

IMPLEMENTATION OF WATERFRONT MANAGEMENT POLICY BASED ON MAYOR REGULATION NO. 26 OF 2019 CONCERNING THE MANAGEMENT AND SUPERVISION OF WATERFRONT AREAS IN THE CITY OF PONTIANAK

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Abstract

This thesis examines the implementation of the Waterfront Management Policy in Pontianak City based on Mayoral Regulation Number 26 of 2019. The study uses a qualitative approach with Marilee S. Grindle's policy implementation theory, which examines the policy content and the context of its implementation. The findings indicate that the policy implementation has not fully complied with regulations, mainly due to the absence of a mechanism for enforcement against violating street vendors, resulting in the Waterfront facilities being widely used for selling. In addition, budget limitations due to efficiency policies have an impact on supervision. Another obstacle arises from vendors' resistance to relocation, which is based on customary land claims. Suggestions include revising the Mayoral Regulation by adding an article on street vendor enforcement, implementing an efficient operating scheduling system, and holding a dialogue forum between the government, the community, and stakeholders to support more effective policy implementation.

Keywords: Implementation, Structuring, Supervision, and Waterfront

INTRODUCTION

Pontianak city the capital of West Kalimantan, has significant potential for waterfront development due to its location at the confluence of the Kapuas, Landak, and Kapuas Kecil rivers. This area serves as a thriving tourism, economic, social, and cultural hub. Various events such as culinary festivals, art performances, and music concerts are frequently held along the riverbanks. These activities attract both domestic and international tourists, making the waterfront a strategic space for boosting the local economy and strengthening the identity of a river city. The development of Pontianak's waterfront aligns with Law No. 10 of 2009 concerning Tourism, which targets increasing economic benefits and community preparedness for global change. The government subsequently established Mayoral Regulation No. 26 of 2019 as a guideline for the management of buildings, facilities, aesthetics, and area supervision. This regulation aims to ensure the waterfront functions according to the city's development plan and creates an orderly, clean, and comfortable area for visitors.

In practice, some street vendors still violate these regulations, particularly the prohibitions on selling, displaying merchandise, and using public facilities for commercial purposes. Street vendors even use gazebos and park benches as business areas. Oversight remains weak, despite the appointment of eight agencies as area management and supervisory teams. This situation impacts the aesthetics and function of the waterfront. The previous description shows that waterfronts have significant tourism potential, supported by clear regulations. However, their implementation faces serious obstacles, primarily due to street vendor activity and weak oversight. The contrast between the conditions of the Kapuas Hulu and Sintang waterfronts also highlights the disparities in riverbank management in West Kalimantan. Therefore, research is crucial to assess policy effectiveness, identify obstacles in the field, and provide recommendations for more appropriate and sustainable management. Initial observations indicate that Pontianak's waterfront area is denser with street vendors than those in Kapuas Hulu and Sintang. In both areas, street vendors make less use of public facilities, reducing the aesthetic impact. This difference suggests that Pontianak requires a specific planning strategy to maintain the functionality of the waterfront area. Research on the implementation of Pontianak Mayoral Regulation No. 26 of 2019 is crucial to ensure the waterfront area is properly designated as a public space and a leading tourist destination. Optimizing supervision, enforcement

of regulations, and increasing outreach to street vendors and the public is necessary to prevent misuse of the facilities. The research findings are expected to contribute to policies that strengthen the sustainability, comfort, and attractiveness of Pontianak's waterfront.

LITERATURE REVIEW

Policy Implementation

According to Merilee S. Grindle (Engkus: 2022), policy implementation emphasizes that the success of a policy is determined by two main aspects: the policy process and the achievement of objectives according to established provisions. Grindle emphasizes that successful implementation is strongly influenced by two major components: the content of the policy and the context of implementation. Policy content encompasses the interests affected, the types of benefits generated, the expected changes, the location of decision-making, program implementers, and the resources provided. The context of implementation encompasses the power, interests, and strategies of the actors involved, the characteristics of the institutions and governments holding authority, and the level of compliance and responsiveness of implementers. Through these two components, Grindle assesses that policy success is determined by the program's ability to generate real impacts, both at the individual and collective levels within society.

Structuring

Article 1 Paragraph 1 of Law No. 26 of 2007 explains that spatial planning is the management of land, sea, air, and space within the earth as a unified area where humans and other creatures live and carry out activities, which includes land space, sea space, and air space. This conceptual framework is the basis for analyzing the Pontianak City Waterfront planning policy, especially in viewing the implementation of riverbank planning as a strategic city space. In addition, Pontianak City Regional Regulation No. 2 of 2013 concerning the 2013–2033 RTRW confirms that waterfront planning is included in the strategic area from the perspective of economic, socio-cultural, tourism, and environmental interests, through the development of Kapuas River tourism based on the waterfront city concept, preservation of cultural sites, strengthening the creative economy, environmental protection, and the provision of recreational spaces that improve the quality of life of the community.

Supervision

Supervision is an activity that ensures that all tasks are carried out in accordance with established plans, policies, and provisions (Siagian, 2013:112). Anwar (2004:17) emphasized that government apparatus supervision functions to ensure that the implementation of tasks does not deviate from the established objectives, which are typologically divided into internal supervision—namely supervision by organs within the government structure—and external supervision by institutions outside the executive such as the Supreme Audit Agency (BPK). In the context of the Pontianak City Government, the implementation of supervision in the waterfront area is regulated through the Decree of the Mayor of Pontianak Number 496/D-PRKP/2019 concerning the Establishment of the Implementation Team for the Management and Supervision of the Pontianak City Waterfront Area, which establishes a layered structure and tasks starting from the directive element, person in charge, coordinator, chairman, secretary, to technical supervision units such as supervision of tourism, buildings, parks, river cleanliness, to the order of the area. Each element in the team is mandated to carry out planning, data collection, monitoring, evaluation, socialization, and enforcement of statutory provisions, so that supervision of the waterfront area is carried out in a structured, comprehensive manner, and in accordance with the principles of good governance.

City Waterfront

City Waterfront is a concept for the development and management of waterfront areas (rivers, beaches, lakes, or ports) that emphasizes the sustainable use of space for social, economic, cultural, and ecological functions. Theoretically, the waterfront is understood as a transitional area between land and water areas that has strategic value because it plays a role as a space for human interaction, transportation activities, a center of urban growth, as well as a public space that reflects the city's identity. According to Hoyle (2000), modern waterfront development includes the revitalization of waterfront spaces through increased public access, the construction of recreational facilities, improving environmental quality, and integrating spatial planning oriented towards public comfort. Bruttomesso (2001) emphasizes that the quality of the waterfront is determined by the integration of ecological functions, aesthetics, and economic activities that are able to create an inclusive, productive, and sustainable urban space. The management of the Pontianak waterfront based on Mayoral Regulation Number 26 of 2019 optimizes riverfront

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space for aesthetics, economy, tourism, public space, and maintains the city's identity and sustainability in a more targeted manner. Previous research on the implementation of waterfront area planning policies has yielded mixed results. Therefore, the author was motivated to conduct research in the same field but with a different focus. Some of this relevant research can be outlined as follows:

Table 1. Previous Research

No	Name, Year, Research Title and Location	Research result	Similarities and Differences
1	Takwin, 2020, "Implementasi Kebijakan Penataan Kawasan Pesisir Dalam Mewujudkan Pembangunan Berbasis Waterfront City di Kota Bau Bau Provinsi Sulawesi Tenggara", Kota Bau-Bau, Sulawesi Tenggara.	Analyze the implementation of coastal area planning policies within the framework of Waterfront City-based development, identify factors that influence the success of implementation, and examine strategies in dealing with various obstacles that arise in the coastal area planning process to support the development of Waterfront City in Bau-Bau City.	Similarities: This study and the author's study both examine the implementation of waterfront area planning policies. Differences: Research location
2	Bappeda Kota Pontianak, 2020, "Belanja Jasa Konsultasi Penelitian Strategi Peran Serta Masyarakat dan Swasta Dalam Pengelolaan Kawasan Waterfront City di Kota Pontianak", Kota Pontianak.	This research aims to develop concepts and strategies for community and private sector participation in the management of the Waterfront City area in Pontianak City, as well as provide direction on how the involvement of various parties can increase the effectiveness of waterfront management as a public space.	Similarities: Both discuss the management and development of Waterfront City in Pontianak City. Differences: The Bappeda study focuses on community and private sector participation strategies, while the author's study emphasizes the implementation of development policies based on Mayoral Regulation Number 26 of 2019.
3	Muh. Yusrifan Isra, 2022, "Strategi Peningkatan Ekonomi Masyarakat Melalui Pengembangan Kawasan Waterfront City (WFC) di Kabupaten Majene", Kabupaten Majene.	This study analyzes the role of the government in developing waterfront areas, maps the economic characteristics of the community around the WFC area, and formulates strategies for improving the community's economy through the development of Waterfront City in Majene Regency.	Similarities: Both research the development and planning of the Waterfront area and its impact on the community. Differences: Yusrifan's research focuses on strategies for improving the community's economy, while the author's research focuses on the implementation of planning policies based on Mayoral Regulation 26/2019.
4	Iqbal Abdul Aziz Zain, 2022, "Arah Penataan dan Pengembangan Konsep Waterfront City Pada Objek Wisata Pantai Soge Pacitan", Kabupaten Pacitan.	This study aims to explain the direction of the management and development of the Waterfront City concept in the Soge Pacitan Beach tourist area, especially in the context of developing marine tourism and optimizing the function of coastal tourist areas.	Similarities: Both discuss waterfront area planning and public space development. Differences: Iqbal's research focuses on developing the Waterfront City concept for tourism; the author's research focuses on implementing planning and oversight policies based on formal regulations (Mayoral Regulation 26/2019).
5	Steven Michael Lesil, 2016, "Pontianak Waterfront City Sebagai Obyek Wisata Ruang Terbuka Publik", Kota Pontianak.	This study examines the development of the Waterfront City area as a public open space tourist attraction that is able to increase public appeal, recreational activities, and become a more lively public space in Pontianak City through a waterfront design approach.	Similarities: Both research the waterfront area in Pontianak and the use of the Kapuas River as a city development asset. Differences: Steven's research emphasizes tourism and public space, while the author's research emphasizes the implementation of planning and oversight policies based on Mayoral Regulation 26/2019.

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This study demonstrates that Pontianak's Waterfront development policy is viewed as input, which is then analyzed using Grindle's theory to identify policy content and the implementation environment. This analysis results in a mapping of factors that support and hinder waterfront development, such as implementer compliance, budget availability, and community and vendor response. This framework emphasizes that successful implementation depends on a harmonious interaction between regulations and field realities.

METHOD

This research uses a qualitative approach with a case study method to deeply understand the implementation of the Pontianak Waterfront development policy. Data were collected through in-depth interviews with key informants, direct observation, and document review related to policies and regulations. Informants consisted of officials from the Public Order Agency (Satpol PP), the Public Housing Agency (Dishub), the Public Works and Housing Agency (PUPR), and street vendors (PKL). The main research instrument was the researcher herself with the assistance of observation and interview guidelines. Data validity was strengthened through triangulation techniques, while data analysis was carried out through data reduction, data presentation, and drawing conclusions based on the Miles & Huberman model.

RESULTS AND DISCUSSION

Pontianak City is the capital of West Kalimantan Province, located at the confluence of three major rivers: the Kapuas River, the Landak River, and the Little Kapuas River, making it a strategic area for waterfront development. The city has evolved from a commercial center to a center of government and public services, divided into six districts and 29 urban villages. The Pontianak City Waterfront has become a public space that combines recreational functions, urban aesthetics, and community activities. The development of thematic parks, pedestrian paths, green open spaces, and cultural festivals have made this area a city tourism icon. These geographical and historical conditions make the waterfront area very potential yet challenging in the context of planning and supervision as regulated by Mayoral Regulation No. 26 of 2019.

The implementation of Mayoral Regulation Number 26 of 2019 shows that the development of Pontianak City's Waterfront has not been optimal. Public facilities such as park benches, gazebos, and seating areas, which should be used for visitor comfort, are instead being widely used by street vendors (PKL) as trading venues. This situation occurs due to weak enforcement mechanisms. Public Order Agency (Satpol PP) officers tend to only issue verbal warnings without accompanying firm sanctions, so that street vendors feel there are no significant consequences for violating the rules. Violations continue to recur over time. This condition indicates that the policy regulating the prohibition of commercial activities is not supported by strong oversight and law enforcement instruments, so the objectives of area development have not been achieved.

Regarding the content of the policy, the regulation actually prohibits the use of waterfront facilities for commercial activities. However, this policy does not provide direct benefits to street vendors, resulting in low acceptance of the regulation. Unprepared relocation sites, limited suitable land, and the existence of customary land claims further strengthen vendor resistance. This situation highlights the gap between the government's stated objectives for restructuring and the real economic needs of the affected communities. In terms of implementation, coordination between agencies such as the Public Order Agency (Satpol PP), the Department of Housing and Settlements (Dishub), and the Department of Public Works and Housing (Dishub). However, policy enforcement efforts are hampered by budget constraints stemming from efficiency policies, preventing optimal field supervision. Inconsistent patrol frequency allows street vendors to continue operating in prohibited areas without fear of sanctions. Furthermore, community support remains weak, as some residents believe the presence of street vendors makes it easier for them to obtain food and services quickly.

Analysis using the Grindle model shows that successful policy implementation depends heavily on behavioral changes in target groups, adequate resources, and the existence of clear and effective law enforcement. However, in the context of the Pontianak Waterfront development, these three elements have not been met. Street vendors have not demonstrated behavioral changes in accordance with regulations, resource support such as budgets and supervisory personnel remains limited, and law enforcement mechanisms are not operating firmly. As a result, policy implementation has not achieved the desired results.

CONCLUSION

The implementation of Pontianak City's Waterfront development policy based on Mayoral Regulation No. 26 of 2019 has not been effective due to several interrelated factors. Substantively, the regulation clearly prohibits commercial activities in the waterfront area, but the lack of a firm enforcement mechanism prevents violations from having a deterrent effect. Contextually, inter-agency coordination is quite good, but budget constraints and low levels of oversight hamper policy implementation. Furthermore, street vendor resistance to relocation and customary land claims complicate the area's development. Therefore, the government needs to revise the Mayoral Regulation by adding operational sanctions, preparing a more humane and appropriate relocation scheme, strengthening public communication through dialogue with street vendors and the community, and increasing scheduled supervision with sub-district and village officials to ensure consistent and sustainable policy implementation.

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