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Policy Implementation Integrated Utility Network Management

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Abstract

This study aims to examine the implementation of the Integrated Utility Network policy. This study examines the implementation of the Integrated Utility Network (SJUT) policy in Kuta District, Badung Regency, in accordance with Badung Regency Regulation Number 19 of 2016. SJUT is designed as a solution for the arrangement of underground utility networks to improve the aesthetics, safety, and comfort of the city, especially in strategic tourist areas such as Kuta, Legian, and Seminyak. Although initial construction has been carried out on several roads, the policy's implementation is still limited and has not reached a wider area. This study uses a qualitative descriptive approach to analyze policy implementation and its supporting and inhibiting factors. The results show that, despite adequate fiscal capacity, policy implementation is hampered by weak compliance with local regulations by regional heads, minimal supervision by relevant agencies, and officials' limited capacity to implement policies effectively. This study emphasizes the importance of good governance, inter-agency communication, and bureaucratic professionalism in supporting the successful implementation of public policies. These findings contribute theoretically to the development of studies on regional policy implementation and provide practical benefits for local governments in formulating strategies for sustainable infrastructure development in tourism areas.

Keywords: Integrated Utility Network, Policy Implementation, Infrastructure, Kuta District

1. Introduction

Based on the background, the purpose of this study is to describe and analyze the implementation of Badung Regency Local Regulation No. 19 of 2016 concerning Integrated Utility Networks in Kuta District, Badung Regency, Bali Province. To describe and analyze the factors that support and hinder the implementation of policies based on Badung Regency Local Regulation No. 19 of

2016 concerning Integrated Utility Networks in Kuta District, Badung Regency, Bali Province. This study is expected to provide benefits and contributions to theoretical development and to practitioners, academics, and policymakers, both in practice and in policy.

The following are the expected benefits of this research. This research is expected to provide theoretical benefits, contributing to the field of education and further research. This research provides an opportunity to improve thinking patterns in terms of knowledge, description, and analysis. For the Badung Regency Government, especially the relevant agencies, it can contribute ideas and input in the formulation and implementation of the Integrated Utility Network Policy in Kuta District, especially in Badung Regency in general.

2. Literature Review

Policy implementation is the process of translating policy decisions into operational actions carried out by institutions or implementing actors. Edwards III states that effective communication, adequate resources, the capabilities of the implementers, and a supportive bureaucratic structure greatly influence policy implementation. Communication barriers can lead to policy messages being misinterpreted, while a lack of resources and implementer competence can cause policies to not run according to plan.

The definition of Utility Networks, as stated in Badung Regency Regulation Number 19 of 1999 Article 1, paragraphs 7 and 8 concerning Integrated Utility Networks, Utility Networks are installation networks in the form of cables or pipes that concern public interests, including electricity, telecommunications, information, water, oil, gas, and other fuels, sanitation, and the like. An Integrated Utility Network is the result of coordination among the planning, implementation, placement, and utilization of utility networks and their facilities.

Part Three Provision of Integrated Utility Network Facilities Article 13 of Badung Regency Regulation Number 19 of 1999 states that the Local Government shall provide Integrated Utility Network Facilities. If the Local Government has not yet provided the Integrated Utility Network Facilities as referred to in paragraph (1), the provision of Integrated Utility Network Facilities may be carried out in cooperation with the Local Government and other agencies or parties in accordance with the provisions of laws and regulations.

A tourist destination is a geographical area known for its attractions and facilities provided for tourists. These destinations can be cities, villages, islands, or natural areas that offer a variety of attractions, accommodations, and services designed to meet the needs of visitors and provide a satisfying travel experience. Some key elements of a tourist destination area are attractions, accommodations, facilities, services, activities, promotions, marketing, and various media to attract domestic and international tourists. Effective marketing increases a destination's appeal and popularity.

Destination Management involves planning, resource management, tourism product development, and preservation of the local environment and culture to ensure the sustainability of the destination. The bureaucratic structure supports policy implementation. A clear structure and efficient administrative processes facilitate policy implementation. In the theory of public policy implementation developed by George C. Edwards III, the key variable, disposition, refers to the attitudes, beliefs, and commitment of policy implementers towards the policies they are implementing. This disposition influences how implementers carry out policies and can be a determining factor in the success or failure of implementation.

Edwards III emphasizes that the dispositions of policy implementers play an important role in public policy implementation. These variables interact with other factors such as resources, communication, and bureaucratic structure to determine how policies are applied in the field. Policymakers and program managers can increase the likelihood of successful policy implementation. Communication variables in public policy implementation. George C. Edwards III emphasizes the importance of effective communication as one of four key variables that determine the success of policy implementation, along with resources, disposition, and bureaucratic structure.

3. Research Method

3.1 Research Approach

Qualitative data analysis. Moleong (2017) states that efforts involve working with data, organizing it, sorting it into manageable units, synthesizing it, searching for and identifying patterns, discovering what is important and what has been learned, and deciding what to tell others. This research uses qualitative methods. This research will describe the progress of implementing the Integrated Utility Network policy, as outlined in Badung Regency Regulation Number 19 of 2016.

3.2 Research Location

The research location is a place or area where the research will be conducted. The research was conducted in the Kuta District. The location was chosen because, according to data from the Badung Regency Public Works and Public Housing Office, the Integrated Utility Network in Kuta District, particularly in Seminyak Village, has completed several sections of construction compared to other districts in Badung Regency.

3.3 Research Focus

The research focuses on facilitating researchers in finding, collecting, and interpreting data so that the discussion and description do not deviate from the research topic. The actual focus in qualitative research is obtained after the researcher conducts a grand tour observation and grand tour question, commonly referred to as general exploration (Sugiyono, 2020, p. 277).

3.4 Research Informants

Specific considerations, such as whether the person is considered knowledgeable about the information needed for this research (Sugiyono, 2008, p. 300). The information to be used in this research is: PUPR Office - Head of the Badung Regency Road Development Division, Head of Kuta Subdistrict, Secretary of Kuta Subdistrict, Community Leaders, and Traditional Community Leaders.

3.5 Types and Sources of Research Data

The data used in this research are qualitative. Based on its source, this research uses primary and secondary data.

3.6 Data Collection Techniques

This study will use primary and secondary data sources for data collection. Data collection procedures will be conducted through in-depth interviews, observation, and documentation.

3.7 Data Analysis Techniques

In analyzing the data, the author uses qualitative descriptive data analysis to answer the research questions. The research uses the data analysis technique described by Miles et al. (2019:328), which involves three simultaneous activities in qualitative data analysis. The activities in data analysis are: data collection, data condensation, data display, and conclusion drawing/verification.

4. Results & Discussion

4.1 Results

Effective communication between various stakeholders, including the Badung Regency Government as the policy maker, technical regional agencies such as the Public Works and Spatial Planning Agency, technical implementers in the field, as well as private parties such as utility providers and service users, is a crucial aspect of management. Lack of coordination and suboptimal information flow often lead to overlapping work, delays in implementation, and a lack of understanding of technical standards in the construction of underground utility networks.

In the Kuta District, effective communication has been established between the district government, village officials, and utility companies such as PLN, Telkom, PDAM, and internet providers. One tangible form of this communication is the establishment of a digital coordination group used as a medium for reporting and handling technical complaints, such as broken cables, leaning poles, or leaking pipes. Officials at the neighborhood level can directly report problems found in the field and receive a quick response from the relevant company's technical team. This mechanism facilitates cross-sector coordination and accelerates the handling of utility disruptions in the Kuta area.

Efforts at cross-company communication among utility providers have been made in the past, including bringing together all relevant parties, such as Telkom, PDAM, and others, to develop a master plan for the utility network in the Kuta area. However, this communication was not sustained and did not lead to concrete follow-up. The planned master plan has not been realized to date. This lack of coordination is one of the main factors hindering the integration of utility networks and comprehensive aesthetic improvements in the area.

The community considers the government and utility companies' responses to various complaints, such as messy cables and unsightly poles, to be slow and unresponsive. The communication that has taken place has not fully considered local cultural values. For example, cables that are installed too low often interfere with traditional activities such as *ngaben* and *ogoh-ogoh*. This shows that communication between parties is not yet sufficiently sensitive to the social and cultural context of the Balinese community, especially in traditional areas such as Kuta.

The implementation of communication in the management of the Integrated Utility Network in Kuta District has shown positive developments, particularly through the formation of a digital coordination group comprising local government officials and utility companies. This mechanism facilitates direct reporting from the community level and enables the company's technical team to respond quickly to field disturbances, such as messy cables, leaning poles, or pipe leaks.

This communication is considered effective in accelerating technical handling and minimizing disruptions to community and tourism activities. However, weaknesses in cross-sector communication continuity have also been identified. Efforts to develop a utility master plan have not been consistently pursued and have not led to tangible follow-up, resulting in stagnation in the integration of utility networks. The government and companies' responses to community complaints have been slow and insensitive to local cultural norms. The installation of utilities that disrupt traditional activities is evidence that the established

communication does not fully account for the local community's social and cultural context.

This shows that, even though the communication system has been established, its implementation still needs improvement in terms of sustainability, response speed, and understanding of local values. In implementing the Integrated Utility Network (JUT) policy in Kuta District, based on Badung Regency Regulation Number 19 of 2016, the availability and allocation of resources pose significant challenges. The basic infrastructure to support underground utilities remains limited and unevenly distributed across the region. These limitations include underground ducting channels, cable spaces, integrated drainage systems, and other supporting facilities.

From the government's perspective, budget constraints are an obstacle to the realization of comprehensive utility infrastructure development, especially in densely populated and tourist areas such as Kuta Beach. The human resources involved are also limited in terms of technical and coordination capacity at both the subdistrict and village levels. These shortcomings have resulted in a slow process of integrating utilities as mandated in the local regulation.

Based on interview results, the implementation of the Integrated Utility Network (JUT) policy in Kuta Subdistrict continues to face various resource constraints. Supporting infrastructure, particularly underground utility lines, is considered inadequate and unevenly distributed throughout the region. This condition has led to many utility networks, such as electrical cables and internet networks, still being irregularly installed above ground, disrupting the area's aesthetics and hindering a neat, integrated arrangement. Human resource support at the local level exists primarily through the active involvement of environmental and village officials in reporting problems in the field.

Strengthening technical and coordination capacities is still needed to support maximum implementation. In addition, budget constraints have slowed the development of supporting infrastructure for JUT. Awareness and commitment from utility companies to comply with the integrated system are also still low. Lack of supervision and the absence of strict sanctions for violations have further exacerbated this condition. Indigenous peoples highlight that infrastructure limitations also disrupt religious and traditional activities, so that culturally friendly utility arrangements have not been fully realized. The success of policy implementation depends heavily on the availability of resources, including infrastructure, budget, human resources, and consistently enforced regulations.

The attitude and understanding of policy implementers in Kuta District towards Badung Regency Regulation No. 19 of 2016 show a positive trend. Government officials at the subdistrict and village levels understand the importance of integrated utility network management to create an orderly, safe, and aesthetically pleasing area, especially in tourist areas such as Kuta. This is reflected in the commitment to form a coordination group between stakeholders and the active involvement of environmental officials in reporting and handling utility disturbances.

From the community's perspective, particularly that of community and traditional leaders, there is also support for this policy, as long as it is implemented seriously and respects local values. Policy implementers in Kuta Subdistrict have shown a positive attitude and compliance with the implementation of Local Regulation No. 19 of 2016. There is a strong commitment from the subdistrict to

enforce the established regulations, including coordinating with relevant parties. This support is not only administrative in nature. However, it is also demonstrated through concrete plans, such as the development of a pilot project to arrange underground utilities along 1 km of Jalan Pantai Kuta.

This reflects a good understanding of the importance of utility arrangement, especially in strategic tourism areas. The community, including community and traditional leaders, also showed full support for the local regulation. They considered this policy to be in line with the need for a more orderly and safer area. The community's support was not only moral but also accompanied by a readiness to participate directly, with a spirit of cooperation at the community level. The community also criticized the weak implementation in the field. It emphasized the need for firm government oversight and enforcement of regulations, so that the objectives of the local regulation can be fully achieved and aligned with local cultural values.

The bureaucratic structure for implementing the Integrated Utility Network (JUT) policy in Kuta District has demonstrated coordinated planning, though it is not yet fully optimal. The Kuta Subdistrict government has established a cross-sector cooperation mechanism involving village officials, subdistrict officials, and neighborhood heads, who serve as the frontline in reporting and handling utility issues. Coordination is carried out through digital media, such as integrated communication groups, which serve as informal yet effective administrative channels for accelerating technical responses.

This has resulted in coordination that is often situational and does not follow a standardized procedural framework. The absence of a clear institutional structure has also led to weak supervision, enforcement of sanctions for violations, and the development of an integrated network master plan. Therefore, there is a need to strengthen the formal bureaucratic structure, with a clear division of tasks between agencies and a permanent cross-sector coordination system. This will make administrative processes more efficient and policy implementation more focused, systematic, and sustainable.

Based on the interview results, several important supporting factors for implementing the Integrated Utility Network Management policy in Kuta District have been identified. First, there is a strong relationship and active communication among stakeholders, including the district government, village officials, and utility companies, facilitated by a digital complaint group. This speeds up the handling of field disturbance reports.

Second, a concrete plan has been designed in the form of a 1 km pilot project on Jalan Pantai Kuta as a first step in the practical implementation of the policy. Third, the community has shown a high level of awareness of the importance of utility management, both from an aesthetic and safety perspective, especially in supporting religious and traditional activities.

This acceleration aims to ensure that utility network management is carried out in accordance with targets for orderly, safe, and aesthetically pleasing area management that harmonizes with local cultural values. To explore the support and obstacles encountered, researchers conducted interviews with stakeholders directly involved, including sub-district government officials, community leaders, and traditional leaders in Kuta Sub-district.

In addition, the lack of a network capacity study has made it challenging to control utility capacity. The lack of firm action and sanctions has resulted in low compliance. At the same time, the lack of response to local cultural values and weak field supervision have also hampered the comprehensive implementation of policies.

4.2 Discussion

The following is a discussion of the implementation of the Integrated Utility Network Management policy in Kuta District based on Badung Regency Regulation Number 19 of 2016, reviewed using George C. Edward III's policy implementation theory, which covers four primary indicators: communication, resources, disposition, and bureaucratic structure, in accordance with the results of field interviews. Starting with the first indicator, communication, based on interviews with several sources, communication between stakeholders in Kuta District is active and responsive, primarily through a digital complaint group that connects environmental officials, the subdistrict, and utility companies. This mechanism facilitates the rapid detection and reporting of disruptions in the field.

Challenges are aligning technical understanding among parties, especially among utility companies that have not fully complied with the integrated system requirements under local regulations. Therefore, technical communication and regulatory socialization need to be strengthened to ensure all parties share a clear understanding of their respective roles and responsibilities in policy implementation. Resource indicators are an important element in supporting implementation. Resource aspects remain a significant obstacle. Underground utility infrastructure in the Kuta District is inadequate and unevenly distributed. Budget constraints and the lack of dedicated funding for implementing an integrated utility network also hinder the acceleration of implementation.

On the other hand, environmental officials are active, but the technical facilities and long-term planning do not match this level of activity. Utility companies are also considered to lack awareness and to be only partially involved in the integrated system. Disposition indicators, policy implementers, both from the sub-district and community leaders, show commitment and a positive attitude towards this policy. The Kuta Sub-district Government has developed a pilot project to arrange underground utilities along 1 km of Jalan Pantai Kuta, demonstrating concrete steps toward implementing the local regulation.

Indigenous communities and local leaders have also expressed their full support for the utility arrangement, as it aligns with efforts to maintain aesthetics, safety, and the smooth running of traditional activities. However, there is still criticism of the weak implementation in the field, so firmness and consistency in the application of the rules are needed. The final indicator is the bureaucratic structure. The bureaucratic structure has begun to take shape, with technical reports distributed from environmental officials to utility companies through the subdistrict. The subdistrict secretary serves as the main point of coordination for technical implementation. Supervisory institutions and monitoring and evaluation mechanisms need to be strengthened to ensure the program's sustainability.

The implementation of the Integrated Utility Network Management policy in Kuta Subdistrict is supported by several important factors that drive its effectiveness. Based on interviews with relevant parties, there is a harmonious relationship among the sub-district government, village officials, indigenous communities, and utility

companies. This facilitates coordination during implementation and the handling of technical disturbances in the field. The community demonstrates a strong understanding of the importance of utility management for safety, aesthetics, and the support of traditional activities. The spirit of cooperation is also an active form of support for the policy's implementation.

Communication between parties is active, supported by digital complaint groups that enable quick responses to reports of damage or network-related needs. The existence of Local Regulation No. 19 of 2016 provides a clear legal basis for implementing the policy. On the other hand, the sub-district government has also developed a concrete plan, implemented through a pilot project, to arrange 1 km of underground utilities along Jalan Pantai Kuta. Despite various forms of support, the implementation of the Integrated Utility Network policy in the Kuta District also faces several obstacles that slow down the arrangement process. The obstacles identified from the interviews are as follows: Utility arrangements are still focused on specific areas, such as Jalan Pantai Kuta. In contrast, the overall arrangement program has not reached most other areas.

The availability of underground infrastructure is still limited. The lack of a utility capacity study has made it challenging to manage the volume and capacity of the installed network. Some utility companies are considered inactive and do not fully understand the importance of integration in an integrated network system. This slows down technical adjustments and coordination. The absence of a clear supervisory structure and the lack of enforcement of sanctions for violations have led to policies being implemented less rigorously. In addition, the lack of response to local cultural values, such as cables that interfere with traditional ceremonies, has also been criticized by indigenous communities.

5. Conclusion

The study concludes that the sub-district government has disseminated information about the integrated utility network policy through various communication media, both directly and through digital groups. Community and environmental leaders generally support this policy, although information dissemination has not reached all levels of society equally. Some utility operators also still show low participation, so the effectiveness of implementation has not been maximized.

The role of the sub-district secretary in supporting the technical and administrative aspects of policy implementation is quite prominent. For example, the construction of a one-kilometer pilot project in the Kuta Beach area is concrete evidence of this commitment. However, the documentation of activities and the reporting system still need to be strengthened to serve as material for further evaluation. Cooperation among the sub-district government, village officials, indigenous communities, and utility providers has been facilitated through cross-sector forums and digital communication channels. Although this coordination is relatively good, utility providers' active involvement remains inconsistent, especially in post-policy implementation monitoring.

Badung Regency Regulation No. 19 of 2016 provides a clear legal basis for implementing the integrated utility network management policy. The sub-district government has demonstrated a strong institutional commitment to implementing this regulation, as evidenced by its restructuring initiatives and the active involvement of lower-level officials. However, a tiered monitoring and evaluation system and firm action against violations are still

needed to ensure that the policy is implemented consistently and sustainably.

There is a harmonious relationship between the sub-district government, village officials, indigenous communities, and utility companies. This facilitates coordination during implementation and the handling of technical disruptions in the field. The community shows a good understanding of the importance of utility arrangements for safety, aesthetics, and the support of traditional activities. The spirit of cooperation is also an active form of support for policy implementation. Communication between parties is active, supported by digital complaint groups that enable quick responses to reports of damage or network-related needs.

Utility arrangements are still focused on specific areas, such as Jalan Pantai Kuta, while a comprehensive program has not touched most other areas. The availability of underground infrastructure is still limited. The lack of a utility capacity study has made it challenging to manage the volume and capacity of the installed network. Lack of involvement and awareness of utility companies. Some utility companies are considered to be inactive and do not fully understand the importance of integration in an integrated network system. This slows down technical adjustments and coordination.

Based on the research findings, the following recommendations can be made to improve the implementation effectiveness of the integrated utility network policy. The sub-district government is advised to expand outreach to the community through collaboration with village officials, digital media, and traditional forums to increase collective awareness. The government needs to develop a phased strategic plan to expand policy implementation beyond the pilot project zone, taking into account the area's capacity and characteristics. The collective commitment of network providers is essential. Regular coordination forums can serve as a platform to standardize implementation and monitor each party's contributions. Local governments are advised to establish special technical units to oversee implementation and impose sanctions for violations. Digital-based reporting systems need to be optimized so that the community can easily submit complaints.

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