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URBAN GOVERNANCE MANAGEMENT TOWARDS MANAGING SLUM AREA IN INDONESIAN CITIES

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Abstract

The population growth of a city from time to time experiences rapid development. This situation leads to socio-economic and cultural changes and have an impact on their interactions with other cities and the surrounding area. The rise of economic growth in big cities has made the pace of city development faster, making housing demand higher. That way, land use is increasingly competitive. The problem then creates a slum area. The challenges and obstacles that will be faced in the effort to deal with slums are the unavailability of accurate data and information in each region, which can inform the slums that can be adequately handled. For this reason, the purpose of this research is to find out the governance of urban slums. The research used is descriptive qualitative and uses AHP Method. The results of the study reveal several slum typologies such as the concept of rigid environmental structuring, lack of drinking water supplies, etc. The research also discusses government practices, as well as prevention of slum areas in urban areas. This research concludes the need for accurate database and information in each region to deal with slum areas in the city, as well as accurate information about handling the slums.

I. INTRODUCTION

Sustainability is a system of the human to survive, develop, and adapt to changing environmental conditions in the long term lead to future (Miller & Spoolman, 2018, p. 474). Sustainable development itself is an approach to addressing environmental problems (Beder, 1993) is the development of the use of environmental resources to meet the needs of today without endangering future generations in the future (Brundtland, 1991).

Sustainable development focus itself drawn to the maintenance of ecological integrity, integration development and environmental care, adoption of international attitude meeting the needs of life for all people without exception, the conservation of which is utilitarian, convergence towards equality of inter-generational, inter-group and inter-species, the application of science and environmental technology to the development of the world, reception economic growth without going through ecological limits, as well as the adoption of long-term thinking (Barrow, 2006).

A sustainable city is one of the elements that have an essential contribution in the Sustainable Development Goals (SDGs), where the city's development are designed with harmony or balance

between urban development and the existing environment within and around it (Haughton, 1999). The role of sustainable urban development more prominent with the growth of population in urban areas, where nearly half of the human population are urban dwellers and is predicted to increase to 72% in 2000 and 2030 (Dempsey, Bramley, Power, & Brown, 2011).

Sustainable City concept has a close relationship with *sustainable* development, where different interpretations of the characteristics of the city as to what could otherwise sustainable, as well as the development of criteria and indicators in its manifestations (Chiesura, 2004).

The physical expression of urban areas including the vast, shape, land use, configuration, and distribution of open spaces, but a city that is *sustainable* is more focused on issues such abstract environment (including transport), as well as social and economic circumstances people (M. Jenks & Jones, 2009).

Four main factors that become an essential strategy to achieve the desired sustainable urban form (Burton, Jenks, & Williams, 2013; Jabareen, 2006). First, a compact city has its protection against the suburban area (rural) (McLaren, Elkin, & Hillman, 1991). Secondly, the support of the quality of life, including social interaction to it and access to facilities and services available.

Third, the reduction of energy consumption by the construction of the building density capable of supporting district heating or heat combines with the power system. The fourth and the last one is the reduction of greenhouse gas emissions (GHG) by reducing or minimising the number and travel distance using the output transport emissions are harmful to the environment (fossil fuel transport) (Jabareen, 2006).

Development of a Sustainable Cities not only increased its biotic and abiotic aspects of urban areas but also incorporate the social elements of urban life, namely the satisfaction of people who live in it (Chiesura, 2004). Until now, concerns about the sustainability of an urban and town planning focused on the form of increased density for development, ensuring the coherence of governance, (M. (Michael) Jenks & Dempsey, 2005; M. Jenks & Jones, 2009).

The concept of a sustainable city must be viewed globally, involves an examination of the external impact caused by a city (Haughton, 1997). The sustainable city aspect consists of the quality of air, water and climate, biodiversity, energy, education, food, agriculture, economy and development, the environment and public open space, health and sanitation, public transport, the use of hazardous materials, solid waste treatment

and liquid, as well as settlements for city dwellers.

An Urban is not just a passive victim of the spatial unit of global environmental development but also plays an active role in sustainable development in the settlements and environmental quality (Camagni, Capello, & Nijkamp, 1998). In the definition, the settlement is a process based on the functional lug pattern of human activities coupled with the effect of setting both physically and non-physically directly affecting models and operations of activities.

Urban setting has the impact of inter-related on the urban physical environment formed under conditions of the location and community groups with sociocultural (Rapoport, 1969). Urbanisation often considered a form of socio-economic development (McGee, Ergas, Greiner, & Clement, 2017). Urbanisation is a global phenomenon which sometimes leads to the dramatic growth of urban areas and districts that can stretch the ability of a city to provide comfortable housing for its residents (Teferi & Newman, 2017).

The tendency of rapid economic growth in big cities is accelerating the pace of urban development, the impact on competition in the utilisation of vacant land (Harahap, 2013). Development of the city on the other side to attract massive migration of people from the suburbs to urban areas (Teferi & Newman, 2017), which ended up with the high demand for housing in urban environments (Handrianto, 1990).

This uncontrolled urbanisation will cause a variety of problems in the urban environment. The arising problems primarily excessive urbanisation was leading to an increased concentration of urban population, which is not offset by the speed of development of industrialisation. This condition causes the migration towards the cities tends to be uncontrollable.

Urban development as a result of population growth can lead to changes in some aspects such as social, economic, cultural, and interaction with regional and other surrounding towns. Implications of changes aspects mainly on social and environmental of this urbanisation phenomenon have different problems in each region (Parris, 2016).

In one example, a high concentration of population growth is one of the problems faced by the State of Indonesia today. Growth in most major cities in Indonesia at this time are not offset by the construction of infrastructure of the city and of enhancing urban services that support changing the urban area of the resulting developments in the urban areas considered to decreased function of the environment that has the potential occurrence of slums (Sobirin, 2001).

II. METHOD

Looking at the method, this research categorized as descriptive research, which is research that collects several definitions of the Slum Area from the literature review. From a research approach, this study purely uses a qualitative research approach presented through the literature books and review from many theories especially regarding the Urban Governance Management. Furthermore, in order to establish the strategy in preventing the slum settlement growth in an urban area, this study will use the *Analytical Hierarchy Process (AHP)*.

III. RESULT AND DISCUSSION

A. Typology of Slum Area

A slum is a general depiction of the attitudes and behaviours that are below the standard of living and usually characterised the middle and lower income people. An area can be declared a rundown when a group of individuals living under the same roof who lack one or more in (1) durable housing

of a permanent nature that protects against extreme climate conditions, (2) sufficient living space which means no more than three people sharing the same room, (3) easy access to safe water in sufficient amounts at an affordable price (4) access to adequate sanitation in the form of a private or public toilet shared by a reasonable number of people, (5) security of tenure that prevents forced evictions (Habitat, 2006).

Slum settlements or slums are a legal residential neighbourhood with substandard livability conditions or do not qualify for a place of living. Another definition says that slums are illegal settlements on land that is already very degenerate (slums), both housing and settlements (Tjiptoherijanto, 2016). Slums also can be interpreted as the residential environment of low economic status is legal, but the condition does not qualify as a place of settlement (Soekanto, 2005). Factors that cause the creation of slums in broad outline are shown in Figure 1

Slums area are a residential environment that has a narrow area with dense population, low-quality construction, social and environmental diseases, inadequate environmental services for

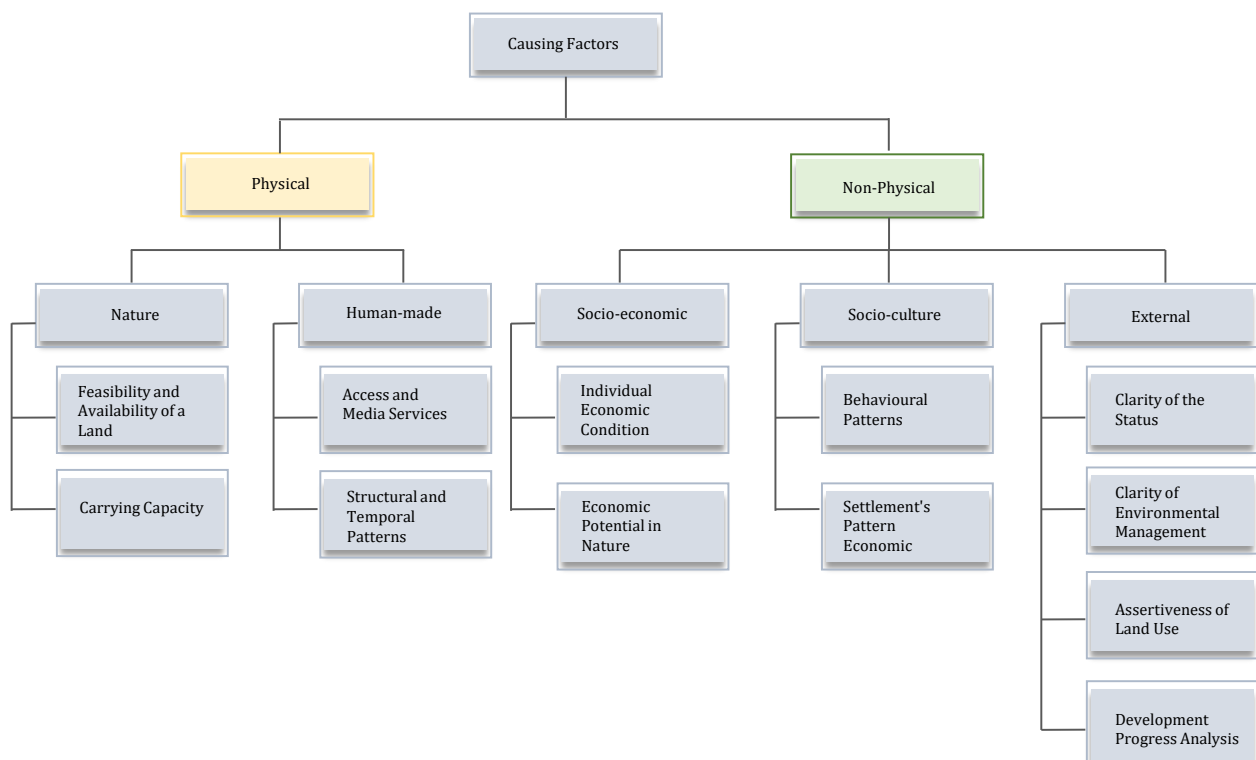


Figure 1. Factors contributing to the creation of Slum Area
source: Enter the Technical Drafting Guidelines for Handling of Urban Slum 2011

the population and the livelihoods of the population (Budihardjo, 2009).

This area is characterised by a very high density of population living in temporary housing, poor sanitation and little access to clean water and almost none (Parris, 2016). Hundreds of people may share a bathroom, which is used for drinking water may be contaminated with human waste, place of residence may not be available for electricity or ventilation, and no paved roads or water disposal facilities (Geyer, Mmuwe-Hlahane, Shongwe-Magongo, & Uys, 2005; Parris, 2016).

In Indonesia, the criteria for housing and slums are described in Rule Minister PUPR No. 2 Year 2016 Improvement of the Housing Slums, and Slum formulated as follows (Article 4-14):

1) Untidiness regarding Building

A settlement otherwise rundown if the establishment of the governance of the building does not comply with building code as well as sound quality of the buildings listed in RDTR and RTBL; High density of buildings that are not in accordance with the Basic Building Coefficient (KDB) and the coefficient of building floor (KLB), which does not exceed the provisions in RDTR or RTBL.

Quality residential buildings include the control of environmental impacts, the construction of buildings above or below ground, water, general infrastructure, safety buildings, health buildings, building comfort, and ease of buildings that do not meet the technical requirements.

2) Untidiness regarding the Road Environment

Declared a slum settlement if a part of a residential neighbourhood or street settlement cannot be accessed, or if any have poor road quality environment where most roads are damaged or not paved, and so on

3) Untidiness regarding drinking water supply

Is declared a slum settlement if the public can not access drinking water that meets the health requirements, as well as the lack of availability of clean water to meet drinking water needs of each under the applicable standards, i.e., 60 liters/person/day

4) Untidiness regarding Environmental Drainage

A settlement will be declared a slum if it does not have drainage. If there is any drainage system, but have a poor quality of construction; not connected with urban drainage systems; not being able to drain runoff stormwater runoff, causing a puddle with a height of not more than 30cm over

two hours and two times a year; as well as the drainage is not maintained so that the accumulation of solid and liquid.

5) Untidiness regarding Wastewater

Slum settlements if otherwise not have processing facilities and systems as well as wastewater management standard.

6) Untidiness regarding waste management

Declared a slum settlement if the means-infrastructures along with a waste management system that does not comply with the technical requirements; non-performance as well as maintenance of facilities and infrastructure of waste management either regularly or periodically, causing pollution in the environment.

7) Untidiness regarding fire protection including

a settlement otherwise rundown if not providing infrastructures fire protection in the form of fire extinguishers Lightweight (APAR) and other supporting equipment, water supply hydrants obtained from natural sources or artificial, the access road to the residential environment which facilitates vehicle firemen to come and go, means smooth communication in case of fire to the fire Agencies, as well as information regarding the fire protection system that is easy to access environment in general.

In general, the spatial patterns in slums in urban areas are divided into 3 groups (Tambunan, 1991), City of Metropolis, where the location of the spatial pattern of slum settlement located on the outer circle around the area that became the center of economic, social, political, and technological or called as the Central Business District (CBD) and the Civic Center (CC).

In the middle City, a slum located suburban areas, not infrequently also there are areas of the city center, but the number is relatively less. In Mikropolis City, the location of slums usually spread linearly (along with urban roads). Recorded almost 1 billion people world population living in a slum settlement in 2003, and is projected to double to 2 billion people by 2020 (Teferi & Newman, 2017).

The neighbourhood was also generally built in areas prone to natural disasters such as floods and landslides (Parris, 2016). One example in the area of Jakarta, Indonesia, almost 49.47% of the total area reached 66,200 hectares designated as a residential area with 5.4% of them consist of slums, which are 392 slum RWs (Fitria & Setiawan, 2014).

Generally, the existing slum areas do not have clarity between those officially managed by the

government or not, the area is an area along the river, the land along the railway line is an area of government authority and the Railroad Service Company (PJKA), the central region of government, province or district, as well as the area under the motorway which is the authority of local governments as well as companies of Highways (Cahya & Amigo, 2012, pp. 1–5)

B. Role of Government

Implement NUA (New Urban Agenda)

Some indicators of sustainable urban areas have developed their own, tested and measured the quality of life issues therein (Chiesura, 2004). The Indonesian government itself has many issue regulations through Law, policy, RPJMD and so on, but this book is made to be a guideline to be easily applied both locally and nationally to move toward a more global scale in accordance with the purpose of SDG's to 11. in this book there are 7 agenda consisting of housing and access to services (inclusive and participatory).

This book was released in 2017, Economic Development (Transparent). This book was released in 2018, the Spatial Development (Integrated). This book was released in 2018, Transport and mobility (Easily accessible and affordable). This book was released in 2018, Social and Cultural Cities (Safe, Comfortable, and Resilience).

This book was released in 2018, Disaster (responsive to gender and age). This book was released in 2017, the Urban Governance (effective, efficient, and productive). This book was released in 2017. In seven of the agenda, each will discuss the theoretical identification, identification of Research and Practice, Analysis and findings, and finalisation

and socialisation.

This was done in an attempt Indonesia are committed to practicing the agenda for urban infrastructure. However, shortcomings in this programme are too many things that are qualitative, but referring to the principles of sustainable development (PB), the government should be creating policies that refer to things that are quantitative. So it becomes a challenge for the government for how it can divert a qualitative nature policy toward quantitative (PB)

C. Prevention of Slum Settlement in Urban Area

Countermeasures Region slums can be done with the relocation because the majority of people living in slums to build on land they do not own the rights legitimately so it can be demolished even the eviction notice in a short time (Hardoy & Satterthwaite, 2014; Parris, 2016). Reduction of slums in urban areas can also be made with region-based, but it must be based on Characteristic of land settlements, to define concepts, strategies, as well as a form of mitigation. Here are the primary considerations, namely:

1) Land Status / Land

Status of land or land is one of the primary considerations in slums prevention in urban areas. Typology prevention of slums generally be distinguished by the ownership status of the land, which is an area dominated by state-owned land, an area with a predominance of land owned and has the economic aspect of the location, the area at the center of urban and has a high economic value,

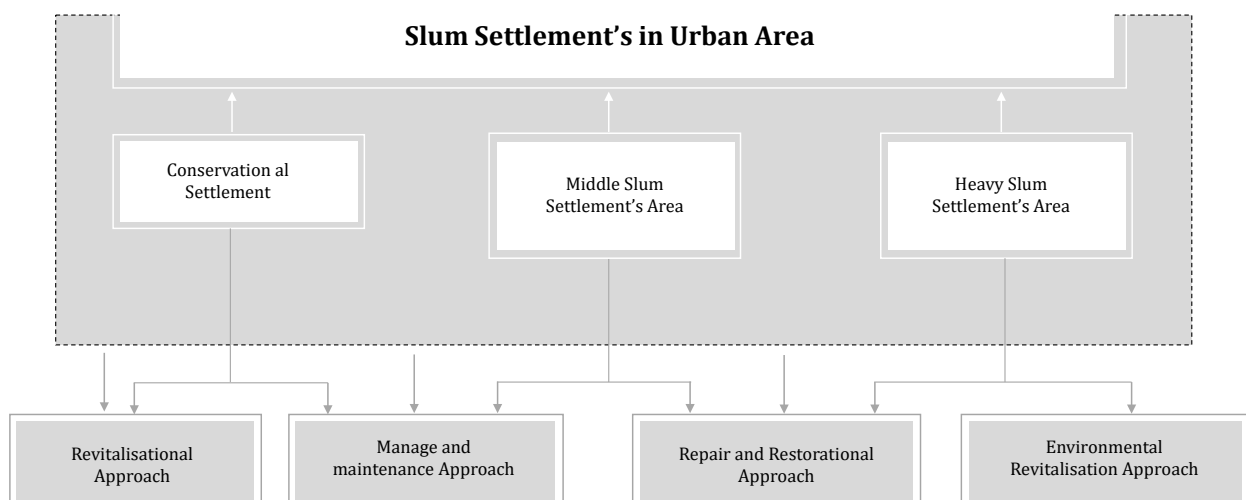


Figure 2. Schematic Handling Assessment of Technical Analysis in Urban Slum

Source: Noegroho, 2010

as well as the area within suburban areas prone to floods with a low economic value (Noegroho, 2010).

In the Report of Environmental Management Based Housing and Slum Areas (PLP2K-BK) in 2010, listed the general aspects and parameters that need to be assumed and taken into account in the analysis of technical studies in the handling of slums shown in the following schematic drawing (Figure 2).

Based on the schematic above, then formed strategies are then grouped into three (3) parts, namely the physical development concept of the region, the concept of regional economic development, as well as the concept of institutional development, Related to the increase in the physical quality of the region of space can generally be categorized into three things, namely (Noegroho 2010). Improving the quality of functional space, the concept of quality improvement is to improve the functions of that was developing in the planning area. This is done by improving the function of spatial planning, good organisation of space, spatial relations, as well as the intensity of the room, so that when the functions of the space will encourage the economic development of the city.

2) Dynamics of Regions and Urban Development

In the presence of a slum housing arrangement consideration to be reorganised is inseparable from the development of the city and the region around it. These considerations include (Noegroho, 2010):

- a) The level of the dynamics of urban development, social economy among the population and the activities of its activities, especially in the area around the area of the arrangement;
- b) Movement or mobility of the people residing in the region;
- c) The legal certainty with the inclusion of a technical plan or design includes the arrangement of buildings and institutions involved in the management, both in public and private parties;
- d) Balance and synergy between seizure activity zone of social and life

Economic the planning area based on the principles of rejuvenation and enhancement of the area. These considerations resulted in the development concept of regional space segment;

- e) Barriers will be limited land that is overcome by the concept of optimization of the intensity of the room, namely the development of the area vertically on some parts to avoid building density is excessive, extend the time of the activity on a same space, and use the free space of the building at the edge of the main road and river as space economy adjusted to the rules;

- f) Sustaining the development of architecture in the urban area with the formation of spatial patterns that support;
- g) Increased uniformity among the activities within the planning area that are mutually supporting, among others, by creating a space that is organized for a variety of activities but characterless equally interrelated functionally eg trading activities with services, open space with housing, transportation by public services, grouping these activities in one segment of the planning department structuring, and linking (linkage) between activities in the planning area outside the region, as well as the links between segments of activities within the region;
- h) The formation of the balance of space that is built by increasing the amount of green open spaces and open spaces in the area. This open space to improve the visual quality of the open spaces that already exist, in particular public open spaces such as pedestrian paths and green lanes, develop open spaces new, either in the form of parks, as well as the corridors / lanes in order to offset the high intensity of land use in the region, combining open spaces are public and open space private which collectively can meet the needs of an open space area, and increase active participation in the provision of space open areas;
- i) Increasing economic potential is within the region that include increased functionality and quality of the housing, improvement of basic infrastructure such as transport and roads, availability of clean water supply to meet the needs, creation of drainage systems and a network of wastewater treatment either at the system on-site and off-site, processing of waste and infrastructure, such as the availability of electricity, telecommunications, improving the quality of social and cultural functions, such as allocation of spaces as a forum for social and cultural activities of society such as the provision of shared space, meetings, recreation, parks, sports venues where the activity of other public, and improving the quality of economic functions: formal and informal form of the allocation of city space to support the development and growth of economic sectors.

3) Public Participation

One thing that can not be left out in response to a slum is the participation of the community itself; both communities were laid out and the outside -stakeholder parties with interest in the region. Structuring a slum does not only refer to the legal aspects but also should consider some other

aspects, namely (Kemen PUPR, 2010).

- a) The principle of democratic, where all will be done based on the agreement and will jointly;
- b) The principle of sustainability, which emphasized in this understanding with their capacity be a sufficient supply of resources to support the life of neighborhoods;
- c) The principle of the participatory form of raising aspirations and active participation of the whole society;
- d) The principle of community development, housing management becomes a tool in the achievement of goals including the total involvement of the community in managing its settlement environment.

4) Government Program to Manage the Slum

By centralizing efforts of the government in infrastructure development, services, property rights, it needs a policy designed to improve the quality of slums (Shirgaokar & Rumbach, 2018). Treatment of the Regions Slum is one of the priorities of the government. It is stated in the draft program RPJMN year 2015- 2019, the Region Slum-free City in 2019 (Buletin Ciptakarya, 2014). Total Existing Urban Slum Areas that have been followed up by the government listed in the following table (Table 1).

However, based on the identification of the Directorate General of Human Settlements, by the year 2014, as many as 3,286 slums identified with a total area of 38 431 hectares are now being targeted

PUPR ministry until 2019 (Buletin Ciptakarya, 2014; suara.com, 2017). Therefore, the government launched a program of ongoing settlement (100-0-100).

Based on the above program, the government has sought to solve the problem of slums was in Indonesia to prioritise the issues contained in each of these slums. In 2016, the spread of slums with a total area of 2,162 hectares located in various regions and provinces in Indonesia have been followed up by the Ministry PUPR.

5) Prevention Strategy of Slum Settlement in Urban Area

The strategy for preventing the slum settlement growth in the urban area consists of the criteria that have been determined based on the literature review results that have been described previously. The Analytical Hierarchy Process (AHP) method is used to help determine the priority strategy in the prevention of slum settlement in the urban area.

There are 3 Criteria and 9 sub-criteria used. Criteria-1, Physical Development with sub-criteria for improving the quality of space function, improving quality of visual-spatial, and improving the quality of the environment. Criteria-2, Economic Development with sub-criteria for improving regional productivity, improving investment access, improving access to cross-border economics. Criteria-3, Institutional Development with sub-criteria for improving community participation

Table 1.
Existing Condition Slum Handling 2010-2014

	Component	Year					Total
		2010	2011	2012	2013	2014	
1	Total Allocation Fund 142,985 344,667 172,510 336,946 291,786 1,288,897						(x1000)
2	Number District / City	85	141	105	123	4	458
3	Total Area	118	226	137	209		7697
4	Total area 196.91 438.78 268.44 492.98 412.27 1.854,38						(Ha)
5	Total Life Underserved 246,132 604,726 335,552 616,220 515,342 2,317,972						(persons)

Source: Ministry of Public Works and Housing, 2015

Decision Hierarchy			
Level 0	Level 1	Level 2	Glb Prio.
Strategy of Prevention of Slum Settlement in	Physical Development 0.155	improving quality of space-function 0.423	6.5%
		improving quality of visual-spatial 0.125	1.9%
		improving quality of environment 0.452	7.0%
	Economic Development 0.116	improving regional productivity 0.694	8.1%
		improving investment access 0.088	1.0%
		improving access to cross-border economics 0.218	2.5%
	Institutional Development 0.729	improving community participation and empower 0.230	16.8%
		improving monitoring system 0.076	5.6%
		capacity building of working group and local 0.694	50.6%

Figure 3. The Analytical Hierarchy Process (AHP) Result

and empowerment, improving monitoring systems, capacity building of working groups and local government officials. The Result of expert judgment can see in Figure 3.

AHP results show that in Criteria-1, Physical Development, there is a very small difference between the sub-criteria of improving the quality of the environment (0.452) and improving the quality of space-function (0.423). While the sub-criterion of improving quality of visual-spatial got the lowest weight (0.125).

Consolidated Priorities			
Consistency Ratio CR: 0.5%			
Category	Priority	Rank	
1 Improving quality of space-function	42.3%	2	
2 improving quality of visual-spatial	12.5%	3	
3 improving quality of environment	45.2%	1	

Figure 4. AHP Result for Criteria-1

Criteria-2, Economic Development, sub-criteria for improving regional productivity gets the highest weight (0.694) while sub-criteria of improving access to a cross-border economy and improving investment access weighs 0.218 and 0.088.

Consolidated Priorities			
Consistency Ratio CR: 0.0%			
Category	Priority	Rank	
1 improving regional productivity	69.4%	1	
2 improving investment access	8.8%	3	
3 improving access to cross-border economics	21.8%	2	

Figure 5. AHP Result for Criteria-2

Criteria-3, Institutional Development, a sub-criteria capacity building of working group and local government officials got the highest weight (0,694), while sub-criteria improved community participation and empowerment got second (0,230) and sub-criteria improved monitoring system third (0,076).

Consolidated Priorities			
Consistency Ratio CR: 2.0%			
Category	Priority	Rank	
1 improving community participation and empower	23.0%	2	
2 improving monitoring system	7.6%	3	
3 capacity building of working group and local	69.4%	1	

Figure 6. AHP Result for Criteria-3

At first level criteria, Institutional Development criteria ranked first (0.729), Physical Development ranked second (0.155), and Economic Development ranked third (0.16)

Consolidated Priorities

Consistency Ratio CR: 0.4%

Category	Priority	Rank
1 Physical Development	15.5%	2
2 Economic Development	11.6%	3
3 Institutional Development	72.9%	1

Figure 7. AHP Result for Criteria-4

Based on these results, the priority strategy of prevention of slum settlement in the urban area is institutional development by capacity building of working groups and local government officials with a percentage of 50.6%. This shows that the government is currently addressing the readiness of the government itself, especially regarding the capacity of human resources in institutional governance

IV. CONCLUSION

The population growth over time resulted in the city experiencing rapid development can cause socio-economic, and cultural change and impact on its interaction with other cities and the surrounding area. The rise of economic growth in big cities makes the pace of urban development more rapidly, thus making the demand for housing in cities increasingly high so that the increasingly competitive land use that makes the creation of slum areas.

The challenges and obstacles that will be faced in the effort to handle slum settlements are not yet available accurate data and information in each region that can inform the area of slum that is fully handled (baseline); handling slum settlement which is the duty and authority of local government based on Law No. 1 of 2011, but has not been matched by human resources and financing capacity in accordance with the government's capabilities, and the handling of slum settlements that have lasted long has not provided optimal results because the field handling has not been integrated, and is still regional.

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