These shortcomings include uneven pavements with inconsistent gradients, open drainage channels at several points lacking covers, and the lack of adequate tactile paving for visually impaired people in accordance with international standards such as ISO 21542:2017 and CEN/TS 15209:2024, as well as vertical obstacles in the form of scattered cables obstructing the pedestrian path. Furthermore, there are breaches of accessibility standards, with pavements frequently being used as unauthorised parking spaces by motor vehicles, whilst pedestrian crossings are not properly integrated with the entrances to office buildings, thereby creating conflicts with vehicles attempting to turn.

Meanwhile, an analysis of user perceptions using a qualitative approach revealed that the level of perceived safety among pedestrians falls into the sub-optimal category. This finding is consistent with the research by Mulyadi et al. (2024) which assessed pedestrian facilities in the city of Cimahi and found that comfort, accessibility and safety still do not meet the established technical standards (Dzulqolbirrohim et al., 2025). The informants in this study revealed that they felt less safe because they had to be constantly on their guard against motor vehicles, particularly motorbikes, travelling on the pavement a route that should be exclusively for pedestrians. Discomfort is also caused by illegal parking, uneven pavements and loose cables that obstruct movement. Vulnerable groups such as the elderly and people with disabilities have highlighted the lack of inclusive facilities, particularly in relation to open drains which pose a risk of injury and the absence of adequate guide paths. This is consistent with the findings of Gibson & Marshall (2026) that safe and well-maintained pavements are vital for improving public health and ensuring easy access for all residents, particularly the most vulnerable groups. Furthermore, pedestrians have reported that the crossing area adjacent to the office entrance makes it difficult for them to anticipate vehicles turning, thereby creating a sense of heightened vigilance that reduces their sense of comfort.

The integration of physical audit findings and user perceptions reveals a strong and systematic correlation, whereby any deviation from standards has a direct impact on users' negative perceptions. Illegal parking on pavements leads pedestrians to feel that their rights are being disregarded and that they are intimidated by the dominance of motor vehicles. Open drains instil a fear of injury, particularly among users walking at night or those with physical disabilities. Uneven surfaces and scattered cables force pedestrians to remain constantly alert, preventing them from walking in a relaxed manner. Conflicts at the crossing near the office create the perception that the pavement design does not prioritise pedestrian safety. Most notably, the presence of motorcyclists riding on the pavement creates the perception that this space is not a safe and protected route, but rather a public space that has been misused.

Within the framework of achieving the Sustainable Development Goals (SDGs), particularly Goal 11: Sustainable Cities and Communities, the findings of this study indicate that the current state of pavements does not yet support the key targets. Target 11.2, which emphasises access to safe, affordable transport systems, and sustainable development, with a particular focus on vulnerable groups, has not yet been met, given that pavements are not yet safe for older people and people with disabilities due to open drains, uneven surfaces and a lack of accessibility facilities. Similarly, Target 11.7, which mandates the provision of safe,

inclusive public spaces, and accessibility has not yet been achieved because pavements are still dominated by motor vehicles due to illegal parking and through-traffic, and are not yet accessible to people with disabilities. World Resources Institute (2019) emphasises that many cities around the world are still designed for motor vehicles rather than pedestrians, meaning that changes to planning, policy and design are needed to make roads safer for pedestrians and cyclists, particularly in low- and middle-income countries.

Overall, these findings provide strong empirical evidence that there is a significant gap between policy standards and the reality on the ground, both in terms of physical infrastructure and user perceptions. The integration of physical audits and user perceptions has successfully identified clear causal relationships, thereby providing a solid foundation for the formulation of concrete, measurable and evidence-based policy recommendations. These recommendations include physical improvements in accordance with standards, such as covering drains, levelling surfaces, organising cables, and installing tactile paving that complies with ISO 21542:2017 and CEN/TS 15209:2024 (Standardization, 2017), Strengthening enforcement to stop illegal parking and the use of pavements by motor vehicles, redesigning conflict points at pedestrian crossings near office entrances, and integrating policies that align spatial planning, transport and enforcement to create safe, comfortable and inclusive pavements in Jakarta.

CONCLUSION

The most surprising finding from the study of the pavements on Jalan Gatot Subroto—a representative area of Jakarta’s Golden Triangle with high-standard infrastructure—was the occurrence of a paradoxical dysfunction: pavements that had been rebuilt with neat materials, guiding blocks, and of adequate width (2–3.5 metres) were actually subject to the most dangerous form of misuse, with motorcyclists deliberately riding on the pavement, turning the pedestrian walkway into an ‘alternative route’ which poses a safety risk. This phenomenon demonstrates that although significant investment has been made in infrastructure—as evidenced by road resurfacing, lane widening and the installation of accessibility facilities for people with disabilities—without being accompanied by consistent monitoring and enforcement, such infrastructure is in fact vulnerable to being repurposed in ways that are detrimental to its primary users. Even more ironically, whilst illegal parking and vehicles driving on the pavements create a real safety hazard, the presence of street vendors is actually viewed positively by some pedestrians as they help meet their needs whilst walking. This contradiction suggests that users’ perception of comfort is not determined solely by the physical condition of the pavement, but also by the infrastructure’s ability to accommodate social activities that arise organically in public spaces, thereby creating a complex dynamic between compliance with regulations and the fulfilment of the public’s everyday needs.

The key finding of this study is that investment in physical infrastructure alone is not sufficient to create safe and comfortable pavements; the root of the problem lies in the weak enforcement of regulations against the misuse of pavements by motor vehicles, as well as the low responsiveness of the authorities, who tend to adopt a reactive approach when dealing with damage and violations. Therefore, effective future pavement policies must be designed holistically, integrating three key pillars: first, a physical design that is proactive and prevents misuse, for example through the installation of bollards or physical barriers that structurally prevent motor vehicles from entering pedestrian areas; secondly, consistent monitoring and enforcement of regulations through increased patrols, the use of surveillance technology such as closed-circuit television (CCTV), and the imposition of strict penalties on offenders to act as a deterrent; and thirdly, a humanistic approach that continues to take into account the social needs of the community such as the presence of street vendors but with a planned layout through designated zones, so as not to compromise the safety and comfort of vulnerable groups such as people with disabilities, the elderly, children, and mothers with pushchairs, who have an equal right to access public spaces safely and with dignity. With this integrated approach,

which combines technical, law enforcement and social sensitivity aspects, pavements will not only serve as pedestrian infrastructure that meets technical standards, but also as public spaces that are truly inclusive, safe and equitable for all sections of society.

This research contributes to the fields of public policy and urban planning through several academic contributions. The methodological contribution lies in the simultaneous integration of William N. Dunn's policy evaluation with standard physical audits and user perception analysis, offers a holistic framework that is still rarely applied in studies of pedestrianism in cities in the Global South. The theoretical contribution lies in the extension of the concept of the policy implementation gap by adding the dimensions of spatial conflict and institutional responsiveness as intervening variables that influence the gap between policy outputs and outcomes. This conceptual contribution introduces the concept of 'dysfunctional pedestrian space', demonstrating that even pavements that meet physical standards can become dysfunctional when their use is appropriated by motor vehicles and unauthorised parking; thus, walkability is determined not only by technical infrastructure but also by the social legitimacy of users. The variable contribution involves the identification of critical factors such as perceived risk resulting from conflicts with vehicles on the pavement, accessibility disparities among vulnerable groups, as well as maintenance responsiveness as key variables in the sustainability of pavement functionality. Furthermore, this study raises new questions that require further investigation, such as how effective institutional mechanisms can prevent the misuse of pavements, and whether a co-management model involving business operators can be implemented, as well as how to integrate street vendors into the pavement design without compromising safety and accessibility.

This study has several limitations that warrant further investigation. In terms of scope, the study was conducted on a single stretch of road—Jalan Gatot Subroto—and therefore the findings cannot yet be generalised to all pavements in Jakarta, which exhibit a wide range of characteristics. From a conceptual perspective, this study focuses primarily on policy evaluation based on Governor's Regulation No. 45 of 2012 and the six Dunn indicators; however, it has not yet examined aspects of institutional governance, inter-agency coordination, or the political and budgetary factors that influence policy implementation. From a variable perspective, the study focuses on safety and comfort, but has not yet integrated other variables such as air quality, noise levels, safety from crime, and aesthetic aspects that also influence the pedestrian experience. From a methodological perspective, this study employs a qualitative approach with a cross-sectional timeframe, consequently, it has not yet quantitatively measured user satisfaction levels or the statistical relationships between variables, nor has it been able to capture the dynamics of change over time. Furthermore, this study has not adequately incorporated the perspectives of all stakeholders, particularly government officials and law enforcement officers who play a role in addressing violations of pavement usage. Further research is therefore recommended, utilising mixed methods, expanding the geographical scope, integrating multi-stakeholder analysis, and conducting longitudinal studies to gain a more comprehensive understanding.

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