

## Housing and Urban Development in Makassar: A Policy Benefit Approach

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**Abstract:** This article analyzes the benefits of spatial planning policies for housing and settlements for the development of Makassar City. There are three types of benefits from this research, namely: the benefits of housing availability for low-income people; benefits of the quality of the housing and settlement environment; and benefits of the availability of infrastructure, facilities, and public utilities. By using qualitative research with a phenomenological narrative approach, this study shows that several spatial planning programs for housing and settlements provide benefits to the community: the availability of decent and affordable housing for low-income communities through the provision of housing loans, subsidized housing, and rental flats. ; improvement and improvement of the quality of the housing and settlement environment through the handling of slum areas with eight priority programs of the city government, the involvement of the Central Government through the City Without Slums (Kotaku) Program; and the availability of public facilities and social facilities in housing and settlements through standardization of infrastructure, facilities and public utilities for housing developers. However, these programs have not been able to distribute a number of benefits fairly and equitably to all policy target groups. Therefore, for the realization of the implementation of the policy on spatial planning for housing and settlement areas, we suggest the realization of benefits in accordance with the wishes to be achieved by a policy that is implemented obediently and consistently.

**Keywords:** Housing, Development, Urban

### 1. Introduction

One of the big problems faced by developing countries today is the growth and concentration of population in big cities. Currently, half of the world's population lives in urban areas (UNDESA, 2014; UN-Habitat, 2016). As a result, the unstoppable population growth in urban areas has an impact on the growth of densely populated areas (Andini, 2013 and Rusnaedy & Haris, 2021). Residential areas and densely populated settlements exist as a consequence of the distance between urban development and the welfare of people who feel excluded (Prianto & Amalia, 2019).

In rapidly urbanizing and developing countries, it is very important to improve the living conditions of the urban poor in settlements with substandard housing and infrastructure, or areas commonly known as slums (Nakamura, 2014). Housing is often considered as one of the basic human needs. Housing ranks second after food and after clothing. Housing needs are a prerequisite for human survival (Onibokun, 1985). Housing as an environmental unit has a great influence on health, efficiency, social behavior, satisfaction and general welfare of the community. It reflects the cultural, social and economic values of a society (Omole, 2012 and Reddy et al., 2013).

The area of housing and settlement space is a problem faced by almost all big cities in developing countries, including in Indonesia. A study of housing and settlement areas generally includes three aspects, firstly the physical condition, secondly the socio-economic and cultural conditions of the communities living in these settlements, and thirdly the impact of these two conditions (Putro, 2011). Urban adaptation needs to be improved by identifying development needs and allocating resources to improve adaptive governance capabilities to support a comprehensive development process (Malik et al., 2021 and Malik et al., 2021b), including structuring settlements and housing areas.

Makassar as a rapidly growing metropolitan city in Eastern Indonesia has a total land area of  $\pm$  17,577 Ha (Ramdhani & Aslinda, 2019 and Patawari, Bakhri & Mery, 2020). From this total area, the Makassar area is classified into spaces with various functions and in an integrated manner, the utilization space is used for settlement, trade, industry, agriculture, education, tourism and other land uses.

**Table 1. Area and Spatial Utilization of Makassar City in the Last 10 Years**

No	Integrated Area	Green Space (Ha)	Cultivation Area					
			Settlement	Public Building	Industry	Warehousing	Low Building Base Coefficient	Mixture
1	City center	126.24	631.19	378.71	-	-	174.71	504.95
2	Settlement	201.56	1151.8	287.95	-	-	199.26	575.9
3	Harbor	61.27	87.55	78.8	43.78	175.1	60.57	175.1
4	airport	193.24	154.59	128.83	128.83	257.66	89.15	257.66
5	Maritime	61.76	92.59	30.88	30.88	61.76	42.74	123.52
6	Industry	67.64	106.3	28.99	531.48	717.57	66.87	193.26
7	Warehousing	77.80	392.6	155.99	-	-	107.67	311.99
8	Education	232.59	1085.16	166.14	-	-	229.93	139.52
9	Study	322.59	29.33	29.33	-	-	40.59	70.38
10	Culture	80.48	51	28.33	-	-	37.13	28.33
11	Sport	169.12	187.92	93.96	-	-	65.02	187.92
12	Business and Tourism	64.71	134.81	67.41	-	-	44.78	168.52
13	Global Business	76.41	95.52	50.94	-	-	44.07	95.52
	Total	1.753.41	4200.36	1526.26	734.97	1212.09	1202.48	2832.57

Source: Makassar City Spatial and Regional Planning Office, 2020

The pattern of development above can be seen that there are areas that are not well organized and do not become a concern in the Makassar City Spatial and Regional Planning (RTRW), namely areas

with random or irregular development patterns. The regional development gap is clear. Development areas which are generally managed by the private sector are very organized, while areas that are not managed by the private sector have turned into slum areas. The area of slum areas is increasing every time. This is then not stated in the RTRW of Makassar City which should be the main concern. This problem is also the basis for this research.

Studies on the arrangement of housing and settlement areas have been widely studied with multiple perspectives. Research that concludes that urbanization affects housing and settlement area structuring policies as studied (Jønsson & Bryceson, 2017; Gao et al., 2017; Prianto & Amalia, 2019; Song, Hu & Li, 2021; and Rusnaedy & Haris, 2021). The tendency of researchers to conclude that the wrong management of housing and settlement areas causes cities in some developing countries to become disorganized, some points in housing and settlements in densely populated cities become slums (Donaghy, 2013; Wigle, 2014; De Weerd & Garcia, 2007). 2016; Lerise & Silayo, 2017 and Oliveira, & Hersperger, 2018)

## 2. Methods

This study uses a qualitative research method with a phenomenological narrative approach. Data were collected through interviews and empirical observations. Documentation studies were conducted on historical data on the actual conditions in Makassar City in terms of spatial planning of housing and settlement areas, which were obtained from the Office of Spatial and Regional Planning, the Office of Housing and Settlements, the Regional Planning and Development Agency and the results of previous research. The data analysis technique is explorative-qualitative, by analyzing the policy implementation model adopted from Grindel (2017) by taking aspects of the types of benefits in policy implementation. The qualitative analysis carried out is supported by quantitative data. In particular, the development of housing and settlement conditions in Makassar City. In the last stage, the researcher concludes the results of the research on the findings in the field that have been processed based on the theory used.

## 3. Results and Discussion

The Makassar City Government's commitment in realizing implementation performance is made with a performance agreement every year as a description of what is to be achieved in the budget period in the housing and settlement area. As a further elaboration of the 2015 - 2019 strategic plan, a performance agreement is drawn up every year. This performance agreement is a description of the performance targets that must be achieved within one year of implementation. This performance target shows the quantitative value attached to each performance indicator, to programs and activities, and is a comparison for the process of measuring organizational success which is carried out at the end of each implementation period. The performance agreement for the 2018 fiscal year is in the following table:

**Table 2. Agreement on Performance Achievement in the Makassar City Housing and Settlement Sector**

No	Strategic target	Performance Indicator	Target
1	Providing a model of a city	Number and % of victims of fires	20 unit, 80%

	house for victims of fire and natural disasters	and other disasters who received assistance from the city house model.	
2	Improving the quality of uninhabitable houses for the poor	Increasing the quality of uninhabitable houses for Low-Income Communities	2 Packages, 200 unit, 80%
3	Residential area planning around canals and rivers	% of recommendations on the results of monitoring and controlling residential areas as a basis for decision making	80%
4	Supervision and control of residential areas along canals and rivers	% Recommendations on the results of monitoring and controlling residential areas as a basis for decision making	90%
5	Improving the quality of houses for victims of natural/social disasters	Number and percentage of victims of fire and other natural disasters who received material assistance	100 unit

Source: processed by the author, 2021

In general, the strategic targets to be achieved by the Makassar City Housing and Settlement Service Office have been stated in the work agreement to be achieved in accordance with the targets that have been set. However, in the implementation of development several policies have been taken and have shown some success. The Makassar City Housing and Settlement Office has carried out the main tasks that are the responsibility of the organization. Of the five main targets that have been set, all have achieved the expected performance, the level of success has been realized optimally. This is what we want to realize at the outcome level.

### **Housing Availability**

One of the alternatives taken by the Makassar City Government in providing housing for low-income people is to prepare vertical buildings in the form of rental flats (rusunawa). The provision of flats is a form of government effort to reduce slum settlements in Makassar City. Flats are multi-storey buildings that are built in an environment that is divided into buildings that are functionally structured in a horizontal and vertical direction and are units, each of which can be owned and used separately, especially for residential areas, which are equipped with parts. shared objects, shared objects and shared land (Said & Alifah, 2017 and Bunawardi & Amin, 2019, and Aljurida et al 2020). There are several direct benefits obtained by the people of Makassar City through the flats program:

#### 1. Economic Aspect

The cost of flats is very affordable for the community, starting from IDR 75,000 - IDR 150,000 per month. In addition, the Makassar City Government has built flats in several strategic urban locations, making it easier for people to go to work.

#### 2. Environmental Aspect

Low-income communities are synonymous with slum dwellings and lack of facilities. However, those who live in rental flats provided by the government will get a place to live in which the environment and facilities are maintained on an ongoing basis. So that people's quality of life also increases.

### 3. Security Aspect

Although the cost is minimal, rental flats are also provided with security facilities as well as medium and luxury homes. So that the security of the community is also fulfilled, unlike when they live in slum areas with building structures that actually have the potential for crime to occur for residents.

**Table 3. Rental Flats in Makassar**

No	Flat Name	Area	Target
1	Rusunawa Daya	Biringkanayya	Low-Income Community Makassar Residents
2	Rumah Susun Baru Mariso	Mariso	Low-Income Community Makassar Residents
3	Rumah Susun Kima 8 Makassar	Biringkanayya	KIMA Makassar Low-Income Community
4	Rumah Susun Sewa	Mariso	Low-Income Community Makassar Residents
5	Asrama Rusun Kodam	Panaikang	TNI member
6	Rusunawa PNS Baddoka	Biringkanayya	civil servant
7	Rusunawa Metro Tanjung Bunga	Mariso	Makassar City Low Income Community

Source: Aljurida et al., 2020

From the information obtained from several informants, it is known that basically the benefits of this flat have been enjoyed by some low-income people in Makassar City. Especially for those who do not have a place to live and who are affected by the relocation of the Makassar City Government. It's just that the Makassar City Government is still constrained by the mindset of the residents who live in these flats who actually consider these flats as a place to stay. Whereas rental flats are actually transit for low-income people, after their condition allows them to own their own house, they have to leave the place so that other people can enjoy it.

Another form of benefit obtained by the people of Makassar City is through public housing credit assistance in the form of the Housing Financing Liquidity Facility (FLPP) program. This program has been ongoing since 2010 in the form of a revolving fund subsidy scheme to finance housing purchases for low-income people. The source of the budget to finance the FLPP comes from the Budget Implementation List of the Ministry of Public Works and Public Housing which is channeled through banks in collaboration with the government. Makassar City itself is one of the FLPP program items that is in great demand, namely the Savings-Based Housing Financing Assistance program (BP2TB), this program is a collaboration between the *Bank Tabungan Negara* (BTN) and the Ministry of Public Works and Public Housing which is provided along with a down payment subsidy to the community. Makassar City, especially those who already have housing savings. Sema

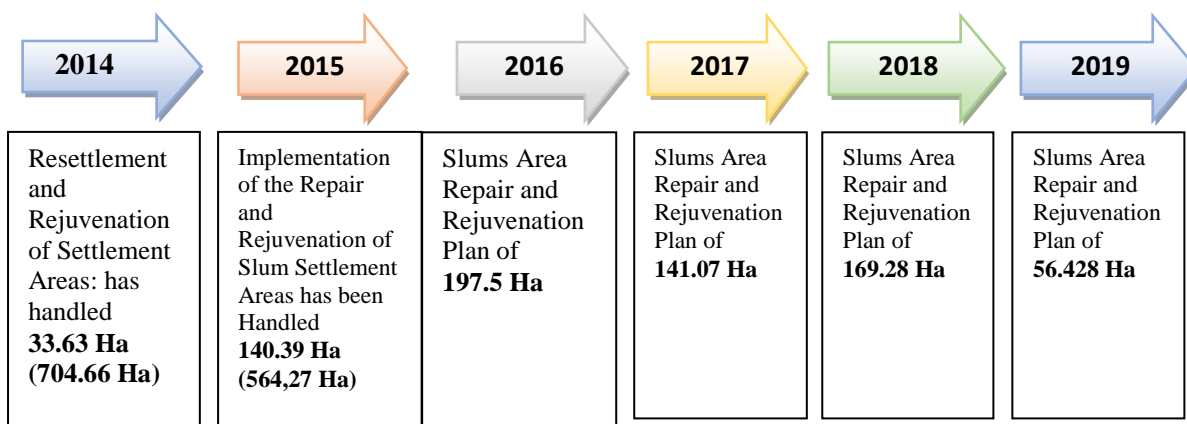
provides down payment assistance to the community of up to IDR 40,000,000 with the highest interest of up to 10 percent.

### Quality of Housing and Settlement Environment

The decline in the quality of the residential environment in Makassar City causes the growth and increase of slum areas which is quite severe. Based on the Decree of the Mayor of Makassar Number 826/653.2/2018 concerning Revision and Verification of Slum Settlement Locations in Makassar City, there are 650.74 hectares of slum area in Makassar City (Rusnaedy & Haris, 2021).

Through the implementation of programs and policies, the Makassar City Government aims to improve the quality of existing slum areas into livable settlements. Therefore, the Makassar city government has made planned and systematic efforts in preventing and improving the quality of slum settlements through various implementation programs and also residential area planning documents in the form of RPKPP (Plan for Development of Priority Settlement Areas) and R4PD (Plan for Development and Development of Housing and Settlements).

The target of improving the quality of residential areas in Makassar City has been running since 2014 and is predicted to reach 0 Ha which will be completed in 2019 through the grand design program for the handling of slum areas in Makassar city of zero percent.



**Figure 1. Grand Design Stages for Slum Management in Makassar City**

To realize this grand design, the Makassar City Government involves community participation through strengthening institutional capacity, namely by forming community institutions and providing training in handling slum areas. The reason for choosing this step is because the carrying capacity of the existing empowerment system is very possible if it is carried out systematically.

1. The Community Self-Sufficiency Agency (BKM), which is located in 153 urban villages with a total of 15 administrators per BKM or 2,145 people throughout the city of Makassar.
2. Human Resources 7,150 community volunteers who have been trained in community empowerment programs who have been trained in empowerment programs (Community Based Water Supply and Sanitation Program, Community Based Sanitation, Employee Skills Coaching and Development, Neighborhood Upgrading and Shelter Project, City Without Slum Program).

3. Self-help groups that have been formed and organized in carrying out work in the field (572 Community Self-Help Groups throughout Makassar City).

We found at least eight flagship programs of the Makassar City Government in structuring slum areas: 1) *Lorong Tidak Rantasa* (Not Dirty Hallway), the target is to make the alley clean, beautiful, and comfortable; 2) *Lorong Garden Ceria* (Cheerful Garden Alley), the target is to make the hallway greener, beautiful, comfortable, and support green areas in settlements; 3) Singara'na Lorongku (Clean Alley), the target is the lighting of the hallway by increasing the number of street lamps; 4) The hallway industry, the target is to strengthen the economy of the people in the hallway; 5) Smart Alley, the target is to increase the accessibility of people in settlements to reach information technology-based public services; 6) Tourism Alley, the target is to make the alley as a residential area for residents that can become one of the urban tourist destinations with community creativity; 7) Alley Business Entity (BULO), the target is to increase the income of alley people so that it affects their quality of life; 8) Lorong Apartments, the target is the provision of decent housing for low-income people who do not have housing, or vertical buildings in the hallway.

In addition, the Makassar City Government provides benefits to the community in terms of improving the quality of settlements by utilizing the program to improve the quality of slum settlements implemented by the central government through the KOTAKU (City without Slums) program launched by the Directorate of Human Settlements, Ministry of Public Works and Public Housing in 2016. has the content of the “100-0-100 Movement”, which is 100 percent universal access to drinking water, 0 percent slum settlements and 100 percent access to proper sanitation. This platform targets the alleviation of slum settlements of 23,656 hectares throughout Indonesia. For Makassar City, the KOTAKU program accommodates six priority slum areas to be addressed which include physical and non-physical activities: access to clean water, proper sanitation, environmental issues, solid waste and mitigation (Interview, Head of Infrastructure Division of the Makassar City Regional Planning and Development Agency).

**Table 4. Slum area of Makassar City in 2018**

No	District	Slum Area (Ha)
1	Tamalanrea	53.91
2	Biringkanayya	31.91
3	Manggala	23.5
4	Panakukang	66.36
5	Tallo	86.7
6	Ujung Tanah	46.8
7	Bontoala	18.17
8	Wajo	29.31
9	Ujungpandang	31.49
10	Makassar	25.04
11	Rappocini	53.97
12	Tamalate	137.99
13	Mamajang	23.2
14	Mariso	28.35
	Total	650.74

Source: Makassar Mayor Decree Number 826/653.2/2018 Regarding Revision and Verification of Makassar City Slum Settlement Locations

In addition to structuring slum areas, the government also carries out house renovation activities for the poor. In 2016 there were 60 housing units, as well as housing improvement programs due to natural disasters and social disasters through the construction/rehabilitation of houses for victims of fire and other natural disasters. The number of houses for victims of fires and natural disasters that were handled from 2015 to 2017 were 305 housing units. Another program to improve the quality of settlements was through the Self-Help Housing Stimulant Assistance (BSPS) program in 2017. The distribution of BSPS given to 207 families were residents of 6 subdistricts in Makassar City with a total assistance of IDR 1,000,000,000 with distribution per family, depending on the level of damage to the dwelling. Starting from IDR 15,000,000-IDR 30,000,000 in savings, the purpose of the assistance is for home renovations. The total money is conditioned by the material needs needed. These efforts are implemented by the Makassar City Government in providing benefits to the community in the dimensions of improving the quality of settlements.

### **Availability of Infrastructure, Facilities, and Public Utilities**

As one of the contents in the implementation of the policy on spatial use of housing and settlement areas in Makassar City, the integration of the infrastructure network system and community activity center is very important, as an inseparable part of healthy and comfortable residential area housing. The Makassar City Government makes the regulations contained in the Makassar City Regional Regulation No. 9 of 2011 concerning Provision and Delivery of Public Infrastructure, Facilities and Utilities in Industrial, Trade, Housing and Settlement Areas. One of the articles stipulates the obligation for the bearer to provide infrastructure, facilities, and public utilities with the composition: 30% for a land area smaller than or equal to 25 Ha; 40 for land area of more than 25 to 100 Ha; and 50% for land area of more than 100 Ha.

In addition to infrastructure, facilities and public utilities, housing development is also required to provide green open space with the width of the required amount of infrastructure, facilities and utilities: housing development under 25 hectares is required for developers to provide green open space of at least 10%; housing developments from 25 Ha to 100 Ha are required for developers to provide at least 20% green open space; housing developments over 100 ha are required to provide at least 30% green open space.

Comfortable and attractive settlements to live in can be created through the provision of complete and adequate social and public facilities. The provision of these facilities is absolutely necessary as a means of social interaction to create a comfortable and attractive city. Social facilities and public facilities are facilities that are needed by the community in a residential area. These facilities can be in the form of education, health, shopping, worship, recreation and cultural facilities, sports, and others.

Based on the results of interviews from several informants, it was found that there was a lack of awareness and responsibility of developers to provide public facilities and social facilities as committed to residents. There is even a tendency for public facilities that should be handed over to the city government in good condition for further maintenance on an ongoing basis, even though



public facilities and social facilities that have been approved by the site plan are assets of the city government so that when they are misused they are included in the category of criminal acts of corruption.

**Table 5. List of Residential Site Plans in Makassar City**

No	Year	Housing Unit
1	2006	20
2	2007	44
3	2008	93
4	2009	52
5	2010	52
6	2011	56
7	2012	53
8	2013	45
9	2014	24
10	2015	32
11	2016	44
17	2017	57
	Total	572

Source: Makassar City Housing and Settlement Area Office, 2019

The number of site plans issued by the Makassar City Government is 572, starting from 2006 to 2017. However, the problem is that of the many housing lists, there are only 12 developers who have handed over their public facilities and social facilities to the government. Whereas in Makassar City Regulation Number 9 of 2011 concerning Provision and Delivery of Infrastructure, Facilities, Utilities in Industrial, Trade, Housing and Settlement Areas article 1 number 1 states that infrastructure, facilities and utilities must be submitted no later than one year after maintenance.

The description above shows that the realization of policy implementation with the aspect of benefits provided has not been managed in a fair and equitable manner. Although there are some positive impacts in the form of improving conditions from before. However, the benefits aspect of the policy only touches a few circles. Several factors that cause the distribution of justice in providing benefits to the community are caused by the government's weak consistency in implementing law enforcement. Whereas according to Grindel (2017) on the aspect of the type of benefit from implementation explains that in a policy there must be several types of benefits that show the positive impact generated by the implementation of the policy to be implemented. The same view is also expressed by Purwanto (2012), which describes that implementation activities are activities to distribute policy outputs implemented by implementers to target groups. The benefits of the policy are expected to emerge when the policy output is acceptable and well utilized by the target group, so that in the long term the policy results will be able to be realized.

The failure of policy implementation to distribute benefits equitably and equitably to all target groups was mainly influenced by the weakness of the implementor to implement the policy as a whole. Often only certain parts of the content of the policy desired by the implementer to be

successful. Meanwhile, policy makers when formulating policies have calculated that policy success can be achieved if the series of elements in the policy are successfully realized. Another weakness as found in the research findings is that the failure of policies to distribute benefits is due to the weakness of the implementor in enforcing coercive rules, and even tends to be permissive towards violations committed by the target group. Basically, the weak enforcement of rules in this implementation has been explained by Ripley and Franklin (1986) in the "compliance" approach which explains that the compliance of implementing agents or individuals is a factor causing weak implementation, as well as the failure of policy performance in providing a number of benefits.

#### 4. Conclusion

The implementation of spatial planning policies for housing and settlement areas for the development of Makassar City provides benefits to the policy target group. There are several spatial planning programs for housing and settlement areas in this study that are considered to provide benefits to the community: the availability of decent and affordable housing for low-income communities through the provision of housing loans, subsidized housing, and rental flats; improvement and improvement of the quality of the housing and settlement environment through the handling of slum areas with eight priority programs of the city government, the involvement of the Central Government through the City Without Slums (Kotaku) Program; and the availability of public facilities and social facilities in housing and settlements through standardization of infrastructure, facilities and public utilities for housing developers. However, these programs have not been able to distribute a number of benefits fairly and equitably to all policy target groups. Therefore, for the realization of the implementation of the policy on spatial planning for housing and settlement areas, we suggest the realization of benefits in accordance with the wishes to be achieved by a policy that is implemented obediently and consistently.

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## Housing and Urban Development in Makassar: A Policy Benefit Approach

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