



Spatial Planning Utilization Policy by the Banda Aceh City Government in the Development of the Waterfront City Area at Seuramoe Krueng Aceh Park

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Abstract

The spatial utilization policy of Banda Aceh City, as stipulated in Qanun Number 2 of 2018 concerning the Amendment to Qanun Number 4 of 2009 on the Spatial Plan of Banda Aceh City for 2009–2029, directs the rehabilitation and revitalization of the old city center through the development of a Waterfront City area. One manifestation of this development is Taman Seuramoe Krueng Aceh. However, its implementation indicates that the management of the park has not yet been carried out optimally. This study aims to explain the implementation of the spatial utilization policy of Banda Aceh City by the Government in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh and to identify the constraints encountered. This study employed a qualitative method, with data collected through observation, interviews, and documentation. The findings indicate that the policy has been implemented in accordance with the established objectives through planning, program implementation, and decision-making through inter-agency coordination. The policy has contributed to the expansion of public space, increased social and economic activities among the community, and improved environmental quality. However, several constraints remain, including the absence of an officially designated agency responsible for park management, damaged and missing facilities, unclear regulation of traders' activities, limited promotion, and insufficient operational and maintenance funding. This study indicates the need for clear institutional arrangements, strengthened management and maintenance, and adequate budgetary support to ensure that the park can function optimally and sustainably as a public space within the development of the Waterfront City.

Keywords: Policy, Spatial Utilization, Waterfront City, Public Space, Banda Aceh City

Introduction

Government policies in development implementation play an important role in directing the utilization of resources and space to meet community needs and achieve regional development objectives (Perdana et al., 2025; Lubis et al., 2025; Bardal et al., 2021). One form of such policy is spatial planning policy, which serves as a government instrument for directing regional development so that it proceeds in a planned, integrated, and sustainable manner (Liu et al., 2021). Law Number 26 of 2007 concerning Spatial Planning stipulates that spatial planning encompasses spatial planning, space utilization, and space utilization control as part of efforts to create safe, comfortable, productive, and sustainable spatial areas. In the regional context, spatial



utilization policy has become increasingly important because local governments have the authority to direct regional development in accordance with the characteristics and needs of their respective areas (Kusriyah, 2023).

Previous studies have shown that the success of a policy is determined not only by the quality of its formulation but also by its implementation. A well-designed policy does not necessarily produce optimal benefits if its implementation is not carried out effectively (Ponto et al., 2016:36). Spatial utilization policy is related to the management of community activities, the direction of regional development, and the utilization of space so that these can be carried out optimally and efficiently (Arlina, 2014:3). Meanwhile, the Waterfront City concept views waterfront areas as an important part of urban development that can support social, economic, environmental, and recreational functions. Waterfront City development can be directed toward creating attractive areas for communities and tourists while providing opportunities for the development of local economic activities (Septiyana, 2022:2).

Although spatial planning policies have provided directions for the development of Waterfront City areas, their implementation does not always proceed in accordance with the established objectives. This condition can be observed in the development of the Waterfront City area in Banda Aceh City, particularly at Taman Seuramoe Krueng Aceh. Qanun of Banda Aceh City Number 2 of 2018 concerning Amendments to Qanun of Banda Aceh City Number 4 of 2009 concerning the Spatial Plan of Banda Aceh City for 2009–2029 establishes the development of Water Front City as part of the first priority for strategic city areas. The Qanun also stipulates that directions for space utilization constitute efforts to realize the spatial structure, spatial pattern, and strategic areas that have been planned. Taman Seuramoe Krueng Aceh is one form of development of the old city center area, utilizing the former Peunayong Fish Market area around the Krueng Aceh River. However, based on initial observations, the function of the park as a public space and as an area capable of supporting economic and social activities as well as environmental quality has not yet been fully realized. The relatively low level of activity in the area, inconsistent economic activities, limitations in several facilities, buildings that have not been optimally utilized, as well as issues related to cleanliness and maintenance indicate a gap between the policy objectives and the conditions of its implementation.

Based on these problems, this study aims to analyze the spatial utilization policy implemented by the Banda Aceh City Government in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh and to identify the constraints encountered. Specifically, this study examines how the objectives, plans, programs, decisions, and impacts of the policy are realized in the implementation of the area's development. This study is expected to provide an overview of the implementation of spatial utilization policy and the various constraints that affect the optimization of Taman Seuramoe Krueng Aceh as part of the Waterfront City development in Banda Aceh City.

This study employs a qualitative approach with a descriptive research design. Data were obtained through observation, interviews, and documentation. Observations were conducted to examine the physical condition of the area, facilities, community and trader activities, as well as the utilization and management of space at Taman Seuramoe Krueng Aceh. Interviews were conducted with the Banda Aceh City Government and relevant parties to obtain information regarding the objectives, plans, programs, decisions, implementation, and impacts of the policy. Documentation was used as supporting data for the study. The data were analyzed based on Said Zainal Abidin's policy indicators, namely the existence of objectives, plans, programs, decisions, and impacts. The analysis was further strengthened through source and technique triangulation to obtain a more comprehensive understanding of policy implementation.

This study is important because Waterfront City development is not only concerned with the physical development of an area but also with how the developed space can be managed and utilized sustainably. The study of Taman Seuramoe Krueng Aceh is expected to provide an understanding of the alignment between spatial utilization policy and its implementation at the area level. The findings are also expected to contribute to the field of Government Studies, particularly in understanding the implementation of local government policies in the management of public spaces. In addition, this study may serve as a consideration for the Banda Aceh City Government in strengthening the management, maintenance, institutional

coordination, facility utilization, economic activities, and sustainability of Taman Seuramoe Krueng Aceh as part of Waterfront City development.

In this study, spatial utilization policy is defined as a government policy that directs and regulates the utilization of space in accordance with an established spatial plan. Waterfront City is defined as a concept of urban area development that utilizes waterfront areas as part of the city's structure and activities while considering social, economic, environmental, and recreational functions. Taman Seuramoe Krueng Aceh is defined as a public space located in the Peunayong area and resulting from the revitalization of the former Peunayong Fish Market area, which was developed as part of the Waterfront City area along the Krueng Aceh River. Meanwhile, policy implementation in this study refers to the process of implementing spatial utilization policy through the objectives, plans, programs, decisions, and impacts resulting from the development of the area.

This article consists of several sections. The first section is the introduction, which explains the background, literature review, research gaps, research objectives, research methods, significance of the study, conceptual definitions, and the organization of the article. The next section discusses the literature review, which presents the relevant concepts and theories. The following section describes the research methods used in this study. Subsequently, the results and discussion section constitutes the main part of the article and presents the research findings concerning spatial utilization policy in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh. The discussion is organized based on five theoretical indicators proposed by Said Zainal Abidin, namely the existence of objectives, plans, programs, decisions, and impacts. The concluding section presents a summary of the research findings based on the discussion, followed by recommendations formulated on the basis of the research findings.

Literature Review

Public policy is an important area of study in government administration because it is concerned with government actions in responding to public problems and addressing community needs. Policy is not merely understood as a decision, but also encompasses a series of actions directed toward achieving particular objectives. Public policy involves a process of identifying problems, formulating and making decisions, and implementing actions that may generate impacts on society (Wibowo, 2018:16). In line with this perspective, Lasswell and Kaplan, as cited in Andyani (2020:15), view policy as a means of achieving objectives related to goals, values, and practices. In the implementation of public policy, Said Zainal Abidin, as cited in Aditama (2018:24), argues that policy success can be assessed through five elements, namely:

Every policy must have clear and measurable objectives, namely the intended outcomes to be achieved through a series of agreed-upon actions. These objectives provide direction and serve as the basis for subsequent stages of the policy process, including planning, implementation, and evaluation. The objectives established should be realistic, relevant to community needs, and capable of serving as benchmarks for assessing policy success.

A plan refers to a systematic strategy or approach designed to achieve policy objectives. It includes operational steps, the resources required, the implementation schedule, and the methods to be employed. Comprehensive planning makes a policy more structured and provides a clear direction, thereby reducing the risk of failure during implementation.

A program represents the concrete implementation of a policy plan in the form of actual activities that have been approved and authorized. It constitutes a manifestation of the plan translated into operational actions to be carried out by policy implementers. Without effective programs, the objectives formulated at the initial stage cannot be achieved properly.

A decision refers to an action taken by policymakers to establish objectives, adjust plans, and implement and evaluate existing programs. Decisions are important because they provide the legal and administrative basis for public policy. Such actions include approving regulations, allocating budgets, selecting implementation strategies, and making other strategic decisions that influence the overall course of policy implementation.

Impacts refer to the effects or outcomes that emerge after a program has been implemented in society. The effectiveness of a policy can be assessed by examining the extent to which its impacts correspond to the initial policy objectives. These impacts may be positive, such as

improvements in community welfare or the resolution of social problems, but may also include unintended consequences that need to be considered in policy evaluation. These five elements are important for examining the relationship between policy direction, implementation processes, and the outcomes generated in society.

In the study of urban area development, various approaches can be employed to understand spatial utilization and Waterfront City development, including spatial planning, public open-space, and public policy approaches. The spatial planning approach emphasizes the suitability of spatial functions and utilization, whereas the Waterfront City approach views waterfront areas as spaces capable of integrating social, economic, environmental, and community activity functions. Studies on Waterfront City also indicate that aspects such as the availability of facilities, safety, comfort, and cleanliness can be used to assess the quality of an area as a public open space. In this study, the approach employed is Said Zainal Abidin's public policy theory, which consists of five indicators: objectives, plans, programs, decisions, and impacts. These five indicators are adapted to the research context to examine the implementation of the Banda Aceh City Government's spatial utilization policy in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh.

Said Zainal Abidin's theory positions policy as a series of processes that do not stop at the establishment of a decision but also encompass the objectives to be achieved, the means of achieving them, the programs to be implemented, the decisions that serve as the basis for action, and the impacts generated. In sources discussing Abidin's ideas, objectives are understood as the outcomes to be achieved, plans as the means or methods for achieving those objectives, programs as approved courses of action, decisions as actions taken to establish and adjust policies, and impacts as the effects that emerge in society. This framework was selected for this study because it enables policy to be examined sequentially, from the intended direction to the consequences arising after implementation. Its application in previous studies also demonstrates that these policy elements can be adapted to the context of the issues under investigation, including the implementation of government programs and area development. Accordingly, this approach is used not merely to identify the existence of a policy but also to understand how a policy is translated into actions and outcomes within a particular area.

Theoretically, these five elements form an interconnected system. Objectives provide direction for planning, plans serve as the basis for developing programs, programs require decisions as the basis for implementation, and the overall process generates impacts that can be used to assess the extent to which implementation corresponds to policy objectives. Said Zainal Abidin's public policy theory also places objectives, plans, programs, decisions, and impacts as components of policy content, allowing policy to serve as an analytical framework for understanding the process of government administration. Therefore, this theory, as the formal object of analysis, can be used to examine the material object, namely spatial utilization policy in the development of a Waterfront City area. Through this framework, the study examines whether the objectives of area development have been clearly formulated, how plans have been developed, what programs have been implemented, how decisions have been made, and what impacts have emerged in relation to spatial utilization and the community at Taman Seuramoe Krueng Aceh.

The material object of this study is the spatial utilization policy implemented by the Banda Aceh City Government in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh. Waterfront City refers to a concept of urban area development located along a waterfront. In this study, such development is associated with the Banda Aceh City Government's efforts to rehabilitate and revitalize the old city center through Waterfront City development, as directed by Qanun Number 2 of 2018 concerning the Spatial Plan of Banda Aceh City for 2009–2029. Taman Seuramoe Krueng Aceh represents one form of this development because it was constructed on the former Peunayong Fish Market site located around the Krueng Aceh River. The area is intended to function as a public space that supports social, economic, environmental, and community activities. Waterfront development can also connect spatial utilization with community needs for public spaces while enhancing the natural value of the area.

In this study, Taman Seuramoe Krueng Aceh represents part of the transformation of an area that previously functioned as the Peunayong Fish Market into a public space along the Krueng Aceh River. The development of the area is not limited to physical construction but is also

intended to facilitate social interaction, economic activities, green open space, and an area that offers recreational attractions for the community. The Banda Aceh City Government expects the park to strengthen local economic activities, increase social interaction, provide a comfortable and safe public space, and support the development of water-based tourism along the Krueng Aceh River. However, following its construction, several management issues remain, including the absence of a formally designated local government agency (OPD) specifically responsible for the park, damaged and missing facilities, unclear regulation of traders' activities, limited promotion, and insufficient operational and maintenance funding. These conditions indicate that the success of area development is determined not only by physical construction but also by the sustainability of management and policy implementation after the area has been developed.

Previous studies on Waterfront City have examined various aspects of the subject. Rosi Lidya Safitri (2022), in a study entitled "Priorities for the Development of Waterfront City Facilities and Infrastructure along the Siak River in Pesisir Subdistrict, Lima Puluh District, Pekanbaru," examined the priorities for developing Waterfront City facilities and infrastructure along the Siak River, with particular attention to existing conditions and infrastructure development priorities. Meanwhile, Vina Octavira (2021), in a study entitled "Spatial Function Utilization Policy in the Peunayong Area of Banda Aceh City," examined the policy governing the utilization of spatial functions in the Peunayong area of Banda Aceh City, particularly the implementation of government policies concerning spatial utilization and area development as a center for tourism and Waterfront City development. Furthermore, Kurniawan Fery Arianto and Suci Megawati (2025), in their study entitled "Waterfront City Development as a Form of Policy Implementation of the Spatial Plan in Bulak District, Surabaya City," examined Waterfront City development as a form of spatial planning policy implementation in Bulak District, Surabaya City, focusing on development implementation and various challenges in policy implementation.

In contrast to these previous studies, the present study specifically examines the implementation of spatial utilization policy in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh using the five indicators proposed by Said Zainal Abidin, while also identifying the constraints encountered during implementation. Thus, this study does not merely examine physical aspects, spatial functions, or area development, but connects policy objectives, plans, programs, decisions, and impacts with the management conditions of the area after its development. This focus is important for providing an understanding of the extent to which spatial utilization policy can be realized sustainably through public-space management that is clearly structured, well-coordinated, and aligned with the objectives of Waterfront City development.

Methods

Research Design

This study employs a qualitative research design. Qualitative research is an approach used to explore and understand a central phenomenon. To gain an understanding of the phenomenon, researchers may conduct interviews with research participants by asking relevant questions. The information provided by participants is then collected and analyzed, generally in the form of words or text (Creswell, 2016). This approach was selected because the study aims to examine and explain how the spatial utilization policy implemented by the Banda Aceh City Government is carried out in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh. The study focuses on understanding the phenomenon based on information obtained from informants and conditions directly observed in the field.

Data Sources

The data sources in this study consist of primary and secondary data. Primary data were obtained through direct observation and interviews with informants who possess knowledge of or involvement in the implementation of policies at Taman Seuramoe Krueng Aceh. Secondary data were obtained from books, articles, scientific journals, and internet-based publications related to the spatial utilization policy implemented by the Banda Aceh City Government in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh.

Instrument

The primary instrument in this qualitative study is the researcher, supported by interview guides, observation guides, and documentation. The interview guide was used to direct the semi-structured interviews so that the information obtained remained relevant to the research focus. The observation guide was used to examine the physical condition of the area, facilities, community and trader activities, as well as the management and utilization of space. Documentation was used as supporting data in the form of photographs of the area, research activities, and relevant documents concerning spatial utilization policy and Waterfront City development. The use of the researcher as the key instrument, together with interviews, observations, and documents, is consistent with common characteristics of qualitative research.

Data Collection

Data collection in this study was conducted through observation, interviews, and documentation. Observations were conducted directly at Taman Seuramoe Krueng Aceh to examine the physical condition of the area, facilities, community and trader activities, as well as the management and utilization of space. Observation aimed to obtain an accurate representation of actual conditions in the field as complementary research data. Semi-structured interviews were conducted with informants who possess knowledge of and involvement in the implementation of spatial utilization policy, including representatives of the Banda Aceh City Government, the Peunayong Village Government, and other relevant parties. The interviews were conducted to obtain information concerning policy objectives, planning, programs, decision-making, impacts, and implementation constraints. Documentation was used as supporting data in the form of photographs of the area, research activities, and documents related to spatial utilization policy and Waterfront City development. These three techniques were employed complementarily to strengthen data credibility through triangulation. Semi-structured interviews are particularly useful in qualitative research because they provide predetermined areas of inquiry while allowing researchers to follow up on relevant information emerging from participants' responses.

Data Analysis

Data analysis was conducted through data reduction, data presentation, and conclusion drawing. During the data reduction stage, the researcher simplified and summarized the data collected during the research process. In the data presentation stage, the researcher organized and categorized the information according to the research requirements to prevent different types of data from becoming mixed and to make the information easier to present and understand. During the conclusion-drawing stage, the researcher formulated conclusions by comparing the statements provided by research subjects with their underlying meanings, thereby ensuring that the resulting interpretation corresponded to the phenomena observed at the research site.

The research findings were analyzed using Said Zainal Abidin's public policy theory, as cited in Aditama (2018:24), which consists of five indicators: objectives, plans, programs, decisions, and impacts. Said Zainal Abidin's framework identifies objectives, plans, programs, decisions, and impacts as elements of policy and therefore provides a framework for examining the policy process from its intended direction to its consequences. The objective indicator was used to analyze the clarity of the direction and targets of the spatial utilization policy in the development of Taman Seuramoe Krueng Aceh. The plan indicator was used to analyze the planning, strategies, and steps formulated by the government in the utilization and development of the area. The program indicator was used to identify various activities implemented as concrete manifestations of the policy, including area development, facility provision, environmental management, and the development of economic and social activities. The decision indicator was used to analyze government policies, actions, and decision-making processes related to area development, as well as coordination among the institutions involved. Meanwhile, the impact indicator was used to analyze the outcomes or changes emerging after policy implementation, both in terms of the physical condition of the area and its environment, as well as community activities and social and economic aspects.

The accuracy and credibility of the data were strengthened through technique triangulation by comparing information obtained from observations, interviews, and documentation. The use of multiple data collection techniques enabled the researcher to cross-check the information

obtained, thereby ensuring that the data used in the analysis more closely reflected the conditions identified in the field. In addition, the researcher compared various sources of information obtained throughout the research process to strengthen the interpretation and identify the consistency between information provided by research subjects and the phenomena observed at the research site. The use of multiple sources and techniques is consistent with qualitative research practices that emphasize the examination of phenomena through interviews, observations, and documentary evidence.

Through this analytical process, the study does not merely describe the conditions of the area but seeks to explain how spatial utilization policy is translated into the development of Taman Seuramoe Krueng Aceh as a Waterfront City area. The five policy indicators are used to trace the relationship between the objectives established, the planning process, the programs implemented, the decisions made, and the resulting impacts. The comparison of information obtained throughout the research process strengthens the interpretation and helps identify gaps between the policies and plans established by the government and their implementation in the field.

Findings

Based on the research conducted in Banda Aceh City, various findings were obtained from data collected through interviews, observations, and documentation. The data obtained from these different sources were subsequently analyzed and organized according to the research focus, providing an overview of the conditions and implementation of the policy under investigation (Figure 1).

Implementation of the Banda Aceh City Spatial Planning Utilization Policy in the Development of the Waterfront City Area at Seuramoe Krueng Aceh Park

The development of the area under the Waterfront City concept was carried out because this location lies on the banks of the Krueng Aceh River, which is expected to boost economic development in accordance with the spatial utilization that has been established. In addition to serving as an effort to optimize spatial function, the development of the Seuramoe Krueng Aceh Park area under the Waterfront City concept is also directed toward creating a public space that is of high quality, beneficial, and sustainable. Area organization is oriented toward aesthetics and enhanced tourism appeal, while also maintaining a balance of social, economic, and environmental functions. Thus, the area becomes not only a beautiful and attractive place to visit, but is also able to support community activity and preserve urban environmental sustainability. This approach aligns with spatial planning principles that emphasize a balance between economic development, community social needs, and environmental preservation (Jasman, et al, 2023).

The existence of Seuramoe Krueng Aceh Park gives the area strategic value in supporting community economic, social, and cultural activity, as well as the presence of public space in the city center. On the other hand, this park also plays an important role in supporting the development of an urban area based on the waterfront city concept, namely the utilization of riverside areas as open public spaces with aesthetic, recreational, and tourism value. With its strategic location and attractively designed layout, this park is expected to become one of the iconic public spaces that strengthens the city's identity and improves the quality of the urban environment. Thus, the implementation of the spatial utilization policy in this area reflects the Banda Aceh City Government's effort in realizing regional development planning that leverages local potential to create a productive, well-organized, and competitive old city center.

1. The Existence of Objectives

The implementation of the spatial utilization policy is carried out to achieve established objectives. The existence of objectives serves as a guide in every process of planning, implementation, and supervision. With clear objectives, a policy is not merely administrative in nature but has a measurable picture of the outcomes to be achieved (Kumayas, et al, 2020:2). The policy's objectives are directed toward realizing well-organized, sustainable spatial planning that provides benefits for the community. One form of this implementation is organizing the riverside area as the face of the city (Dinas PUPR, 2020).

With a location on the banks of the Krueng Aceh River, development was carried out with the aim of organizing the river as the face of the city, in an area previously known as a slum and neglected zone due to its history as the former Peunayong fish market. With this policy, the area is no longer viewed as a slum, as it has become an area with aesthetic value that serves the public. This was conveyed by the Head of the Development Planning, Infrastructure, and Regional Development Division of the Banda Aceh City Regional Development Planning Agency, Ms. Elvi Zulfiani Meutia, ST, M.Eng, Sc, in an interview, as follows:

“There are objectives of the Banda Aceh City spatial utilization policy to be achieved by Bappeda Kota Banda Aceh in developing the waterfront city area along the Krueng Aceh River, particularly at Seuramoe Krueng Aceh Park. One of the main objectives is to organize the river as the face of the city, so that the riverbank area is no longer viewed as a backyard or neglected area, but instead becomes a strategic space with aesthetic value and public function. This development also reflects the regional government's hope of making the Krueng Aceh River more beautiful, well-organized, and attractive, while also functioning as a space for recreation, social interaction, and support for economic activity within the framework of waterfront city area development” (Interview, 27 January 2026).

Based on the statement above, it is explained that the Banda Aceh City spatial utilization policy in developing the Waterfront City area along the Krueng Aceh River, particularly at Seuramoe Krueng Aceh Park, demonstrates clear and well-directed objectives as a key indicator of policy implementation. The objective of organizing the river as the face of the city reflects a developmental shift from treating the riverbank area as a neglected backyard zone toward making it a strategic space with aesthetic, social, and economic value.

The construction of a park directly integrated with the Krueng Aceh River demonstrates the government's concrete effort to make the river an element that can be utilized, so that it functions not merely as a water channel but also as a public space that generates economic activity, social interaction, and fulfillment of green open space. Thus, this policy focuses not only on physical organization, but also on realizing a measurable direction of development aimed at improving environmental quality and strengthening the city's identity through the optimization of the riverside area's function. This aligns with the statement conveyed by the Keuchik (village head) of Gampong Peunayong, Mr. Sharifuddin Adi, in an interview, as follows:

“The objective of the spatial utilization policy under the Waterfront City concept is already fairly sound, as it has been able to transform a previously disorganized area into a public space in the form of a park located on the banks of the Krueng Aceh River. The construction of this park demonstrates the government's effort in utilizing the waterfront area to drive social and economic activity, as well as to provide green open space. In addition, the waterfront city concept indeed emphasizes the utilization of waterfront areas as tourism areas that can support the sustainability of urban development. Accordingly, this area needs to be utilized optimally in line with the planning so that it can support the sustainability of the tourism area and provide benefits for the community” (Interview, 09 March 2026).

Based on the interviews above, overall, the implementation of the spatial utilization policy certainly has objectives to be achieved, namely organizing the area as the face of the city, utilizing space, giving the space aesthetic, social, and economic value, and creating a clean, healthy, comfortable, and high-quality public space environment. In public policy theory according to Said Zainal Abidin, the objectives indicator aligns with its definition, in that policy objectives are formulated as a key, clear, and well-directed component of public policy that guides the entire series of policy actions and is relevant to community needs in urban development, thereby serving as a benchmark for the success of the policy's implementation at every stage of public policy planning, implementation, and evaluation.

2. The Existence of a Plan

In the implementation of the spatial utilization policy, the existence of a plan is a central element in the process of policymaking and implementation. Planning is the systematic strategy and method designed to achieve policy objectives effectively and efficiently. The existence of a plan in this regard is not merely a matter of formulating general policy objectives, but constitutes a systematic strategy designed to translate the spatial vision contained in the Qanun on the

Regional Spatial Plan (RTRW) of Banda Aceh City for 2009–2029 into concrete practice in the field.

Planning was carried out with attention to all aspects, from economic, social, and cultural to environmental and urban spatial aspects, reviewed comprehensively so that the development of the Peunayong area could proceed in harmony with the area's character and the city's development objectives. Planning was prepared meticulously by reviewing the suitability of area designation, spatial function, and the direction of its development. Every development plan was examined for its conformity with the provisions of the RTRW, so as not to give rise to deviations in spatial utilization. This process involved various parties and relevant regional apparatus organizations (OPD) to ensure that park construction genuinely supports the objectives of the city's spatial organization. This was conveyed by the Head of Subdivision for Facilitating the Preparation of Development Programs, Regional Secretariat of Banda Aceh City, Mr. Hery Syahputra, S.E, in an interview, as follows:

“The planning prepared by the Banda Aceh City Government in developing Seuramoe Krueng Aceh Park as a Waterfront City area was carried out through systematic stages based on technical studies. Prior to the implementation of construction, the city government, together with technical personnel, first conducted a feasibility study throughout the Peunayong area, including the location planned to become the park. This study aimed to assess the feasibility of the area from physical, spatial, environmental, and social aspects, as well as its potential for development as a riverside-based public space. This makes the planning process integrated, well-directed, and sustainable, enabling the realization of a functional and representative waterfront area that provides optimal benefit for the people of Banda Aceh City” (Interview, 03 February 2026).

Based on the interview above, it is explained that the planning for the development of Seuramoe Krueng Aceh Park as part of the Waterfront City was carried out systematically, beginning with a comprehensive feasibility study throughout the Peunayong area to assess physical, spatial, environmental, social, and riverside public space potential aspects, so that the planning process was not unilateral but integrated and sustainable.

Planning in the development of the Waterfront City area is guided by established spatial planning documents, namely the Regional Spatial Plan (RTRW) and the Detailed Spatial Plan (RDTR). The Public Works and Spatial Planning Agency (Dinas PUPR) prepared a Building and Environmental Plan (RTBL) as a more detailed technical guide for area development. This RTBL sets out in detail the area planning, environmental organization, building placement, and the character of the space to be developed. Planning is thus carried out in accordance with the available documents. This was conveyed by the Head of the Spatial Utilization Control Section, Banda Aceh City Public Works and Spatial Planning Agency, Ms. Kiki Setiawati, ST, in an interview, as follows:

“The Dinas PUPR prepared a technical plan for the development and organization of the Waterfront City area in Peunayong based on established spatial planning documents, namely the RTRW and RDTR. Once these two documents were available, the Dinas PUPR then prepared a Building and Environmental Plan (RTBL) as a more detailed technical guide for area development. This RTBL sets out in detail the area planning, environmental organization, building placement, and the character of the space to be developed. The Dinas PUPR also planned the construction implementation schedule through to completion. Aspects of comfort and safety for space users were also given attention, among others through the provision of a safe and well-organized pedestrian path so that pedestrians feel comfortable and are not disturbed by other activities. All planning must be clear and well-structured to reduce the impact or risk of development” (Interview, 22 January 2026).

Based on the explanation above, it is explained that the Dinas PUPR has prepared a technical plan for the development and organization of the Waterfront City area in Peunayong based on spatial planning documents such as the RTRW and RDTR, then elaborated it through the Building and Environmental Plan (RTBL), which regulates the development plan in detail.

Based on the interviews above, overall, the implementation of the spatial utilization policy certainly has plans to be achieved, namely determining the area designation plan, the direction of development, the conformity of the plan with the policy, conducting a feasibility study that

serves as the basis for preparing the development plan, and planning focused on improving environmental quality. In public policy theory according to Said Zainal Abidin, the plan indicator aligns with its definition, in that planning is carried out systematically with operational steps, clear objectives, and the integration of strategic and technical aspects—constituting the systematic strategy and method designed to achieve policy objectives, encompassing operational steps, resources, schedule, and implementation method, so that the policy becomes more structured and clearly directed, thereby reducing the risk of implementation failure.

3. The Existence of a Program

A program within public policy is a series of activities systematically and integratively designed to translate a policy from the planning level into concrete action carried out in the field. A program consists of a series of activities that have particular objectives, procedures, budgets, and implementation schedules, and aims to achieve the previously established policy objectives. As an important element in the policy cycle, a program functions as an operational instrument containing the concrete steps that must be carried out by policy implementers so that the policy's strategic objectives can be realized in the form of measurable and significant outcomes. Without an effective and well-planned program, a policy becomes merely a statement or plan without concrete evidence of implementation within society (Pramono, 2020).

A program related to the physical organization of the area is also a program that needs to be carried out in order to align with the park's needs and the planned spatial function, so as to maintain the park's quality in terms of cleanliness, safety, and comfort. It is hoped that the park can thereby be well maintained and continue to function optimally as a public space in accordance with the concept that has been planned. This was conveyed by the Head of the Spatial Utilization Control Section, Banda Aceh City Public Works and Spatial Planning Agency, Ms. Kiki Setiawati, ST, in an interview, as follows:

“The programs implemented to date by the Dinas PUPR related to the development of Seuramoe Krueng Aceh Park include several activities for the physical organization of the area. One of the main programs is the organization of the pedestrian pathway to enhance the comfort and safety of pedestrians using the park area. In addition, the Dinas PUPR has also cleaned the drainage channels around the park area, including repairing and maintaining the drainage system, as an effort to prevent flooding and to maintain environmental quality. These programs aim to support the park's function as a well-organized, safe, and comfortable public space, while also supporting the sustainable development of the Waterfront City area concept” (Interview, 22 January 2026).

Based on the interview above, it is explained that the Dinas PUPR has implemented various physical programs for the development of Seuramoe Krueng Aceh Park that support the Waterfront City concept in Banda Aceh City. The main objective of implementing these programs is to support the park's function as a well-organized, safe, and comfortable public space while also supporting the sustainability of the area's development by improving the quality of space for the community.

In managing the park's environment and cleanliness, a program involving the community through the provision of education is also needed, aimed at raising visitors' awareness of the importance of maintaining the quality of the public space environment, so that the park can be utilized sustainably and remain comfortable for the entire community. This was conveyed by the Head of the Waste and Hazardous Waste Management Division, Banda Aceh City Environmental, Sanitation, and Beautification Agency, Mr. Asnawi Z, S.T., M.Si, in an interview, as follows:

“The programs implemented by the DLHK3 related to environmental management and cleanliness at Seuramoe Krueng Aceh Park are adjusted to the available facilities and infrastructure. One form of program carried out is the delivery of education to the surrounding community to not litter in the area. In addition, DLHK3 also carries out direct outreach programs to the park area using an operational vehicle equipped with a loudspeaker to convey appeals to visitors not to pollute the environment around Seuramoe Krueng Aceh Park. Furthermore, 'waste-sorting bins' have been placed so that visitors understand the education associated with the presence of these bins. These programs aim to raise community awareness in maintaining the cleanliness and quality of the public space environment, so that the park can be utilized optimally and sustainably” (Interview, 09 March 2026).

Based on this explanation, it is explained that the DLHK3 has implemented various environmental management and cleanliness programs at Seuramoe Krueng Aceh Park adjusted to the available facilities and infrastructure. The main objective of these programs is to raise community awareness and participation in maintaining the cleanliness and quality of the public space environment, so that the park can be utilized optimally and sustainably as a clean and comfortable open space for all parties.

Based on the interviews above, overall, the implementation of the spatial utilization policy has programs that have been and will be implemented, namely the physical organization of the area, delivering education to the surrounding community to not litter in the area, conducting direct outreach programs to the park area using an operational vehicle, and providing 'waste-sorting bins.' In public policy theory according to Said Zainal Abidin, the program indicator aligns with its definition, in that a program within public policy is a set of concrete, systematic, and integrated activities designed by one or several government institutions to translate the policy's objectives and plans into operational action in order to achieve the desired outcome. Therefore, the programs implemented represent the concrete manifestation of the approved policy's implementation to achieve the policy's objectives and ensure that the policy's initial objectives are not merely planned but genuinely realized through a structured program.

4. The Existence of a Decision

The existence of a decision in public policy is not merely an administrative step, but also the manifestation of a formally binding strategic choice that affects the course of the overall policy, including the setting of objectives, adjustment of plans, selection of implementation strategy, and the legal and administrative basis that supports its implementation. The function of a decision is very important because it is the point at which policy formulation turns into operational action, taking into account various applicable technical considerations, so that the decisions taken will determine the course of implementation, resource allocation, and ultimately, the outcomes the public policy seeks to achieve (Ravyansah, et al, 2022).

As an area that was formerly the Peunayong fish market before being developed into a park, decision-making was carried out through a coordination meeting together with the relevant agencies to discuss the policy designed by the City Government. This was conveyed by the Head of Subdivision for Facilitating the Preparation of Development Programs, Regional Secretariat of Banda Aceh City, Mr. Hery Syahputra, S.E, in an interview, as follows:

"The decision-making process regarding the conversion of the Peunayong Fish Market into a park was carried out through several stages involving several parties. The initial stage began with a coordination meeting together with the relevant agencies to discuss the policy designed by the City Government. Discussion was held regarding the urgency of organizing the area, the objectives of the conversion, and the potential social and economic impacts that might arise. Subsequently, a feasibility study was conducted on the area to assess its potential, existing condition, and the suitability of the location if converted into an open public space. This study covered various considerations, such as spatial planning, environmental, social, and community-need aspects. After going through this study and consideration stage, the government then coordinated again with the involved agencies to prepare the technical development plan. Thus, this conversion decision was not taken unilaterally, but through a process of discussion and joint decision-making among the agencies" (Interview, 03 February 2026).

Based on the statement above, it is explained that decision-making was carried out effectively and well through a systematic, structured, and planned process together with the involved agencies, so that decisions were produced through coordination and joint agreement among the agencies involved. Thus, no single agency acted unilaterally in its own interest, as all was carried out in coordination with the involved agencies.

Furthermore, the decision-making by the Banda Aceh City Government in establishing Seuramoe Krueng Aceh Park as part of the Waterfront City area was carried out in a coordinated manner through a joint meeting mechanism involving the relevant Regional Apparatus Organizations (OPD). This was conveyed by the Head of the Development Planning, Infrastructure, and Regional Development Division, Banda Aceh City Regional Development Planning Agency, Ms. Elvi Zulfiani Meutia, ST, M.Eng, Sc, in an interview, as follows:

“The decision-making process of the Banda Aceh City Government in establishing Seuramoe Krueng Aceh Park as part of the Waterfront City area was carried out collectively and in a coordinated manner through a joint meeting mechanism involving Bappeda and the relevant Regional Apparatus Organizations (OPD). Through this coordination forum, discussion was held on the substance of the planning, adjustment to field conditions and needs, and alignment with applicable regional planning documents, so that the decisions taken were not merely administrative in nature but also took into account technical aspects, the area's factual conditions, and the readiness of regional apparatus in supporting the integrated and realistic implementation of Waterfront City development” (Interview, 27 January 2026).

Based on this interview, it is explained that decision-making was carried out through a process of coordination among regional government agencies. In this process, the various OPDs coordinated with one another so that the decisions taken could take into account planning aspects, field conditions, and conformity with applicable regional planning documents. With this coordination, the resulting policy is expected to support the development of the Krueng Aceh riverside area as a public space and part of the Waterfront City development concept.

Based on the interviews above, overall, the implementation of the spatial utilization policy went through a decision-making process that was not taken unilaterally alone, but the relevant Regional Apparatus Organizations (OPD) were also involved in the decision-making. In public policy theory according to Said Zainal Abidin, the decision indicator aligns with its definition, in that this reflects the decision-making process, since public policy is essentially a decision or series of decisions made by the government or authorized parties to set objectives, select implementation alternatives, and determine implementation strategies in order to achieve particular objectives and address public problems in a coordinated manner. The involvement of various OPDs demonstrates a collective rather than unilateral decision-making process, so that the decisions become the legal and administrative foundation for the effective and accountable implementation of the spatial policy.

5. Impact

The impact that emerges after a policy is implemented is an important part of assessing policy effectiveness, whereby the success of a program is judged not only by its implementation but by the real results consistent with its initial objectives. The resulting impact may be in the form of positive benefits, losses, or consequences, so a comprehensive evaluation of that impact is highly necessary to determine whether the policy is effective and needs to be maintained, improved, or discontinued.

The implementation of the Banda Aceh City Spatial Planning Utilization Policy in the Development of the Waterfront City Area at Seuramoe Krueng Aceh Park must be able to produce a significant impact. This was conveyed by the Head of the Environmental Management Division, Banda Aceh City Environmental, Sanitation, and Beautification Agency, Ms. Ir. Cut Safarina Yulianti, ST. MT. MM., in an interview, as follows:

“The spatial utilization policy has had a very positive impact on the environmental quality at Seuramoe Krueng Aceh Park. The park's existence as a public space is considered able to improve environmental quality across various aspects, from the optimization of space utilization and improved environmental health, to the aesthetic aspects of the area, which have become more organized and attractive. As a green open space, the park plays an important role in improving air quality, providing space for social interaction, and creating a comfortable environment for the community. Nevertheless, in order for this positive impact to be maintained and sustained, cooperation is needed from all parties, the government, relevant OPD, and the community in managing and maintaining the park so that the green open space function can operate optimally in accordance with the objectives of the spatial policy” (Interview, 20 January 2026).

Based on the statement above, it is explained that the spatial utilization policy at Seuramoe Krueng Aceh Park has had a positive impact on improving environmental quality, particularly through the more organized utilization of public space, enhanced area aesthetics, and the provision of green open space that supports community comfort and social interaction. However, cooperation is needed for sustainability in maintaining and properly managing the park. This

aligns with the statement conveyed by the Keuchik of Gampong Peunayong, Mr. Sharifuddin Adi, in an interview, as follows:

“After the park's construction was completed, its existence had a positive impact on the economic activity of the surrounding community. This can be seen from the increased trading activity by various types of vendors, such as food and beverage vendors, staple goods vendors, toy vendors, and even glassware vendors who utilize the park area as a place of business. The high number of community visits to the park shows that the presence of public space in the city center is greatly needed as a venue for community social activity. In addition, in terms of urban spatial planning, the construction of this park has also improved the quality of urban area organization, particularly with the application of the waterfront city concept, which utilizes the river area's potential as a public space that supports community social and economic activity” (Interview, 09 March 2026).

Based on the statement above, it is explained that the construction of Seuramoe Krueng Aceh Park has had a fairly positive influence on the lives of the surrounding community. The park's presence has become not only a gathering place for social activity, but has also opened business opportunities for small traders who take advantage of visitor crowds to sell goods. This statement aligns with the explanation given by a trader selling goods around the park, Ms. Maslina, in an interview, as follows:

“I feel that the existence of Seuramoe Krueng Aceh Park has had a fairly good impact, both in terms of its already well-organized spatial arrangement and for our business. Especially when the park was opened, it was busy with visitors and sales also increased. This park's presence has made the Peunayong area livelier and has provided opportunities for small traders to earn income” (Interview, 09 March 2026).

Based on the interview above, it is explained that the existence of Seuramoe Krueng Aceh Park provides substantial benefit to the traders around it. This is because the large number of visitors coming to the park can increase buying and selling activity, so that small traders have a greater opportunity to earn income. In addition, this park has also made the Peunayong area livelier and busier with various community activities.

In addition to providing economic impact for traders, the existence of Seuramoe Krueng Aceh Park also provides benefit to the community as users of public space. This park provides open space that the community can use for various activities such as relaxing, exercising, and socially interacting with family and the surrounding environment. This was conveyed by a community member, Mr. Ardiansyah, in an interview, as follows:

“In my opinion, the existence of Seuramoe Krueng Aceh Park is very beneficial for the community because it can serve as a place to relax and gather with family. This park also provides space for the community to engage in activities such as leisurely walks or simply enjoying the atmosphere along the riverbank. With this park, the community has a comfortable public space option for spending free time” (Interview, 05 February 2026).

Based on the statement above, it is explained that the existence of Seuramoe Krueng Aceh Park has a positive impact on the community because it can be used as a place to rest, gather, and engage in leisurely activities such as walking or enjoying the scenery around the river. This park's presence also adds a comfortable public space option for the community to spend free time.

From these interviews, overall, the implementation of the spatial utilization policy has produced the following impacts: the achievement of Banda Aceh City's development objectives, the promotion of social activity, economic impact for traders around the area, the addition of open space, and an improvement in environmental quality across various aspects. In public policy theory according to Said Zainal Abidin, the impact indicator aligns with its definition, in that the effectiveness of the spatial utilization policy is seen in the conformity of its impacts with the initial objectives of the spatial plan, whereby such benefits reflect the expected outcomes while also improving community welfare and quality of life, taking into account the balance of spatial functions in social, economic, and environmental contexts, and requiring attention to any undesirable consequences so that policy evaluation and improvement can continue to be carried out.

Obstacles Faced by the Banda Aceh City Government in Developing the Waterfront City Area in Accordance with the Spatial Planning Utilization Policy

Obstacles in the implementation of the spatial utilization policy constitute inhibiting factors that reduce the effectiveness of the policy itself, because when such obstacles emerge during field implementation, the strategic objectives of the spatial policy become difficult to achieve optimally. Any policy that has been formally formulated may fail to be realized as intended, resulting in a mismatch between planning and the realization of spatial utilization indicating a decline in the policy's effectiveness, with the consequence that space which should be organized in accordance with planning norms and principles instead risks being underutilized and suboptimal, whether in terms of function, sustainability, or overall community welfare (Harindha, 2012).

The implementation of *Waterfront City* area development in accordance with the spatial utilization policy is not free from various obstacles faced during implementation. Although the Banda Aceh City Government has demonstrated its role in developing the *Waterfront City* area at Seuramoe Krueng Aceh Park, its implementation still faces various obstacles that affect the effectiveness of the planned program. These obstacles are as follows:

1. The Absence of a Designated Agency Specifically Responsible for Park Management

Park management as part of open public space does not merely cover physical and spatial organization aspects, but also requires a clear and structured management system so that the park's functions as a social, economic, and public space can run optimally. In regional government, the existence of a single institution or agency designated as the leading sector responsible for park management is very important, as it can ensure well-directed coordination in program implementation, resource allocation, and supervision of the execution of public space management tasks.

With a single agency fully responsible, every stage from planning, maintenance implementation, to performance evaluation of park management can be integrated within one coordinated bureaucratic system, making operational responsibility clearer and more effective. Clear designation of a managing agency also helps build management continuity and clarity in the communication flow among the government, field implementers, and the community as stakeholders in the utilization of the city park. This was explained by the Head of Subdivision for Facilitating the Preparation of Development Programs, Regional Secretariat of Banda Aceh City, Mr. Hery Syahputra, S.E, in an interview, as follows:

"The absence of a management handover from the previous Mayor has caused park maintenance to be carried out only based on the respective roles of the Regional Apparatus Organizations (OPD) involved, so that no single OPD is fully responsible for the park's management. This occurred because there was no official instruction or designation from the previous Mayor regarding the appointment of a managing agency after construction, whereas ideally, once the construction phase is complete, a single responsible managing agency should be specifically designated so that park maintenance and management can be carried out in a coordinated, systematic, and optimal manner" (Interview, 03 February 2026).

Based on this statement, it is explained that because there was no official management handover after the end of the previous Mayor's term, no single OPD was specifically appointed to fully manage the park, so maintenance has been carried out separately by several OPDs according to their respective roles without clear coordination. This condition reflects weak planning and the lack of designated responsibility for park management after construction, whereas a managing agency should ideally be designated immediately after construction is completed so that park maintenance and management can run optimally.

As shown by the interview results with the Head of the Environmental Control and Management Division, Banda Aceh City Environmental, Sanitation, and Beautification Agency, Mr. Eddy Safari, S.PD., who confirmed that the implementation of the spatial utilization policy at Seuramoe Krueng Aceh Park has faced obstacles due to the absence of a full management handover to a single permanent agency, the interview results were as follows:

"There should be a management handover process carried out by the previous Mayor so that the agency responsible for park management becomes clear through the designation of a managing agency after construction; the appointed Regional Apparatus Organization (OPD)

can then carry out management and supervision functions in a coordinated manner and be responsible for sustainable park maintenance, so that park operations can run optimally, the sustainability of facilities can be maintained, and the potential for damage or decline in the quality of public facilities can be minimized through strict supervision and systematic management” (Interview, 20 January 2026).

Based on this statement, it is explained that the process of handing over park management from the previous Mayor is very important so that the agency responsible for park management becomes clear. This will ensure that park operations run optimally, facility sustainability is maintained, and the potential for damage or decline in the quality of public facilities is minimized through systematic supervision.

Based on the interviews above, overall, it is explained that the absence of an official management handover and the designation of a single agency/OPD fully responsible following the construction of Seuramoe Krueng Aceh Park has become a primary obstacle in park management, causing maintenance and park function to run suboptimally due to being managed partially by several OPDs without centralized coordination. This condition reflects weak structural planning in designating responsibility for public space management, whereas in effective park management practice, the clear appointment of a managing agency is very important to ensure routine care, facility maintenance, supervision, and the sustainability of the park's function as a comfortable, safe, and beneficial public space for the community.

2. Damage to and Loss of Park Facilities

Damage to and loss of park facilities is a problem that requires attention in the management of open public space, as both directly affect the park's function as a social, recreational, and environmental space. Physical damage to facilities, whether occurring due to inadequate maintenance, irresponsible visitor behavior, or high usage pressure, results in a decline in the quality of available facilities and infrastructure, thereby reducing user comfort and safety while increasing the burden of maintenance costs.

In addition, the loss of facilities caused by actions such as theft or vandalism also reduces the availability of public assets that should support community involvement in various activities within the park space. In public facility management, such damage and loss reflect not only ineffective supervision and maintenance, but also low awareness among other parties regarding the importance of preserving public facilities as part of shared welfare.

This was conveyed by the Head of the Spatial Utilization Control Section, Banda Aceh City Public Works and Spatial Planning Agency, Ms. Kiki Setiawati, ST, in an interview, as follows:

“The most frequently observed obstacle is damage to and loss of park facilities. Several important facilities, such as lighting fixtures, park benches, CCTV, the park's identity signage, the fence separating the park from the river, and even aesthetic elements such as wooden walls have suffered vandalism and theft by irresponsible parties. This condition directly affects the loss of visitors' sense of comfort and safety, a decline in the area's beauty, and an increase in safety risk. As a result, the park's function as a public space under the waterfront city concept no longer runs optimally, and the area becomes neglected as it is increasingly rarely visited by the community” (Interview, 22 January 2026).

Based on the statement above, it is explained that damage to and theft of facilities at the park by irresponsible parties has diminished the comfort, sense of safety, and aesthetics of the public space. This negative impact prevents the park's function as a *Waterfront City* public space from running optimally. This was conveyed by the Keuchik of Gampong Peunayong, Mr. Sharifuddin Adi, in an interview, as follows:

“We see that the park, with the various facilities available, is very beneficial for the community as a place for activities. However, in its implementation this has become an obstacle we face, as there are still park facilities that have suffered damage and even loss at the hands of irresponsible parties. This is largely caused by a lack of awareness among some visitors in maintaining and taking care of the facilities that have been provided” (Interview, 09 March 2026).

Based on the statement above, it is explained that although the park provides many benefits for the community, obstacles remain in maintaining its facilities. This is caused by a lack of

awareness among some visitors in maintaining and caring for the available facilities, resulting in some facilities becoming damaged or even lost.

From these interviews, overall, this illustrates that the damage to and loss of facilities at Seuramoe Krueng Aceh Park, such as lighting, seating, CCTV, boundary fences, and aesthetic elements caused by irresponsible behavior and low community awareness regarding the importance of public facilities have reduced the quality of infrastructure and the comfort, safety, beauty, and security of the area, causing the park's function as a *Waterfront City* public space to run suboptimally and resulting in a low number of visitors. This condition reflects weak supervision and maintenance, so that active community participation, joint awareness campaigns, strengthened supervision, cross-party collaboration, and, if necessary, the enforcement of rules and sanctions are needed to preserve and sustain the park's quality.

3. The Absence of Clear Regulations Regarding Vendor Placement

As a public space with social and economic functions, the presence of vendors is an inseparable part of urban activity dynamics. Trading activity in public areas can, in principle, contribute to community economic movement and increase an area's appeal. Nonetheless, the presence of vendors still requires clear regulation, particularly regarding the location of their trading sites, so that such economic activity does not disturb the primary function of the public space. Regulation of vendor activity placement is therefore important in maintaining the balance between economic function, public space comfort, and orderly urban space utilization.

However, in practice, vendors selling at Seuramoe Krueng Aceh Park make use of the area around the park and the roadside as trading locations without any officially designated zoning or specific location for such activity. Yet this area was originally designed as an open public space located on the banks of the Krueng Aceh River, with the potential to serve as a center for social interaction and community economic activity. This disorderliness has the potential to give rise to various problems, such as disruption to the public space's function, reduced comfort and accessibility for visitors, and a decline in the area's aesthetic quality.

This was conveyed by the Head of Subdivision for Facilitating the Preparation of Development Programs, Regional Secretariat of Banda Aceh City, Mr. Hery Syahputra, S.E, in an interview, as follows:

“The obstacle for vendors selling around the park is that there is not yet any clear regulation of how vendor activity should be conducted, whether in terms of location, type of business, or management system, and there are still limitations in supporting facilities, supervision, and sustainable area management. This condition causes park activity to proceed in a disorderly, poorly organized manner, and has not yet been able to form a strong appeal for visitors” (Interview, 03 February 2026).

Based on this statement, it is explained that the absence of clear regulation regarding vendor activity in the park area causes trading activity to proceed in an unorganized and poorly structured manner, whether in terms of location, type of business, or management system. This was conveyed by the Head of the Development Planning, Infrastructure, and Regional Development Division, Banda Aceh City Regional Development Planning Agency, Ms. Elvi Zulfiani Meutia, ST, M.Eng, Sc, in an interview, as follows:

“The absence of a designated specific location for vendors causes economic activity in the park area to not yet run optimally. In fact, a park designed under the Waterfront City concept should be able to accommodate and optimize the area's economic function through clear spatial organization, particularly by designating a specific area that can serve as a center of trading activity, so that economic activity can proceed in an orderly, well-directed manner that supports the area's appeal” (Interview, 27 January 2026).

Based on this interview, it is explained that the absence of a designated specific place for vendors causes economic activity in the park area to remain suboptimally organized. Under the waterfront city concept, clear spatial organization should be able to accommodate economic activity needs through the provision of a trading area, so that economic activity can proceed in an orderly manner.

This was conveyed by a trader selling goods around the park, Mr. Kausar, in an interview, as follows:

“As a vendor selling around the park area, I have experienced difficulty because there is no specific location clearly designated for vendors to set up stalls. This condition causes confusion for me as a vendor in determining a place to sell, as well as concern that I might disturb other vendors if I occupy a trading spot indiscriminately” (Interview, 05 February 2026).

Based on this statement, it is explained that the absence of a specific place for trading makes vendors feel confused in determining a business location and worried that trading indiscriminately might disturb other vendors. This condition indicates the need for organizing business locations so that economic activity around the public space can run in a more orderly manner. This statement is reinforced by the explanation from another vendor, Mr. Hidayat, in an interview, as follows:

“Previously, there were many vendors selling around the park, but because there was no specific place for selling around the park, other vendors decided to move to another location. It is hoped that in the future, vendors can sell comfortably with the establishment of a specific location for trading” (Interview, 05 February 2026).

Based on this statement, it is explained that the absence of a designated specific location for trading in the park area creates uncertainty for vendors in determining a business location. This condition not only causes trading activity to proceed in a poorly organized manner, but has also driven some vendors to choose to relocate elsewhere, thereby indicating the importance of spatial organization and the provision of a specific trading area so that economic activity can proceed in a more orderly and sustainable manner. This statement aligns with the explanation given by Ms. Fitriani, a community member, in an interview, as follows:

“As a community member who comes to relax at the park, I see that the presence of vendors is actually quite helpful, because visitors can easily buy food or drinks without having to go far. However, because there is no specific place for vendors to sell, some vendors are seen occupying areas around the road. This condition sometimes makes the park area appear disorganized and can disrupt the roadway. In my opinion, if the government provides a specific location for vendors in the park area, trading activity could be better and more comfortable” (Interview, 05 February 2026).

Based on the interviews above, overall, the absence of clear regulation regarding the placement of vendor activity in the Seuramoe Krueng Aceh Park area causes trading activity to proceed in a disorganized manner and not yet integrated with the park's primary function as a public space. The absence of a designated specific location, a management system, and supporting facilities and supervision causes vendors to experience uncertainty in determining a place to sell, even driving some vendors to relocate elsewhere. This condition indicates that the utilization of public space in the park area has not run optimally and has not been able to maximally support the area's economic function. In fact, in developing an area under the *Waterfront City* concept, planned and integrated spatial organization is greatly needed so that the area's social, economic, and aesthetic activities can proceed in a balanced and sustainable manner.

4. Insufficient Promotion and Underutilized Area Potential

The development of a public area does not depend solely on physical construction and the provision of facilities, but also requires a promotional strategy and the optimization of the area's potential. Promotion plays an important role in introducing an area's appeal to the wider community, thereby increasing visitation levels and driving social and economic activity within it. Without effective promotion and optimal management of the area's potential, an area's various advantages risk going unknown to the community and, ultimately, fail to produce a maximum impact on the area's development. Therefore, planned promotion and the maximal utilization of an area's potential are important factors in supporting the successful development of a public area or tourist destination.

An obstacle felt in the development of the *Waterfront City* area at Seuramoe Krueng Aceh Park is the not-yet-optimal promotion and branding strategy of the area as a leading city destination. In fact, from a spatial planning perspective, a waterfront area functions not only as public space, but also as a strategic space that drives local economic growth, tourism, and community social activity. This was conveyed by the Environmental Operational Service Officer, Banda Aceh City Environmental, Sanitation, and Beautification Agency, Mr. Fairuz Munawir, S.TP., in an interview, as follows:

“One of the factors behind the decline in visitors to this park may be the lack of promotion carried out for the park, so the community does not know that there is a park in Peunayong; promotion should actually be increased as an effort to develop the park's function” (Interview, 20 January 2026).

Based on this interview, it is explained that the decline in the number of visitors to this park is influenced, in part, by the not-yet-optimal promotional activity carried out by the management. The lack of information dissemination efforts causes the park's existence and potential to remain not widely known by the community. Because promotion is an important strategy for introducing a destination and increasing community interest in visiting, it needs to be carried out more intensively as part of efforts to develop the park's function and utilization optimally. This was conveyed by the Head of the Spatial Utilization Control Section, Banda Aceh City Public Works and Spatial Planning Agency, Ms. Kiki Setiawati, ST, in an interview, as follows:

“After construction was completed, this park was covered by online news, but not by many outlets; therefore, so that this park can be utilized fully by all parties, support for promotion is needed, which could involve cooperation with influencers who indeed focus on tourism, or the installation of billboards, with the aim of this park being noticed by all parties” (Interview, 22 January 2026).

Based on this explanation, it is explained that after the completion of Seuramoe Krueng Aceh Park's construction, the park's existence was covered by several online media outlets, but the intensity of such coverage remained relatively limited. This condition indicates that promotional efforts have not been optimal. This statement is reinforced by the explanation given by Ms. Fitriani, a community member, in an interview, as follows:

“In my opinion, this park has a fairly attractive concept because of its location on the banks of the Krueng Aceh River, giving it high appeal potential. Therefore, it is quite unfortunate that the park's existence has not been widely publicized through the media. Yet, in today's digital era, media has a very significant influence in disseminating information, given that most people obtain information through their phones” (Interview, 05 February 2026).

Based on this statement, it is explained that the park located on the banks of the Krueng Aceh River actually has considerable appeal potential as a public space. However, this potential has not been utilized optimally due to the still low level of media promotion. In today's digital era, media plays an important role in disseminating information quickly and widely, so more intensive use of media is a strategic step to increase community interest in visiting and utilizing the park. In line with the statement above, this aligns with what was conveyed by a vendor selling goods around the park, Ms. Maslina, in an interview, who explained that:

“In my opinion, this Seuramoe park actually has good potential as a place for relaxation and recreation. However, information about this park's existence has not yet spread widely, so not many people know about it or are interested in coming. If more active promotion were carried out, especially through social media or exposure on the internet, this park could likely become better known to the community and the number of visitors could also increase” (Fitriani, interview, 09 March 2026).

Based on the interviews above, it can be concluded that the development of the *Waterfront City* area at Seuramoe Krueng Aceh Park still faces an obstacle in the form of not-yet-optimal promotional activity and utilization of the area's potential. This condition causes the park's existence and appeal to remain not widely known among the community and visitors from outside the region, so that visitation levels as well as social and economic activity in the area have not developed to their maximum extent. Therefore, a more intensive and planned promotional strategy is needed, such as the use of social media, cooperation with various parties, and the strengthening of area branding.

5. Limited Operational and Maintenance Funding

The availability of operational and maintenance funding is an important factor in supporting the sustainability of managing a public area. In the development of a *Waterfront City* area, an operational budget is needed not only to support day-to-day management activity, but also to ensure that available facilities can be properly maintained and continue to function optimally for the community.

Budget limitations pose an obstacle in the process of maintaining public facilities, such as infrastructure repairs, environmental upkeep, and the provision of other supporting services. In fact, proper maintenance is greatly needed to sustain the function, comfort, and continuity of public space utilization by the community. Without adequate operational funding support, the quality of the area's facilities and environment risks declining, which can affect the level of the area's utilization by the community.

This was conveyed by the Head of the Spatial Utilization Control Section, Banda Aceh City Public Works and Spatial Planning Agency, Ms. Kiki Setiawati, ST, in an interview, as follows:

“After the park's construction was completed, the obstacle that subsequently emerged relates to the limitation of operational and maintenance funding. This condition causes supervision and maintenance activities for the various facilities available in the park area to not yet be carried out to their maximum extent. This budget limitation impacts the not-yet-optimal routine maintenance activity, such as repairing damaged facilities, maintaining environmental cleanliness, and supervising visitors' use of facilities. In fact, an adequate operational budget is greatly needed to maintain the quality and sustainability of the public space's function so that it remains comfortable, safe, and can be utilized optimally by the community” (Interview, 22 January 2026).

Based on the statement above, it is explained that after the park's construction was completed, area management continued to face obstacles in operational and maintenance aspects. Budget limitations cause facility supervision and maintenance activity to not yet be carried out optimally. This statement is reinforced by the explanation from the Head of the Environmental Management Division, Banda Aceh City Environmental, Sanitation, and Beautification Agency, Ms. Ir. Cut Safarina Yulianti, ST. MT. MM., in an interview, as follows:

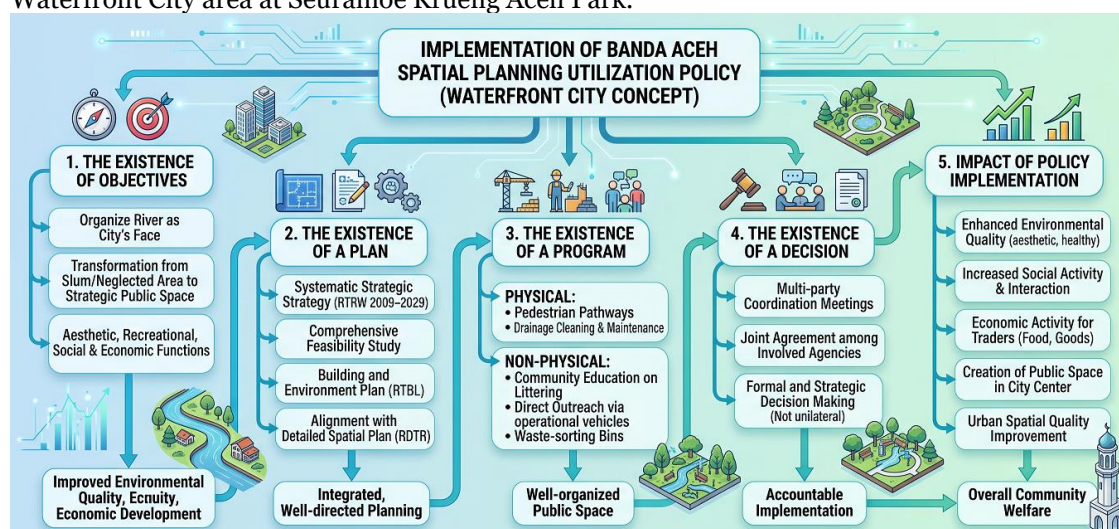
“In field implementation, this operational cost limitation has become an obstacle, because maintenance and upkeep of the park's existing facilities certainly requires a budget, and supervision also requires one; this needs attention so that implementation can proceed optimally” (Interview, 20 January 2026).

Based on the interview above, it is explained that budget limitations are a factor affecting park management in its implementation. Such limitations impact the not-yet-optimal facility maintenance and area supervision activities. Ideally, operational budget support is greatly needed to ensure that facility maintenance can be carried out sustainably so that the park's function as a public space is preserved.

Based on the interviews above, it can be concluded that limited operational and maintenance funding is an obstacle in the management of Seuramoe Krueng Aceh Park. This budget limitation causes facility maintenance and area supervision activities to not yet be carried out optimally following the completion of the park's construction. The problem of limited operational budget is indeed a frequent obstacle in city park management, as the maintenance of public facilities requires sustained budgetary support in order to preserve their function and quality.

Figure 1: The goals, implementation steps, positive impacts, and challenges of developing the Waterfront City area at Seuramoe Krueng Aceh Park.

Figure 1: The goals, implementation steps, positive impacts, and challenges of developing the Waterfront City area at Seuramoe Krueng Aceh Park.



Discussion

The spatial utilization policy for Waterfront City development constitutes part of the local government's efforts to direct the utilization of space in accordance with the functions and objectives of regional development. In this study, the development of Taman Seuramoe Krueng Aceh is based on Qanun of Banda Aceh City Number 2 of 2018 concerning the Spatial Plan of Banda Aceh City for 2009–2029. This policy places the rehabilitation and revitalization of the old city center, as well as the development of Waterfront City along the Krueng Aceh River, among the priorities for area development. Taman Seuramoe Krueng Aceh was subsequently developed on the site of the former Peunayong Fish Market as part of efforts to utilize the area to support Waterfront City development. The implementation of this policy is analyzed in this study using Said Zainal Abidin's public policy framework, as cited in Aditama (2018:24), which consists of five elements: objectives, plans, programs, decisions, and impacts. These five aspects are used to examine the relationship between the established policy and the implementation of area development in the field.

Based on this framework, the study seeks to answer how the spatial utilization policy implemented by the Banda Aceh City Government is carried out in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh and what constraints are encountered during its implementation. These questions are important because Waterfront City development is not only concerned with physical construction but also with how the developed space can be utilized, managed, and maintained in accordance with policy objectives. Previous studies used as references have generally focused on the priorities of facilities and infrastructure, the utilization of spatial functions in the Peunayong area, and various obstacles encountered in Waterfront City development. Therefore, this study places particular emphasis on the implementation of spatial utilization policy at Taman Seuramoe Krueng Aceh and the constraints that influence the success of its development.

The findings indicate that the implementation of spatial utilization policy by the Banda Aceh City Government in the development of the Waterfront City area at Taman Seuramoe Krueng Aceh has generally proceeded in accordance with the established policy objectives. This can be observed through the objectives directed toward organizing the riverfront area as part of the city's image, planning that takes into account the characteristics of the area, the implementation of area development, management and supervision programs, and decision-making through interagency coordination. The implementation of the policy has also generated impacts in the form of increased public space, greater social and economic activity among community members, and improvements in the environmental quality of the area. Thus, policy implementation has not only resulted in physical changes to the former Peunayong Fish Market area but has also created more diverse spatial functions for the community.

An important finding of this study is the transformation of the area from the former Peunayong Fish Market into a public space with social, economic, and environmental functions. This transformation demonstrates that spatial utilization policy can be translated into area development that provides space for community activities. In addition, policy implementation involves several government institutions, each performing its respective role through coordination in determining objectives, plans, programs, and decisions. This condition indicates that the development of Waterfront City at Taman Seuramoe Krueng Aceh is a process involving more than one government agency. Consequently, the success of the area depends not only on physical development but also on coordination during implementation.

A particularly noteworthy finding that does not fully correspond to the initial assumption is that the policy can be considered to have been implemented in accordance with its objectives, while at the same time the functions of the area have not yet operated optimally. On the one hand, the development has created a public space and generated impacts on social, economic, and environmental activities. On the other hand, several issues remain, including the absence of a designated government agency specifically responsible for managing the park, damaged and missing facilities, unclear regulation of traders' activities, limited promotion, and insufficient operational and maintenance funding. These conditions indicate a distinction between the success of achieving area development objectives and the sustainability of area management after development has been completed.

The findings of this study support the research of Kurniawan Fery Arianto and Suci Megawati (2025) on Waterfront City development in Bulak District, Surabaya City, particularly with regard to the existence of obstacles in implementing Waterfront City development. Their study found that policy implementation faced challenges including limited funding, social conditions, and low public awareness of maintaining the results of development. Similar conditions were identified in the present study, particularly limited operational and maintenance funding and damaged and missing facilities, which have become constraints on optimizing the area. This similarity indicates that sustainable management and maintenance can constitute important components of Waterfront City development, even though the characteristics of the areas and the policies implemented differ.

On the other hand, the findings differ from those of Rosi Lidya Safitri (2022), whose study primarily focused on existing conditions and the prioritization of facilities and infrastructure development for Waterfront City along the Siak River. That study emphasized physical aspects and infrastructure development planning, whereas the present study found that the physical development of Taman Seuramoe Krueng Aceh has achieved the objectives established by the policy, while the main issues are associated with management and the optimization of the area's functions after development. Thus, the findings demonstrate that the availability of developed facilities and infrastructure does not automatically guarantee optimal utilization of an area. This difference suggests that the focus of Waterfront City development needs to extend beyond infrastructure provision toward sustainable spatial management.

These findings can be further explained through the five public policy elements employed in this study. The objectives and plans of the policy have provided direction for area development, while government programs and decisions have translated these directions into the physical development and organization of the area. However, the existence of development programs has not been fully accompanied by strengthened management arrangements after the area was completed. The absence of a specifically designated government agency responsible for managing the park has made sustainable management one of the key challenges. This condition is subsequently associated with other problems, including damaged facilities, limited maintenance funding, inadequate regulation of traders' activities, and insufficient promotion of the area. Therefore, policy success at the development stage has not been fully followed by optimal management at the sustainability stage. This finding reinforces the view that policy implementation is determined not only by physical development but also by the government's capacity to coordinate implementation, conduct supervision, establish clear management responsibilities, and ensure program continuity.

Although the study indicates that policy implementation has proceeded in accordance with the established objectives, this finding should be interpreted cautiously. Alignment between

implementation and policy objectives does not mean that all functions of the area have operated optimally. This study demonstrates that successful area development and successful area management are interrelated but not entirely equivalent. Therefore, it can be hypothesized that the clearer the division of institutional responsibilities and the stronger the systems of maintenance, supervision, budgetary support, and regulation of area activities, the greater the likelihood that the Waterfront City area will function optimally and sustainably. This proposition requires further examination through research with broader scope and different methodological approaches.

It can be concluded that Waterfront City development should be viewed as a process that does not end with physical construction but must be followed by sustainable area management and maintenance. The Banda Aceh City Government needs to clarify the institutional responsibility for park management, strengthen facility supervision and maintenance, establish clearer regulations for traders' activities, improve area promotion, and ensure adequate operational and maintenance funding. These measures are important to maintain and further develop the social, economic, and environmental benefits that have emerged. Future research could examine the perspectives of community members and park users, the effectiveness of post-development area management, the influence of economic activities on the sustainability of Waterfront City, or comparative management practices across Waterfront City areas in different regions. Such research could provide a broader understanding of the factors that determine the sustainability of Waterfront City areas as public spaces.

Conclusion

This study aimed to explain how the Banda Aceh City spatial utilization policy is implemented by the government in developing the Waterfront City area at Seuramoe Krueng Aceh Park, together with the obstacles faced by the Banda Aceh City Government in developing the Waterfront City area in accordance with the spatial utilization policy. The research results indicate that the implementation of the spatial utilization policy by the Banda Aceh City Government in developing the Waterfront City area at Seuramoe Krueng Aceh Park has proceeded in accordance with the established policy objectives. This policy implementation is supported by all involved agencies, which have carried out their duties in a structured manner through joint coordination to determine objectives, plans, programs, decision-making, and the impacts felt. This area development successfully transformed the former Peunayong Fish Market into a public space with social, economic, and environmental functions. This policy implementation involved various elements, giving rise to the Waterfront City development program at Seuramoe Krueng Aceh Park.

However, the Banda Aceh City Government faces obstacles in developing the Waterfront City area in accordance with the spatial utilization policy, namely the absence of a designated agency specifically responsible for park management, damage to and loss of park facilities, the absence of clear regulations regarding the placement of vendor activity, insufficient promotion and underutilized area potential, and limited operational and maintenance funding. These obstacles have become inhibiting factors affecting the optimization of the Waterfront City area's function at Seuramoe Krueng Aceh Park.

The findings of this study indicate that, within the study of Government Science, the implementation of a spatial utilization policy by local government is determined not only by the availability of policy, planning, and physical construction, but also by the government's capacity to coordinate implementation, clarify area management, conduct supervision, and ensure program sustainability. This is evident in the development of Seuramoe Krueng Aceh Park, which has provided benefits for community activity and space utilization, yet still faces issues in area management and maintenance. Thus, the contribution of this research lies in affirming that spatial utilization policy in Waterfront City development should be viewed not merely as area development, but also as part of local governance in the sustainable management of public space.

This study has a limitation in that it focuses solely on Seuramoe Krueng Aceh Park, and therefore does not depict the implementation of Waterfront City development in other areas of Banda Aceh City. Nevertheless, this study provides an account of the issues that arise in spatial utilization after area construction is carried out, particularly regarding the sustainability of public

space management and maintenance. Future research could expand its scope to other Waterfront City areas in Banda Aceh City, or examine more specifically the institutional aspects of area management, community involvement in space utilization, and the sustainability of Waterfront City development.

Based on the findings, this study recommends that the Banda Aceh City Government officially designate a single Regional Apparatus Organization (OPD) as the leading sector fully responsible for the management and maintenance of Seuramoe Krueng Aceh Park. This designation needs to be set forth in an official decision so that there is clarity of authority, responsibility, and coordination mechanisms among OPDs in managing the area. With clear institutional management arrangements, the park's function as a public space, social space, and area supporting economic activity within the Waterfront City concept can proceed more optimally and sustainably.

Ethics approval

The study was conducted in compliance with the Declaration of Helsinki

Competing interests

All the authors declare that there are no conflicts of interest.

Funding

This study received no external funding.

Underlying data

Derived data supporting the findings of this study are available from the corresponding author on request.

Declaration of artificial intelligence use

AI-based language models (Gemini) were used to assist with linguistic refinement during the drafting process. All AI-assisted content was critically reviewed and edited by the author. Consequently, all interpretive decisions and analytical conclusions remain solely the author's own.

How to cite

Amalia, R. (2026). Spatial Planning Utilization Policy by the Banda Aceh City Government in the Development of the Waterfront City Area at Seuramoe Krueng Aceh Park. *Journal of Aceh Studies*, 4(1), 456–479. <https://doi.org/10.63924/joas.v4i1.356>

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