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THE EFFECTIVENESS AUTHORITY OF BANDAR LAMPUNG CITY GOVERNMENT ON USE STREET SPACE

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Abstract

This study aims to analyze the authority of the Bandar Lampung City Government over the use of Road Owned Space (Rumija) and the effectiveness of the implementation of control and supervision. The research method used is normative-empirical law with a statute *approach*, conceptual approach, and *socio-legal* through data collection techniques in the form of document studies, interviews, and field observations. The results of the study show that the Bandar Lampung City Government has valid attributive authority based on Law Number 38 of 2004 concerning Roads, which is then delegated cross-sectorally to several related Regional Apparatus Organizations (OPD) (Public Works Office, Perkim Office, DPMPTSP, Transportation Office, and Satpol PP). However, the implementation of control and supervision of the use of Rumija in Bandar Lampung City is currently considered not to be comprehensively effective. There is a sharp disparity between the formal administrative aspects and the implementive reality on the ground. Although the permit compliance parameters are formally considered to be running well, the city government still fails to meet the aesthetic parameters of spatial planning. This is evidenced by the rampant placement of billboards in the middle of the sidewalks and the chaotic fiber optic cable utility network that ignores the rights of pedestrians and threatens public safety.

Keywords: Authority, Supervision, City Government, Road Owned Space (Rumija).

A. INTRODUCTION

Massive urbanization in Indonesia's major cities has put tremendous pressure on the capacity of urban infrastructure, especially the road network. The rapid population growth is not only derived from natural reproduction, but is also triggered by migration flows that make cities the epicenter of economic, social, and governmental activities.[1] The inevitable consequence is the increasing need for space that often exceeds the availability of land, thus encouraging the conversion of public spaces into private and commercial spaces illegally.[2] The city of Bandar Lampung represents this phenomenon in real terms. Based on data from BPS Bandar Lampung City in 2025, this city has been inhabited by more than 1,226,000 people with an average density exceeding 6,673 people per square kilometer, with the highest concentration concentrated in commercial districts such as Tanjung Karang Pusat, Kedaton, and Sukarame.[3]

This density creates a heavy functional burden on road infrastructure, which is legally a vital public asset but is vulnerable to abuse of space utilization. Normatively, road sections including Road Benefit Rooms (Rumaja), Road Owned Spaces (Rumija), and Road Supervision Rooms (Ruwasja) have been regulated based on Article 11 of Law Number 38 of 2004 concerning Roads. The procedures for its use are further regulated through Government Regulation Number 34 of 2006 concerning Roads. Article 39 of the PP expressly stipulates that Rumija is intended for the purpose of widening roads, adding traffic lanes, and securing roads not for private or commercial interests. Furthermore, Article 52 of the same PP emphasizes that every use of Rumija must obtain a permit from the road operator according to its authority.

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[1] Nany Margaretha, "Urbanization Dynamics and Public Space Problems in Big Cities," *Journal of Regional Planning*, Vol. 12, No. 2 (2021), p. Sec. 45.

[2] Al-farij, Muhamad Fairuz, Ahmad Fadli Ramadani, and Akrom Akrom. "Population Density and Quality of Life: A Case Study in the Densely Populated Area of Serang City Banten." *Journal of Research in the Social, Political and Humanities* 4, no. 2 (2025): 303-321.

[3] Central Statistics Agency of Bandar Lampung City, *City of Bandar Lampung in Figures for 2025*, 2025, p. 480

The authority to implement roads at the city level is held by the city government based on the attribution of Law Number 38 of 2004 concerning Roads, which divides the authority between the central government for national roads and local governments for provincial roads and district/city roads. In the city of Bandar Lampung, the authority is exercised by the mayor or appointed officials. However, in practice, the deviant use of Rumija is still prevalent in the city of Bandar Lampung. This phenomenon includes the use of road shoulders and sidewalks as stalls for traders, the erection of permanent commercial buildings, the installation of billboards that are not in accordance with the set placement points, and the installation of unorganized electrical and fiber optic cable networks. This condition not only endangers the safety of road users, but also contradicts Lampung Provincial Regulation Number 13 of 2012 concerning the Utilization of Road Owned Space and Bandar Lampung City Regional Regulation Number 4 of 2021 concerning Regional Spatial Planning for 2021-2041.

Previous studies have discussed the issue of the use of Rumija from various angles, including Dinda Maurizka Azura researching the use of Rumija toll roads by MSME actors and concluded that Rumija toll roads should not be used without permission from the Highway Service of the Ministry of Public Works and Housing.[4] Reza Muhammad Nashruddin reviewed the implementation of the policy of arranging permanent billboards on Jalan Basuki Rahmat, Surabaya City and found that there were still violations in the installation of permanent billboards.[5] Meanwhile, Ida Bagus Gede et al. examined the implementation of billboard installation based on Denpasar Mayor Regulation Number 3 of 2014 and revealed that there are still many billboards installed without permission.[6]

[4] Azura, Dinda Maurizka, and Iwan Erar Joesoef. "The Utilization of Space Owned by Toll Roads by Micro, Small and Medium Enterprises." *Perspective: Legal and Development Issues Review* 27, no. 1 (2022): 61-71.

[5] Nashruddin, Reza Muhammad, and Diana Hertati. "Implementation of the Policy of Structuring Permanent Billboards on Jalan Basuki Rahmat, Tegalsari District, Surabaya City." *JDP (JOURNAL OF GOVERNMENT DYNAMICS)* 7, no. 2 (2024): 237-260.

[6] Wijaya, I. Ketut Kasta Arya, and Luh Putu Suryani. "The implementation of billboard installation is based on Denpasar Mayor Regulation Number 3 of 2014

However, there has been no research that specifically examines the authority of the city government in controlling the use of Rumija in Bandar Lampung City. Based on this background, this study aims to analyze the authority of the Bandar Lampung City Government over the use of Rumija and the effectiveness of the implementation of control and supervision of the use of Rumija.

B. Research Methods

The research method used is normative-empirical legal research. Normative legal research is carried out by examining laws and regulations and various legal materials that regulate the authority of the Bandar Lampung City Government over the use of street space, as well as its licensing and supervision mechanisms. Empirical research is research conducted to determine the implementation of laws and regulations in reality.[7] Empirical legal research is used to see how these normative provisions are implemented in the practice of implementing permits and supervising the use of street-owned space in Bandar Lampung City. The approach used in this study is as follows:

1. The statute *approach* is an approach that is carried out by examining laws and regulations related to the authority of local governments and road operators, especially regulations regarding road benefit spaces, road owned spaces, and road supervision spaces.[8]
2. A conceptual approach is an approach that moves from legal principles or concepts found in legal views or doctrines.[9] This conceptual approach is used to understand legal concepts relevant to the research topic, such as the authority of local governments, roads and road owned spaces, licensing as a juridical instrument in administrative law, and supervision and enforcement of administrative laws. Through this approach, the

concerning the implementation of billboards." *Journal of Legal Construction* 2, no. 2 (2021): 350-355.

[7] Jonaedi, Efendi, and Johnny, Ibrahim, *Normative and Empirical Law Research Methods*, Jakarta, Kencana, 2018, p. 151

[8] Peter Mahmud Marzuki, *Legal Research*, Jakarta, Kencana, 2017, pp. 136-177

[9] *Ibid*, p. 178

author will examine the doctrine, theory, and expertise of experts in state administrative law and spatial planning law in order to build a conceptual framework that becomes the basis for analysis of the regulation and use of street space.

3. A socio-legal approach that analyzes how reactions and interactions occur when norm systems work in society.[10] This approach is used in a limited way to see and obtain an overview of the practice of implementing authority, licensing, and supervising the use of street space by the Bandar Lampung City Government. Through this approach, the author collects primary data through interview methods with officials/employees at the relevant Regional Apparatus Organizations (OPD) and observation of several locations for the use of road owned space in Bandar Lampung City

C. Discussion

1. The Authority of the Bandar Lampung City Government on the Utilization of Road Owned Space

Authority is a formal power that comes from legislative power and is granted by laws and regulations or from executive and administrative powers. Authority gives legal ability to government organs to act in certain areas. Government authority includes the right to make decisions, set policies, and take administrative actions that have legal consequences for the community. This authority is not absolute but is limited by laws and regulations so that the principle of legality applies which can be interpreted as no government action that does not have a valid legal basis.

The authority to operate roads has been regulated in Law Number 38 of 2004 concerning Roads. These provisions have expressly and specifically divided the control of road management between the central government and local governments. In the provisions of Article 16 of the law, the law expressly gives authority to the regency/city local government in terms of road maintenance in the district/city area. Based on these provisions, the Bandar Lampung City Government has the authority to organize city roads and the use

[10] Muhaimin, *Legal Research Methods*, West Nusa Tenggara, Mataram Press University, 2020, p. 81

of road parts. Parts of the road as stipulated in the provisions of Article 33 of Government Regulation Number 34 of 2006 concerning Roads include road benefit space (Rumaja), road owned space (Rumija), and road supervision room (Ruwasja). These parts of the road can only be used according to their designation.

The use of Rumija in Bandar Lampung City in general has been regulated in the provisions of Article 54 paragraph (2) of the Bandar Lampung City Regional Regulation Number 4 of 2021 concerning the Regional Spatial Plan for 2021-2041 (hereinafter referred to as the Bandar Lampung City Regulation No. 4 of 2021). The provision stipulates that the use of Rumija is for road benefit space, road widening, and the addition of traffic lanes in the future, as well as the need for room for road security. Beyond that, there are activities that are conditionally allowed, including construction activities that support utility networks, advertising and information media, as well as certain utility buildings in Rumija on the condition that they do not interfere with the smooth flow of traffic and the safety of road users. Based on these provisions, the use of Rumija outside its intended purpose is conditionally allowed, meaning that the activity must obtain a permit from the Bandar Lampung City Government with conditions that must be met as determined by laws and regulations.

The authority of the Bandar Lampung City Government over the implementation of roads and the use of parts of the road, including Rumji, is an attributive authority. Attributive authority according to H.D Willem is government authority given directly by lawmakers to government organs.[11] The authority obtained from the absolute attribution of the mandate of the law so that the recipient of the attribution can expand the field of attribution and expand the new authority that has been obtained as far as it does not cross the boundaries and fields of authority.[12] The attribution authority will remain attached as long as there are no changes in laws and

[11] Ripaldi, Riyan, and Ridham Priskap. "Juridical Analysis of the Authority of the Secretary of State in the Implementation of Regional Government Based on Laws and Regulations." Limbago: Journal of Constitutional Law 3, no. 2 (2023): 178-198.

[12] Gandara, Moh. "Attribution, delegation and mandate authority." *Khazanah Hukum* 2, no. 3 (2020): 92-99.

regulations and is the absolute responsibility of the attribution recipient. Therefore, the Bandar Lampung City Government has the authority to make regional regulations related to the authority of road management and the use of road parts and delegate them to the Regional Apparatus Organization (OPD) while still referring to the main legal basis for granting the attribution, namely Law Number 28 of 2004 concerning Roads.

The authority of the Bandar Lampung City Government over the use of Rumija is delegated to the Regional Apparatus Organization (OPD). Delegation is the delegation of government authority from one government organ to another,[13] in this case the Mayor of Bandar Lampung as the delegate giver (*delegates*) gives or delegates his authority to the *delegate*. The delegated authority is the full responsibility of the delegate. The main legal basis for the delegation of authority is as stipulated in Bandar Lampung City Regional Regulation Number 7 of 2016 concerning the Formation and Composition of the Bandar Lampung City Regional Apparatus as amended by Bandar Lampung City Regional Regulation Number 17 of 2023.

The authority of the Bandar Lampung City Government over the use of Rumija is delegated to the Public Works Office (Public Works Office), the Housing and Settlement Service (Perkim Office), and the Investment and One-Stop Integrated Services Office (DPM PTSP Office), the Transportation Office, and the Pamong Praja Police Unit. Each of these OPDs has different tasks and functions. Operationally in Bandar Lampung City, the authority over the use of Rumija is cross-sectoral, but has a specific division of duties and functions. The division of tasks has been regulated in detail through regional regulations on the work procedures of each OPD. The Bandar Lampung City Public Works Office acts as the main technical authority or road manager responsible for the physical integrity of Rumija including drainage, sidewalks, and road shoulders. On the other hand, the Bandar Lampung City Perkim Office holds control over the spatial aspects of buildings through the supervision of the

[13] Susanto, Sri Nurhari. "Methods of acquisition and limits of government authority." *Journal of Administrative and Government Law* 3, no. 3 (2020): 430-441.

Building Boundary Line (GSB), the DPM PTSP Office in the aspect of legalizing permits for the use of Rumija which is allowed conditionally, the Transportation Department in the aspect of enforcing compliance and safety of road users, and the Pamong Praja Police Unit in the aspect of enforcing compliance and public order. The specific division of tasks can be seen based on the table below.

Table. Division of Rumija Utilization Authority

Yes	Instances	Authority	Legal Basis
1	Settlement and Housing Office	1. Operation and supervision of the implementation of billboards 2. Supervision of utility network placement activities	1. Article 29 of the Bandar Lampung City Regulation No. 21 of 2024 2. Article 36 of the Bandar Lampung City Regulation No. 3 of 2023
2	One-Stop Investment and Integrated Services Office	1. Control and supervision of licensing aspects in the implementation of billboards 2. Issuance of billboard installation permits and implementation of utility network construction activities	1. Article 29 paragraph (4) of the Bandar Lampung City Regulation No. 21 of 2024 2. Article 22 of the Bandar Lampung City Regulation No. 21 of

Yes	Instances	Authority	Legal Basis
			2024 and Article 16 paragraph (6) of the Bandar Lampung City Regulation No. 3 of 2023
3	Public Works Department	1. Developing an integrated utility network master plan 2. Provide guidance and technical recommendations for utility network placement	1. Article 6 and Article 35 of the Bandar Lampung City Regulation No. 3 of 2023
4	Department of Transportation	1. Control and supervision of the installation of billboards on the aspects of safety and safety of road users	1. Article 29 paragraph (4) letter c of the Bandar Lampung City Regulation No. 21 of 2024
5	Pamong Praja Police Unit	1. Control and supervision of billboard installation in the aspect of law enforcement and order	1. Article 29 paragraph (4) letter e of the Bandar Lampung City

Yes	Instances	Authority	Legal Basis
			Regulation No. 21 of 2024

Source: Bandar Lampung City Regulation No. 21/2024 and Bandar Lampung City Regulation No. 3/2023

2. Effectiveness of Control and Supervision of the Utilization of Road-Owned Space

The effectiveness of supervision of the use of Rumija is a standard measure to assess the extent to which the Bandar Lampung City Government is able to ensure that the use of the public space is in accordance with the plan and designation that has been set.[14] In this context, supervision is not only monitoring, but also includes corrective actions to ensure that the reality in the field such as the placement of billboards, utility networks, and other activities is in line with applicable legal standards. Supervision is considered effective if the organization's goals can be achieved properly.[15] Therefore, the supervision carried out by the Bandar Lampung City Government on the use of Rumija can be considered effective if the management of spatial planning, aesthetics, and smooth traffic can be achieved optimally.

The effectiveness of supervision on the use of Rumija can be measured based on the extent to which a series of actions carried out by the Bandar Lampung City Government are able to ensure that the use of Rumija is in accordance with its functions and purposes, complies with applicable licensing regulations, and is able to minimize all forms of violations that interfere with the public interest. The effectiveness of supervision over the use of Rumija can be seen based on 3 (three) main aspects including, normative aspects, technical and functional aspects, and law enforcement aspects. The normative aspect is measured by the ability of the supervisor to ensure that each legal subject (individual/business entity) complies with the licensing instrument.

[14] Sondang P. Siagian, *Human Resource Management* , (Jakarta: Bumi Aksara, 2001), p. 24.

[15] Handoko, *Management* , (Yogyakarta: BPFE, 2004), p. 25.

This includes validating whether the utilization is in accordance with the "dispensation" given by the government as per the theory of Prajudi Atmosudirjo. Furthermore, the technical and functional aspects are seen from the maintenance of the technical function of the road. If the road remains smooth, the sidewalks serve for pedestrians, and there are no side obstructions (such as illegal parking), then supervision is considered effective because it is able to maintain the main purpose of the Rumija procurement itself. The last is the aspect of law enforcement, this includes firmness in providing sanctions or corrective actions against unlicensed or deviant use. Supervision is not said to be effective if it is only administrative (recording) without any real action on the ground to stop violations.

The effectiveness of supervision of the use of Rumija is the level of success of the government in using its administrative authority to ensure that the use of public space is in accordance with applicable legal norms.[16] Supervision is a preventive and repressive function that aims to maintain consistency between the implementation in the field and the conditions listed in the licensing instrument. Supervision is considered effective if the permit instrument is able to function as a controller of community behavior so as not to deviate from the applicable regulations. The effectiveness of the supervision that has been carried out by the Bandar Lampung City Government on the use of Rumija can be measured based on 5 (five) parameters as follows:

1) Licensing Compliance Levels

This parameter measures the extent to which Rumija users comply with applicable legal procedures. Administratively, most of the installation of billboards and utility networks (such as fiber optic cables or pipes) has indeed obtained official permits from the Office of Investment and One-Stop Integrated Services (DPMPTSP). However, the effectiveness of supervision is still necessary to ensure that what is installed in the field is in accordance with the location point and technical specifications listed in the permit document.

[16] Zainuddin, and Satiya Citra Dewi. "State administrative law in the supervision and control of public services." In *National Seminar on Law, Social and Economics*, vol. 4, no. 1, (2025). 390-395.

According to Rully Novardian Harahap, almost all billboards installed in the city of Bandar Lampung have permits and their installation is in accordance with the allowed billboard installation point.[17] In line with this opinion, according to Harry G., the installation of billboards and the construction of utility networks in general have applied for permits and have permits.[18] Therefore, based on the parameters of the level of licensing compliance, the supervision of the use of Rumija for the installation of billboards and the construction of utility networks carried out by the Housing and Housing Office, and the Investment and One-Stop Integrated Services Office has been effective.

2) Aesthetics and Urban Spatial Planning

The next parameter has to do with the visual aspects and comfort of urban planning. The placement of supporting infrastructure, such as the installation of billboards that eat up pavement bodies or irregular utility cables, often spoils the cityscape. Good supervision must be able to ensure that any use of Rumija still pays attention to aesthetic value, so that it not only functions technically but also creates a neat and comfortable urban environment for pedestrians. Based on the facts in the field, there are still billboards and cable installations, especially irregular fiber optic cables installed in the middle of the sidewalk.

[17] Interview Results with Rully Novardian Harahap as the Functional Licensing Institution for Young Experts of the Bandar Lampung City Investment and One-Stop Integrated Services Office.

[18] Interview Results with Harry G. as the Functional Staff of the Young Expert Room Institution at the Bandar Lampung City Housing and Settlement Office

Image. 1 Installation of Irregular Utility Networks





Based on the facts in the field, the effectiveness of supervising the use of Rumija for the installation of utility networks has not been effective because there are still utility networks such as electricity poles or fiber optic cable poles that are not neatly arranged so that they damage the scenery of the city's spatial layout and even interfere with the safety of road users.

3) Neatness of Billboard Placement and Utility Network

These parameters highlight the technical aspects and spatial synchronization in the placement of the city's supporting infrastructure. The fact that the ground shows low-hanging fiber optic cables and billboard poles crowding the space belonging to the road reflect the lack of standardization of integrated arrangements (such as *commonducting* systems or underground cable planting). This unneatness is not just visual, but a strong indication of weak cross-sectoral coordination.

4) Road User Safety

Safety is an absolute parameter that is often applied for commercial purposes. The existence of billboards installed right in the middle of the sidewalk creates side obstacles that force pedestrians, people with disabilities, and the elderly to get out of the safe lane and enter the road body passed by motorized vehicles. This

condition directly increases the risk of fatal traffic accidents. On the other hand, the messy and dangling cable network to unsafe heights seriously endangers the physical safety of riders, especially for two-wheeled riders who are at risk of becoming entangled in cables. In addition, there are excavation marks that are not repaired as originally which have the potential to endanger road users, especially pedestrians on the sidewalk, related to this the authority to repair the damage lies with the Perkim Office, although there are still excavation marks that have not been repaired so that this condition reflects that supervision and control activities for the construction of the utility network are not in line with and in accordance with the Bandar Lampung Kotan Regional Regulation Number 3 of 2023 concerning the Integrated Utility Network System. Based on this parameter, the effectiveness of monitoring the use of Rumija in Bandar Lampung City has not been effective.

5) Sanctions Enforcement

Sanction parameters are the last control instrument to ensure compliance with spatial planning regulations. The fact that billboards violate the function of sidewalks and cables are left chaotic for a long period of time is proof that the supervision mechanism is passive and the existing sanctions have not had a deterrent effect. Effective law enforcement should not only stop at warning letters, but include strict administrative actions such as revocation of business licenses, forced dismantling, and restoration of space functions for existing violations. Based on the reality in the field which still shows the installation of billboards in the middle of the sidewalk and electrical cables/fiber optic cables that hang down and the height has not met the standard aspects of road user safety, based on these parameters, it can be said that the enforcement of sanctions applied is still weak.

Based on the five parameters that have been described, it can be concluded that the supervision of Rumija utilization in Bandar Lampung City has not reached a comprehensive level of effectiveness due to the sharp disparity between administrative aspects and implementing reality. Referring to Prayudi's theory, supervision should compare what is carried out with what is desired in order to find the cause of the incompatibility. In this context, although the permit compliance parameters are considered formally

effective as confirmed by the source that the billboard installation has a permit, there is in fact a massive mismatch in the aesthetic, neatness, and safety parameters. The existence of billboards in the middle of the sidewalks and the chaotic utility network is clear evidence that the monitoring process has not been able to identify and correct the causes of the failure of the arrangement in the field, so that the main goal of spatial planning has not been achieved.

This failure also shows that the supervisory function is not in line with the thinking of Ateng Syafrudin, who stated that supervision must ensure that the implementation of local government runs according to plans and laws and regulations. The ineffectiveness of road user safety parameters and weak enforcement of sanctions prove that the relevant authorities have not been able to provide guarantees of protection of the public's right to safe and orderly road space. As long as the supervisory mechanism is only passive and sanctions are not strictly executed to provide a deterrent effect, the authority of local regulations will continue to be degraded. Thus, the supervision carried out at this time has only touched the level of licensing formalities and has not been able to ensure substantial compliance with the rules of sustainable space use and oriented towards the interests of the wider community.

D. Conclusion

The authority of the Bandar Lampung City Government over the use of Road Owned Space (Rumija) is an attributive authority that comes directly from Law Number 38 of 2004 concerning Roads and Government Regulation Number 34 of 2006 concerning Roads. The authority in the implementation of this city road is delegated cross-sectorally by the Mayor of Bandar Lampung to several Regional Apparatus Organizations (OPD) with specific division of duties. The Public Works Office acts as the physical technical authority of the road; The Perkim Office controls the spatial aspects of buildings (GSB) and utilities; DPMPTSP is authorized in the legality of issuing permits; The Transportation Department supervises aspects of traffic safety; and the Pamong Praja Police Unit as a public order enforcer. Based on Bandar Lampung City Regulation Number 4 of 2021, the use of Rumija for commercial/supporting purposes (such as

billboards and utility networks) is conditionally allowed through a licensing dispensation instrument.

The implementation of control and supervision of the use of Rumija in Bandar Lampung City has not been carried out effectively and comprehensively due to the sharp disparity between administrative compliance and factual reality on the ground. Judging from the five effectiveness parameters, the new supervision touches the level of legal formality on the level of licensing compliance parameters (where the majority of legal subjects already have official permits). However, the preventive and repressive supervision function of the city government is considered ineffective on the aesthetic parameters of the city, neatness of placement, safety of road users, and sanctions enforcement. The failure of this arrangement is clearly shown by the presence of billboard poles in the middle of the sidewalk, a chaotic and low-hanging fiber optic cable network, and unrestored utility excavations. This condition proves that the supervision mechanism implemented is still passive and the enforcement of administrative sanctions is still very weak, so it fails to provide a *deterrent effect* and sacrifice the public's right to safe, orderly, and sustainable road infrastructure.

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