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RTRW Policy Implementation Impact on Residential Environmental Quality in Padang Selatan District

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Abstract

The mismatch between spatial planning policies and the actual conditions of residential areas remains a fundamental challenge in many developing cities, including Padang Selatan District, Padang City. However, studies that specifically integrate the impacts of Regional Spatial Plan (RTRW) implementation with the actual environmental quality of residential areas in this region remain limited. This study aims to examine the impact of RTRW policy implementation under Padang City Regional Regulation No. 3 of 2019 on residential environmental quality and to analyze the supporting and inhibiting factors influencing its implementation. Using a descriptive qualitative approach, data were collected through in-depth interviews, observations, and document reviews in three study sites: Seberang Palinggam, Seberang Padang, and Air Manis. The analysis was guided by Agustino's (2017) policy impact framework, which includes the dimensions of primary subjects, externalities, time, and costs. The findings indicate that the impact of RTRW implementation varies substantially across the three areas. Air Manis experienced the most significant changes, including building reorganization, drainage improvements, and enhanced accessibility, largely supported by organic incentives from its tourism

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zone. Seberang Padang showed partial improvements through the Kotaku program and central government funding amounting to Rp14.9 billion. In contrast, Seberang Palinggam experienced almost no formal policy impact because approximately 80–90% of its land is classified as *perponding* land, making standard building permit mechanisms difficult to apply. Supporting factors include subdistrict monitoring teams, coordination through the PKP Working Group Forum, commitment from government officials, and tourism-based incentives. The main constraints include unclear land ownership status, reactive monitoring practices, low spatial planning literacy, urbanization pressures, limited community economic capacity, and weak policy outreach. This study concludes that effective RTRW implementation in residential areas depends on resolving agrarian issues as a primary prerequisite, balancing investment between physical development and monitoring capacity, and integrating economic incentives into policy implementation strategies. The findings contribute to spatial planning and urban governance studies by demonstrating that regulatory implementation is shaped not only by formal policy design but also by land tenure clarity, local institutional capacity, and socio-economic conditions.

Keywords: RTRW Policy Implementation; Spatial Planning; Residential Environmental Quality; Policy Impact; Padang Selatan District

INTRODUCTION

Urban growth that keeps accelerating demands robust spatial planning to ensure livable residential environments. (Nainggolan et al., 2025) emphasize that well-managed spatial planning is a key determinant of residents' quality of life in urban areas, shaping access to green open space, mobility, and a healthy living environment. Spatial policy is a critical tool for local governments to regulate territorial development and guarantee community welfare. (Nugroho, 2023) describes public policy as a government decision aimed at moving society from its current situation to a better one; in the context of spatial planning, such policy works to transform existing conditions into an envisioned ideal.

Padang City, as the capital of West Sumatra Province, faces a complex range of spatial planning challenges. (Darmawan et al., 2025) revealed that the spatial structure of Padang City has undergone significant transformation affecting community settlement patterns. These challenges are compounded by the city's geographic exposure to natural hazards. (Hermon, 2019) noted that spatial planning in Padang has yet to fully address landslide risk. With a population of 939,112 people and a density of 1,351 persons/km² based on 2018 BPS

data, uncontrolled growth has led to residential environments with very low quality. (Wahab, 2021)

Padang Selatan District, as a strategic area, faces serious challenges in residential management. The sub-district has 12 urban villages, several of which are listed as slum areas under Padang Mayor Decree No. 163 of 2014. Seberang Palinggam Village, with a population density of 282,500 persons/km², is recorded as the highest-urgency area for intervention. Environmental conditions there are deeply troubling: clean water supply covers only 80%, sanitation 60%, waste management 50%, and green open space a mere 19%--well short of the 30% target set by the RTRW. (Elviyanti et al., 2020)

The selection of the three sample villages was grounded in a structured urgency assessment of all 12 urban villages in Padang Selatan District, summarized in Table 1. Seberang Palinggam, Seberang Padang, and Air Manis were the only villages rated "Very High" or "High," which is why they were selected as the focus of this study.

Table 1. Research Urgency Level of Residential Environmental Quality by Village in Padang Selatan District

No	Village	Urgency Level	Key Problem Indicators
1	Seberang Palinggam	Very High	One of 23 designated slum areas (Mayor Decree No. 163/2014); extreme density (282,500 persons/km²); clean water 80%, sanitation 60%, waste 50%; public green space only 19% (target 30%); clogged/overflowing drainage; road width below 2 m; disaster-prone low-lying coastal area
2	Seberang Padang	High	Buildings located in landslide-prone zones; spatial-planning violations; exposure to earthquake and tsunami risk
3	Air Manis	High	Buildings too close to the shoreline; abrasion risk not accounted for; tsunami-prone; coastal-buffer violations; included in the 2020–2025 Slum Area Mayor Decree
4	Teluk Bayur	Moderate	High-density port area; infrastructure strain; potential land-use conflict
5	Batang Arau	Moderate	Riverbank settlement; flood and landslide potential; river-buffer review needed
6	Bukit Gado-Gado	Moderate	Hilly topography; landslide potential; limited accessibility
7	Pasa Gadang	Moderate	High-density commercial area; drainage system needs evaluation
8	Belakang Pondok	Moderate	Irregular settlement pattern; basic infrastructure needs improvement
9	Alang Laweh	Moderate	Moderate density; RTRW-compliance review needed
10	Rawang	Moderate	Rapid settlement growth; spatial-control monitoring needed
11	Mata Air	Moderate	Potential water-resource issues; hydrological study needed

No	Village	Urgency Level	Key Problem Indicators
12	Ranah Parak Rumbio	Moderate	New development area; close RTRW monitoring needed

Source: (Elviyanti et al., 2020)*;* (Padang, 2018)*; field observation, 2026.*

Padang City's spatial policy is anchored in Local Regulation No. 3 of 2019, which amends Local Regulation No. 4 of 2012 on the Padang City Spatial Plan 2010-2030 (Peraturan Daerah Kota Padang Nomor 3 Tahun 2019 Tentang Perubahan Atas Peraturan Daerah Nomor 4 Tahun 2012 Tentang Rencana Tata Ruang Wilayah Kota Padang Tahun 2010-2030, 2019). This regulation designates Padang Selatan primarily as a medium-density residential zone, a commercial and service zone, a green open space zone, and a disaster mitigation zone. However, in practice, a wide gap persists between planning intentions and ground reality (Ichsan et al., 2020). Settlement patterns in Padang Selatan have not fully aligned with spatial rules, pointing to deep-rooted issues in policy execution. At the national level, (Ulenaung, 2019) similarly found that the implementation of RTRW-based regional regulations is commonly constrained by weak law enforcement, limited institutional capacity, and low public awareness of spatial rules.

Research that comprehensively bridges RTRW policy with the actual quality of residential environments in Padang Selatan District remains scarce. Prior work by (Kultsum, 2023) focused on the juridical aspects of RTRW formulation. (Umar, 2019) examined planning document consistency; (Widodo, 2017) similarly found a weak substantive link between RTRW documents and regional development plans in Probolinggo City; (Hasnati et al., 2018) investigated impacts on the investment climate-yet none has examined the concrete impact of implementation on the physical quality of residential environments at the sub-district level. This study fills that gap by analyzing RTRW policy implementation impacts on residential environmental quality across three sample villages, drawing on (Agustino, 2017) policy impact theory, which encompasses dimensions of primary subjects, externalities, time, and costs.

This study aims to: (1) analyze the impact of RTRW policy implementation on residential environmental quality in Padang Selatan District; and (2) identify the supporting and inhibiting factors in RTRW policy implementation in the research area.

METHODS

This study uses a qualitative approach with descriptive methods, aiming to systematically and accurately portray conditions as they actually exist. (Bryman, 2012) defines qualitative research as a strategy that prioritizes words over quantification in both data gathering and analysis, while (Alasuutari, 1995) identifies that the core characteristic of qualitative research is its reliance on reasoning to explain why phenomena occur.

The study was conducted in Padang Selatan District, Padang City, focusing on three sample villages chosen based on problem urgency: Seberang Palinggam Village (a slum area with extremely high density of 282,500 persons/km²), Seberang Padang Village (a riverside area with irregular settlements), and Air Manis Village (a coastal area designated as a tourism zone). The study also covered the Padang City Public Works and Spatial Planning Office (Dinas PUPR) and the Housing and Settlements Office (Dinas Perkim) as key government stakeholders.

Informants were chosen using purposive sampling, on the basis that they possessed deep knowledge of RTRW implementation and residential environmental conditions in the research area. Eight informants participated: a Spatial Planning Analyst from Dinas PUPR (Marlina Wirmas), an official from Dinas Perkim, the Head of Section at Padang Selatan Sub-district Office (Eka Saputra), the Village Head of Air Manis (Salomon Eka Putra, S.H.), the Government Section Head of Seberang Palinggam (Yudhis), the Village Head of Seberang Padang, and two residents who had lived in the research area for a minimum of five years.

The institutional position and interview timing of each informant are summarized in Table 2, covering both the government side spatial planning, sub-district, and village officials and the community side, namely long-term residents of the three sample villages.

Table 2. Profile of Research Informants

No	Position / Role	Institution	Interview Date
1	Spatial Planning Analyst	Dinas PUPR, Padang City	April 2026
2	Official, Housing and Settlements Division	Dinas Perkim, Padang City	March–April 2026
3	Head of Section (Order and Public Tranquility)	Padang Selatan Sub-district Office	March–April 2026
4	Village Head	Air Manis Village	March 30, 2026
5	Head of Government Affairs Section	Seberang Palinggam Village	April 22, 2026
6	Village Head	Seberang Padang Village	March–April 2026

No	Position / Role	Institution	Interview Date
7	Resident, RT 04 (15+ years in the area)	Seberang Palinggam Village	April 22, 2026
8	Long-term resident (5+ years)	Seberang Padang / Air Manis Village	March–April 2026

Source: Field interview data, March–April 2026.

Data were gathered through three main techniques: (1) in-depth interviews using structured interview guides, conducted in March-April 2026; (2) direct observation of the physical condition of residential environments in all three villages; and (3) document study of RTRW documents, Local Regulation No. 3 of 2019, Kotaku program reports, and BPS statistical data. Data trustworthiness was verified through source triangulation, method triangulation, member checks, and extended engagement in the field. The overall analytic procedure follows(Moleong, 2016) qualitative research framework.

Data analysis used componential analysis, working in three stages: presenting observation and interview data, sorting data by relevant domains and sub-domains, and identifying contrasting elements to reveal pattern differences among the three sample villages. The analytical framework is grounded in (Agustino, 2017) policy impact theory with four analytical dimensions: primary subjects, externalities, time, and costs.

RESULTS

Overview of Residential Environmental Conditions

Padang Selatan District spans 10.03 km² with a population of 59,748 people spread across 12 urban villages. Environmental quality in the three sample villages varies considerably, as shown in Table 3.

Table 3. Infrastructure Conditions in Three Sample Villages of Padang Selatan District

Aspect	Seberang Palinggam	Seberang Padang	Air Manis
Clean Water	Around 80% covered; some residents still use wells with uncertain water quality	Some households still depend on groundwater and natural springs	Most households are already connected to the local water supply network
Sanitation	Around 60% covered; some waste is still discharged into drains or rivers	Drainage and household waste management still need improvement	Received intensive sanitation improvements during 2024–2025

Aspect	Seberang Palinggam	Seberang Padang	Air Manis
Drainage	Several spots are still clogged and overflow during heavy rain	Further improvements are needed in flood-prone areas	Not fully completed; improvements are still ongoing
Roads	Roads have been widened and two cars can pass each other on the main road	Riverside pedestrian paths are available, but some roads remain damaged	Road layout is more organized and fire trucks can now access the area
Green Open Space	About 19% of total area (RTRW target is 30%)	Limited availability; no official measurement yet	Maximum building coverage set at 60% in the tourism zone
Waste Management	Around 50% handled through the landfill system; some residents still burn waste	Waste handling is gradually improving through village programs	Waste management and cleanliness assistance are being carried out in the tourism area

Source: Research interview data, 2026.

Among the three villages, Air Manis has the most functional infrastructure. Clean water access through the PDAM network is largely fulfilled, while Seberang Palinggam still relies partially on wells with unverified water quality. Sanitation in Air Manis received intensive intervention in 2024-2025, whereas Seberang Palinggam remains at roughly 60% fulfillment with some households still discharging waste into drainage channels or rivers. Road conditions in Air Manis are more orderly-fire trucks can now access the area-while Seberang Padang has riverside pedestrian paths but some road sections remain in poor condition. Green open space in Seberang Palinggam sits at only 19% of total land area, well below the RTRW's 30% target.

Beyond the qualitative infrastructure picture in Table 3, the three villages also differ sharply on basic quantitative indicators area, population, density, and land-tenure status summarized in Table 4. These figures help explain why the same regulation produces such different outcomes: Seberang Palinggam, the smallest and most densely populated of the three, is also the village where land tenure is least secure.

Table 4. Quantitative Profile of the Three Sample Villages

Indicator	Seberang Palinggam	Seberang Padang	Air Manis
Population density	282,500 persons/km² (classified as "very dense," SNI 2003-1733/2004, >400 persons/ha)	Moderate-to-high; riverside settlement pattern	Lower; dispersed coastal/tourism-zone settlement
Dominant land status	≈80–90% perponding (state land under occupation, uncertified)	Mixed; a portion under customary (adat) land claims	Majority already certified, enabling PBG/IMB processing

Indicator	Seberang Palinggam	Seberang Padang	Air Manis
Dominant livelihood	Fishermen and fishing laborers; about 419 of 1,316 working-age residents are unemployed	Informal labor and small trade along the riverbank	Tourism-related trade and services
Community participation in environmental upkeep	30–60%	Moderate; constrained by passive local leadership on enforcement	High; reinforced by tourism-driven self-interest

Source: (Elviyanti et al., 2020);(Padang, 2018)*; field interview data, 2026*.

To situate these findings spatially, Figure 1 presents satellite imagery of the three sample villages, illustrating the contrasting settlement patterns described above: the dense, tightly packed rooftops of Seberang Palinggam, the riverside row-housing of Seberang Padang along the Batang Arau, and the more dispersed, greenery-interspersed settlement of Air Manis.

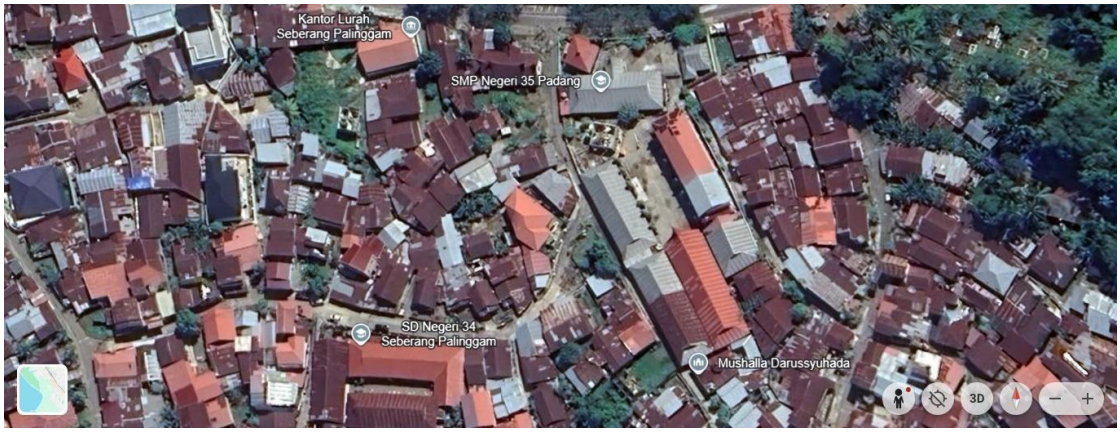


Figure 1a. Seberang Palinggam Village - dense rooftop settlement pattern (Google LLC, 2025)



Figure 1b. Seberang Padang Village - riverside row settlement along the Batang Arau (Google LLC, 2025)



Figure 1c. Air Manis Village - dispersed coastal settlement within the tourism zone, 2025 (Google LLC, 2025)

RTRW Policy Impact on Physical Environmental Quality

Field data show that the impact of RTRW policy on the physical quality of residential environments is anything but uniform across the three villages-it varies considerably depending on the structural conditions of each area. In Air Manis Village, physical changes are the most visible of the three. Village Head Salomon Eka Putra, S.H. noted that since 2019 there have been gradual improvements in building layout, drainage conditions, and road accessibility, to the point where fire trucks can now enter the area. Sub-district Section Head Eka Saputra identified the tourism status of Pantai Air Manis as an organic driver of community compliance without coercion, residents voluntarily keep things in order because they directly connect the condition of their area with tourist visits and their own income.

"Praise God, there have been a lot of changes. The most visible is the building layout-it's much tidier now. Drainage has improved too. And road access has been reorganized along with it. What matters most is that now, if there's an emergency, fire trucks can get in because the roads are wide enough."

(Village Head of Air Manis, Salomon Eka Putra, S.H., interview, March 30, 2026)

Seberang Padang Village sits in the middle ground. Infrastructure improvements have occurred through the Kotaku program in 2018-2019 and a central government Special

Allocation Fund worth Rp14.9 billion, covering drainage repairs, road widening, and public space improvement along the riverbank. That said, resident compliance with building permit rules remains a serious challenge, in line with (Ichsan et al., 2020), who found that settlement patterns in Padang Selatan have yet to fully align with RTRW rules.

The most critical conditions were found in Seberang Palinggam Village. Government Section Head Yudhis explained that RTRW policy has in substance not been implementable in his area because roughly 80-90% of the land holds perponding status (state land under occupation). Since the land is uncertified, Building Construction Approval (PBG/IMB) cannot be issued, stripping the entire spatial policy toolbox of its legal footing. A resident of RT 04 who had lived there for more than 15 years admitted never having received any explanation of applicable spatial rules and had built their house without any knowledge of permitting procedures.

"Because the land has no certificate, there is no Building Construction Permit (IMB), and no spatial rule can be applied. So in terms of formal impact on the community, the RTRW policy has none here-the regulation simply cannot enter this area."

(Head of Government Affairs, Seberang Palinggam Village, Yudhis, interview, April 22, 2026)

"Since I've lived here, no officer has ever come to check the buildings or explain the rules. More and more houses keep going up, and it keeps getting more crowded, but nobody manages it. The road is still narrow, the houses are still packed together. If we wanted to build or renovate, we wouldn't even know where to start, because our land has no certificate."

(Resident, RT 04, Seberang Palinggam Village, Rudi (pseudonym), interview, April 22, 2026)

Impact on Community Groups

The study found that no community group experienced severe negative impacts such as forced eviction as a direct result of RTRW implementation. The approach consistently relied on mediation and education rather than coercion. The most visible positive impact is improved area accessibility, which has spurred local economic growth. Areas around Batang Arau and Seberang Padang, once considered dark and hard to reach, have opened up through infrastructure improvements, stimulating the growth of micro, small, and medium enterprises (MSMEs).

The group bearing the most indirect negative consequences is the community living on perponding land in Seberang Palinggam. The unclear land status means they cannot access

government development assistance, even when they are disaster victims. This represents a classic instance of unintended effects as conceptualized by (Agustino, 2017) in his policy impact theory.

Assessment of RTRW Implementation Success

Assessments of RTRW implementation success collected from various informants show significant variation, as presented in Table 5.

Table 5. Assessment of RTRW Implementation Success Based on Informants' Views

Informant	Main Notes
Head of Air Manis Village	The process is still ongoing. Real improvements can already be seen, but the work is not fully finished yet.
Head of Government Affairs, Seberang Palinggam Village	The biggest issue is the ponding land status, which makes building permit rules difficult to apply.
Head of Seberang Padang Village	The complaint system still needs improvement, along with firmer action against violations.
Head of Division, Padang Selatan District	Most new buildings constructed after 2019 have started following the PBG permit process.
Spatial Planning Analyst, PUPR (Marlina Wirmas)	Field supervision remains the weakest point because it is often reactive rather than preventive.
Padang City Housing and Settlement Agency	Positive results can mainly be seen in slum areas that have received special handling programs.

Source: Processed from research interview data, 2026.

These differences reflect contrasting output versus outcome perspectives: Dinas Perkim evaluates based on the number of slum spots already handled, while Dinas PUPR evaluates based on the overall spatial utilization alignment.

Table 5. Informant Assessments of RTRW Implementation Success: Air Manis Village Head noted that the process is ongoing, with real changes having occurred but not yet complete; Seberang Palinggam Government Section Head pointed to the fundamental barrier of perponding land status blocking IMB/PBG application; Seberang Padang Village Head emphasized the need for a better complaint system and stricter enforcement; Sub-district Section Head noted that new buildings post-2019 have begun following the PBG mechanism; PUPR Spatial Planning Analyst (Marlina Wirmas) identified reactive field monitoring as the main weakness; and Dinas Perkim gave a positive assessment limited to slum spots that have received dedicated intervention.

Supporting Factors

Padang Selatan Sub-district has a monitoring team that conducts daily field checks, consisting of Operational Work Assistance officers from Satpol PP, Dubalang, and Kasatgas-

precisely the kind of institutional resource base that (Subarsono, 2016) identifies as a precondition for effective oversight and rule enforcement. The Bergopimca coordination forum (Sub-district Leadership Meeting) runs regularly and includes discussions on spatial planning and unauthorized structures. At the cross-sectoral level, the PKP Working Group Forum coordinated by Bappeda meets quarterly, bringing together Dinas PUPR, Dinas Perkim, Sub-district, and Village offices; this is the kind of inter-agency coordination that (Subarsono, 2016) treats as a prerequisite for consistent policy implementation. Financial support from the central government worth Rp14.9 billion for the Batang Arau-Seberang Padang area and approximately Rp1 billion for Air Manis are also significant supporting factors. The economic incentive from Air Manis's tourism zone status has proven to generate effective organic compliance, while field officers' consistent, hands-on enforcement style illustrates what (Subarsono, 2016) calls implementor disposition: a willingness to act firmly and steadily that, on its own, shapes whether a policy actually takes hold on the ground.

Inhibiting Factors

The most fundamental barrier is the unclear legal status of land ownership in Seberang Palinggam (dominance of perponding land at roughly 80-90%) and parts of Seberang Padang (customary land claims). The Complete Systematic Land Registration (PTSL) program by BPN only started in February 2026, but progress is hampered by lost ownership documents for many residents. Other barriers echo the resource and communication constraints that (Subarsono, 2016) identifies as recurring obstacles to policy implementation: reactive monitoring practices driven by limited field personnel and budget rather than proactive inspection; low spatial planning literacy at all levels of implementers and community, reflecting a breakdown in policy communication between local government and residents; persistent urbanization pressures; economic constraints faced by the majority of low-income residents (MBR); and weak policy outreach to the community, compounded by an unclear division of enforcement roles among PUPR, Satpol PP, Dinas Perkim, the sub-district, and village offices-the kind of fragmented bureaucratic structure (Subarsono, 2016) singles out as undermining consistent implementation.

DISCUSSION

The findings reported above show that the impact of RTRW implementation through Local Regulation No. 3 of 2019 differs sharply across the three villages studied. That

difference does not come from the policy itself, since the same regulation applies to the whole of Padang Selatan District; it comes from how differently each village was positioned to absorb it. The discussion below works through that pattern using four analytical lenses- who is affected, what spills over to others, how impact unfolds over time, and what it costs- each one drawn from policy impact theory and applied here to unpack why a single policy can produce such unequal outcomes on the ground.

Figure 2 maps out the analytical framework that structures this discussion: spatial policy, anchored in Padang City's RTRW (Local Regulation No. 3 of 2019) and the underlying ATR/BPN Ministerial Regulation No. 1 of 2018, is examined through Agustino's (2017) four-dimensional lens before arriving at the study's ultimate concern-a pro-environment policy that genuinely takes hold in Padang Selatan District.

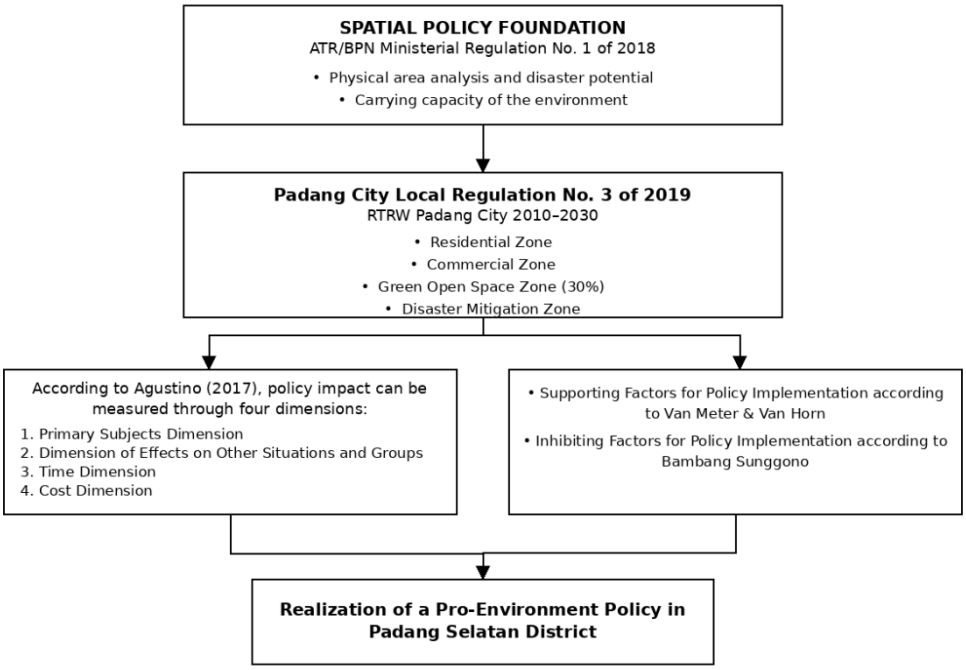


Figure 2. Conceptual Framework Linking Spatial Policy Foundations to RTRW Implementation Outcomes

Primary Subjects Dimension

(Agustino, 2017) calls on policy analysts to pin down exactly who is being affected and to separate the effects a policy was meant to produce from the ones that simply happened along the way. Applied to Padang Selatan, this lens exposes a striking mismatch: the group with the most urgent need for spatial intervention is also the group the RTRW reaches the least. Seberang Palinggam stands out as the clearest illustration. With roughly 80-90 percent

of its land still carrying perponding status, residents there cannot obtain a building permit no matter how willing they are to comply, since the underlying legal requirement of land certification is simply absent. The Government Affairs Section Head of Seberang Palinggam summed this up plainly: without a certificate there is no IMB, and without an IMB the spatial rules have nothing to attach to-so for all practical purposes the policy does not operate there at all. This is less a failure of enforcement than a structural disconnect, what might be called a formal non-impact, where the regulatory instrument exists on paper but never actually touches the ground it was meant to govern. Seberang Padang occupies the middle ground: a portion of residents building after 2019 have engaged with the PBG mechanism, and the Kotaku-funded infrastructure works are a visible, if partial, sign of intended effects taking hold, even though overall compliance with permit rules remains inconsistent. Air Manis represents the most favorable case among the three, not because the policy itself differs but because the precondition for its success-mostly certified land-is already in place, and that formal footing is reinforced by the tourism zone's organic incentive for residents to keep their surroundings orderly.

In effect, Seberang Palinggam functions as a kind of policy enclave: a pocket of the sub-district that sits geographically inside the RTRW's jurisdiction but operationally outside its reach. Several consequences that none of the policy's drafters intended followed from this gap. The clearest is that residents without certified land are also shut out of government relief and rebuilding assistance, including after disasters-a hardship one long-time resident of RT 04 described as living for over fifteen years without ever being able to claim rights to the land beneath his own house. A second, subtler effect comes from the sub-district's preference for mediation over coercion: avoiding forced evictions is humane, but it has also meant that violations are rarely followed through with firm enforcement, leaving rule-breaking largely unchecked. A third effect traces back to the 2023 RDTR revision, which redrew part of the protected Air Manis coastline into a zone open for tourism facilities-inadvertently inviting the kind of development pressure the original zoning had been designed to prevent. Taken together, these ripple effects make the case for reading policy impact in layers rather than at face value, a point (Agustino, 2017) makes repeatedly: a policy's footprint is rarely limited to what it was designed to do.

Externalities Dimension

(Agustino, 2017) makes a related point: a policy aimed squarely at one target almost never stops there, and Padang Selatan offers a textbook case of spill-over running in both directions. On the positive side, better roads and street lighting have opened up the once dark, hard-to-reach corners of Batang Arau and Seberang Padang, and that single change in accessibility has been enough to draw in micro and small businesses that previously had no reason to set up there. Air Manis's tourism status sends benefits even further outward, supporting beachfront traders and contributing to Padang City's wider tourism economy, while the drainage work carried out under Kotaku and the central government's special allocation fund quietly improves conditions for households well beyond the slum pockets it was originally aimed at. The negative side of the ledger is harder to look away from. Excluding perponding-land residents from formal assistance programs is one cost; another, more visceral one, showed up when a fire tore through a cluster of tightly packed houses in Seberang Palinggam-a direct consequence of building density that no permit process had ever been able to regulate. Even the zoning rule that caps construction at 20 percent of plot area on sloped land cuts unevenly, enforced in full against new builders while older houses already crowded five families to a lot sit in a kind of legal grey zone the rule never anticipated-exactly the sort of spill-over that (Agustino, 2017) flags as the central warning of externality analysis: spill-over effects need to be anticipated and actively managed, or they end up widening the very inequalities the policy was supposed to narrow.

Time Dimension

Local Regulation No. 3 of 2019 was never meant to deliver overnight results. It revises a spatial plan originally laid out for the 2010-2030 horizon, so judging it on a snapshot risks missing the point entirely; its impact only makes sense when read in layers across time. The short-term window, roughly 2019-2022, is mostly about awareness: residents starting to recognize the PBG permit mechanism, and the first wave of Kotaku-funded repairs becoming visible on the ground. By the medium-term window, 2022-2026, drainage and road access have continued to improve step by step, and BPN's land-titling program (PTSL) has finally opened, however cautiously, a path toward resolving the land-status deadlock in Seberang Palinggam. This time lag explains, more than anything else, why Dinas Perkim and Dinas PUPR can look at the same policy and reach such different verdicts: Dinas Perkim, scoring implementation at 9 out of 10, is essentially grading short-term output-how many

slum spots have been visibly addressed-while Dinas PUPR is weighing medium-term outcomes, namely whether land use across the sub-district actually lines up with the zoning plan, and arrives at a far more cautious reading. Neither office is wrong; they are simply measuring different points on the same timeline, which is exactly the trap (Agustino, 2017) warns against: drawing firm conclusions about success or failure from only one slice of the timeline.

Costs Dimension

(Agustino, 2017) treats cost as something broader than a government line item; it includes every sacrifice a policy asks of the people it governs, whether that sacrifice shows up on a balance sheet or not. On the government side, roughly Rp14.9 billion has gone into the Batang Arau–Seberang Padang corridor and about Rp1 billion into Air Manis-substantial sums, yet Dinas Perkim itself acknowledges they fall well short of what a full relocation and housing-rehabilitation program would actually require. More tellingly, that physical-construction spending has not been matched by a comparable investment in monitoring: the technical guidance (bimtek) program in Seberang Padang has already been shelved under a budget-efficiency directive, even though it was precisely this kind of capacity-building that determines whether field supervision works at all. The costs borne by residents are harder to quantify but no less real. Permit fees and the expense of meeting construction standards are simply out of reach for most households, who get by as day laborers or informal tradespeople with irregular income. For the people of Seberang Palinggam, though, the steepest price is not measured in rupiah at all. As one long-time resident of RT 04 put it, having lived there for decades without ever being able to fix up his house properly, ask for government help, or stop worrying about possible eviction amounts to a kind of psychological and social cost that no budget line could ever capture-yet it shapes daily life just as concretely as any expense the government records. This mismatch between heavy physical investment and thin monitoring investment is exactly the pattern (Agustino, 2017) identifies as one of the main reasons policy plans and on-the-ground impact so often drift apart.

Key Patterns in Research Findings

Pulling the four dimensions together, three broader patterns stand out. The first is that a single, uniformly worded policy can still land very unevenly once it meets three villages with very different starting conditions-not because the regulation itself changes, but because each village brings a different set of preconditions to it. This kind of outcome is exactly what

(Agustino, 2017) identifies as one of the most common unintended effects in public policy implementation across developing countries. The second pattern is almost counter-intuitive: the tourism economy in Air Manis produced more reliable, organic compliance than any formal warning or sanction did, which suggests that pairing spatial regulation with incentives people can feel in their own pocket may do more for compliance than coercive enforcement ever could (Nugroho, 2023a). The third pattern is the budget imbalance running through almost every finding above: heavy spending on physical infrastructure paired with very little spent on keeping that infrastructure-and the rules around it-working over time. Left uncorrected, that imbalance threatens to undo gains that took years to build, which is really an argument for shifting the whole paradigm of implementation: away from construction as the main measure of success, and toward building the supervisory capacity, spatial-planning literacy, and land-tenure clarity that allow construction gains to actually last (Subarsono, 2016).

Limitations

This study has several limitations that should be acknowledged. First, the scope of the research is geographically restricted to only three of the twelve urban villages in Padang Selatan District, namely Seberang Palinggam, Seberang Padang, and Air Manis, which were selected on the basis of problem urgency. As a result, the findings cannot be generalized to the entire sub-district or to other areas with different spatial and agrarian conditions. Second, the study employs a purely qualitative approach using in-depth interviews, observations, and document reviews, which provides rich contextual understanding but does not yield statistical generalizations about the broader population of affected communities or implementors. Third, the temporal scope of the research covers the period from 2019 to 2026, coinciding with the enactment of Local Regulation No. 3 of 2019; findings therefore reflect only the early-to-mid implementation phase and may not capture longer-term outcomes. Fourth, data collection relied on purposive sampling with eight key informants, meaning that the perspectives of a wider range of community members, particularly those in the most vulnerable and hard-to-reach households in Seberang Palinggam, may be underrepresented. Fifth, the policy focus is limited to the RTRW under Padang City Regulation No. 3 of 2019 and does not systematically examine the interactions of that regulation with other overlapping sectoral policies such as those governing housing, disaster risk reduction, or environmental management, which also shape residential environmental quality in the study area.

CONCLUSION

The impact of RTRW policy implementation based on Padang City Local Regulation No. 3 of 2019 on residential environmental quality in Padang Selatan District is uneven across the three studied villages. Air Manis Village shows the most positive development, driven by the combination of formal policy instruments and organic incentives from its tourism zone status, marked by more orderly building arrangements, improved drainage, and better road accessibility. Seberang Padang Village experienced partial improvements in physical infrastructure through the Kotaku program and central government Special Allocation Funds. In contrast, Seberang Palinggam Village has felt almost no formal policy impact due to the structural barrier of perponding land that paralyzes the entire implementation mechanism.

Supporting factors include the sub-district's daily monitoring team, cross-institutional coordination through the PKP Working Group Forum, active commitment from government officials in the field, central government financial support, and tourism zone economic incentives. The primary inhibiting factors are structurally unclear land ownership status, followed by reactive monitoring, low spatial planning literacy at all levels, persistent urbanization pressures, economic constraints of low-income communities, and weak policy socialization.

Sustainable RTRW implementation success requires three key conditions: first, resolution of agrarian issues as a prerequisite, through accelerated PTSL particularly in areas dominated by perponding land; second, rebalancing the budget between physical construction and proactive monitoring capacity building; and third, integrating economic incentives into the policy design so community compliance grows organically.

This study is limited to three sample villages and a qualitative approach that does not produce statistical generalizations. Future research is encouraged to expand the scope to all 12 urban villages in Padang Selatan District using a mixed-methods approach, and to develop dedicated studies on the resolution of perponding land within the framework of urban spatial planning policy implementation in Indonesia.

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