

## Participatory Design in Vertical Land Consolidation: Community Facilitation of the Kampung Deret Programme in Tanah Tinggi, Central Jakarta

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### ABSTRAK

This article documents the implementation of a community service programme facilitating the Kampung Deret initiative in Tanah Tinggi Urban Village, Central Jakarta, as one of the first instances of Vertical Land Consolidation (VLC) in Indonesia. Through a participatory design approach, eight informal settlement plots were consolidated into a single four-storey residential building comprising twelve dwelling units, shared communal spaces, a commercial unit, and supporting facilities. As architect-facilitators, the implementation team conducted a structured series of socialization sessions, community deliberations (*rembug warga*), and Development Rights-based agreement formulation, whereby land and building ownership rights were converted into proportional dwelling unit entitlements within a multi-family structure, legally equivalent to the conversion of individual freehold title (SHM) into strata title (SHMSRS) under Law No. 16 of 1985 on Flats. The facilitation programme achieved all four designated performance indicators: (1) a unit distribution agreement signed by all Prospective Residents/Beneficiaries (PRBs); (2) a building design concept meeting Healthy Home (*Rumah Sehat*) parameters and endorsed by the PRBs; (3) completion of a Detailed Engineering Design (DED) document; and (4) physical construction of the Kampung Deret Tanah Tinggi building, which expanded residential capacity from eight to eleven units distributed to PRBs, with one additional communal unit designated as a building maintenance revenue source. This article contributes to the development of a replicable VLC model for addressing urban informal settlements in Indonesia, emphasizing community preparation, transparency of rights distribution mechanisms, and flexibility in accommodating individual needs as prerequisite conditions for programme success.

### INTRODUCTION

Kampung settlements constitute an inseparable dimension of Indonesia's urbanisation history (Gulshyan, 2019; Limburg, 2019; Reerink, 2015). These informal urban neighbourhoods account for approximately 70% of land use in Indonesian cities and provide housing for 70-85%

of the urban population (KemenPUPR, 2020; Sing, n.d.), reflecting the persistent inability of the formal housing market to meet mass-scale residential demand. As Firman (2009) demonstrates that urbanisation pressures in Indonesia's metropolitan regions, particularly in Jakarta, have intensified problems of density and environmental degradation in kampung settlements located within the urban core.

In Jakarta, the severe scarcity of developable land in central urban areas renders the improvement of settlements through horizontal approaches alone impossible. A paradigm shift is required, one that enables vertical densification while preserving the tenure rights of existing residents and the social capital accumulated over decades (Limburg, 2019; Putri, 2019; Shirleyana et al., 2018).

A range of approaches has been applied to address informal settlements in Indonesia, from the Kampung Improvement Programme (KIP) pioneered in the 1960s, to the Neighbourhood Upgrading and Shelter Sector Project (NUSSP), to the ongoing Kotaku (Kota Tanpa Kumuh/ Cities Without Slums) programme (Kuswanto, 2019). Most of these interventions have addressed physical infrastructure incrementally without fundamentally restructuring land ownership or building configurations. While physical conditions may improve, the underlying problems of overcrowding and suboptimal land utilisation remain unresolved (Silas et al., 1996). In cases where residents are relocated to government-built rental flats (rusunawa), such approaches frequently sever communities from the social and economic networks formed over generations (Habitat, 2016; Hardoy et al., 2013).

Within the domain of community service-oriented design practice, most documented interventions focus on partial infrastructure improvements and rehabilitation of substandard housing (rutilahu). Approaches that comprehensively restructure both land ownership and building configuration through a collective consent-based consolidation mechanism remain largely undocumented in Indonesian community service literature. The VLC programme at Tanah Tinggi offers a distinct paradigm: in-situ regeneration without displacement, in which individual land and building rights are consolidated and converted into dwelling unit entitlements within a single vertically strata-titled building, making it one of the first documented instances of such a programme in the Indonesian community service context.

Vertical Land Consolidation (VLC) extends the concept of land consolidation into the third dimension: rather than reorganising horizontal plot boundaries alone, the entire building mass is vertically restructured. This concept is analogous to what Doebele (1982) terms land readjustment, developed for the urban context by Hayashi (1992) in Japan. Turk's (2008) comparative international review demonstrates that the effectiveness of land readjustment is contingent upon clearly defined benefit distribution mechanisms and adequate institutional capacity. In Indonesia, VLC implementation remains limited and has been examined primarily in academic contexts (Hudalah & Firman, 2012; Wihadanto et al., 2017).

The Kampung Deret programme, implemented by the DKI Jakarta Provincial Government, adopts an approach described in the literature as the Right Conversion Method (Souza et al., 2018), whereby ownership of existing land and buildings is converted into ownership of floor units within a new, improved structure. Conceptually, development rights previously attached to land in the form of landed housing are converted into rights over dwelling units within a multi-family building. Both forms are legally equivalent as full ownership rights—embodied respectively in a Certificate of Freehold (SHM) and a Certificate of Freehold over a Flat Unit (SHMSRS), as governed by Law No. 16 of 1985 on Flats.

This article documents the implementation of a community service engagement involving facilitation of the Kampung Deret programme at Location 5, Tanah Tinggi Urban Village, Johar Baru Sub-District, Central Jakarta, during the 2023 fiscal year. The novelty of this programme resides in the integration of three components within a single comprehensive intervention: a land rights redistribution mechanism based on existing building floor area; a fully participatory design process; and the role of architect-facilitators. This combination has not previously been documented in the academic community service literature in Indonesia. The article aims to: (1) document the process and mechanisms of the VLC that was successfully implemented; (2)

analyse the factors enabling achievement of collective agreement; (3) identify challenges and lessons learned for the development of replicable models; and (4) propose a framework that can be adapted for similar informal settlement contexts across Indonesia.

### IMPLEMENTATION METHOD

The programme was implemented within a community service framework in collaboration with the DKI Jakarta Provincial Housing and Settlement Agency during the 2023 fiscal year. The implementation team served as architect-facilitators, simultaneously leading the design process and facilitating participatory engagement with Prospective Residents/Beneficiaries (PRBs). The adopted approach was participatory design, in which the design process unfolded iteratively alongside rights-holders through a series of structured dialogue forums (Grewal, 1999; Sanoff, 1999). Each design iteration was informed by direct PRB input and concluded with a co-signed agreement document serving as a binding reference.

Programme success was measured against four indicators established at programme inception: (1) a unit distribution agreement signed by all PRBs; (2) a building design concept meeting Healthy Home (*Rumah Sehat*) parameters and endorsed by PRBs; (3) a construction-ready Detailed Engineering Design (DED) document; and (4) physical construction of the Kampung Deret Tanah Tinggi building.

The methodological workflow comprised four principal phases: (1) Planning Conception, encompassing primary and secondary data collection, site analysis, regulatory analysis, and initial concept formulation; (2) Preliminary Design Development, encompassing spatial programming, architectural concept development, and initial socialisation; (3) Design Development, encompassing preparation of architectural, structural, and mechanical-electrical-plumbing (MEP) technical drawings, as well as community deliberation sessions toward final agreement; and (4) Detailed Design Production, encompassing preparation of the DED and Bill of Quantities (RAB). All phases were executed within a three-month timeframe.

The PRBs comprised eight household heads representing diverse socioeconomic profiles. Names are replaced with initials for privacy: MR (waste collector, residing with spouse and one daughter); MS (residing with spouse and one adopted child); IR (female, residing with an employed adult daughter); SL (street musician, residing with spouse); KY (elderly female with limited physical mobility, operating a home-based warung, residing with spouse); SP (driver, absent from community meetings); SH (absent from community meetings; in property ownership dispute with ET); and ET (residing with adult child and son-in-law). The diversity of profiles, encompassing differences in gender, age, physical capacity, livelihood, and attendance, constituted a significant consideration in structuring the participatory design process.

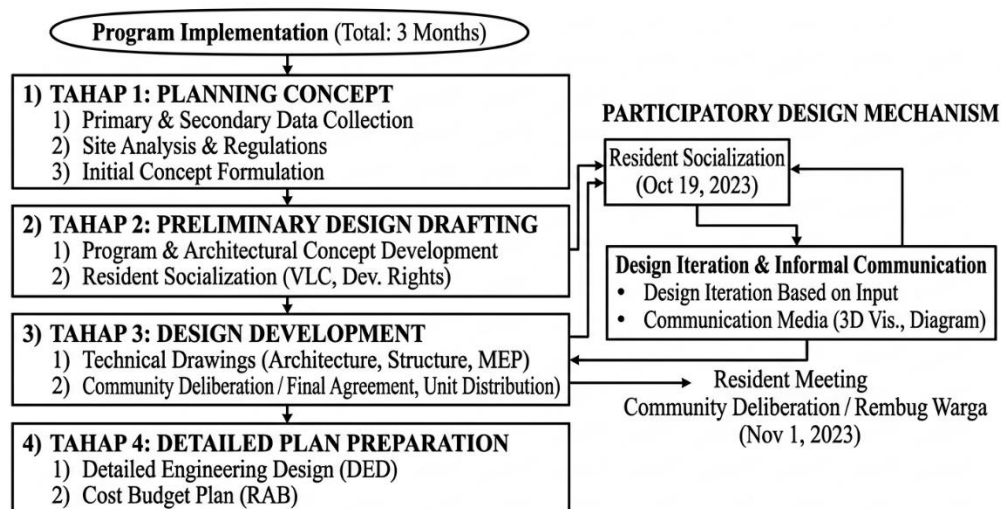


Figure 1. Programme Implementation Phases

Primary data were collected through three methods. First, physical surveys were conducted, comprising plot measurements and building condition inventories for each plot to be consolidated. These measurements provided the basis for calculating Development Rights, the proportional entitlement of each rights-holder to dwelling units in the new building. Second, in-depth interviews and focus group discussions (FGDs) were conducted with PRBs to document spatial needs, design preferences, daily activity patterns, and household economic activities. Third, process documentation was systematically produced, comprising meeting minutes, photographs, and video recordings of all community engagement activities.

Secondary data were collected from the DKI Jakarta Detailed Spatial Plan (RDTR), the Governor's Regulation (PERGUB) designating informal settlement locations, the previously prepared Community Preparation for Environmental Improvement (PMPL) documentation, and the applicable normative standards (NSPK) for row house construction. These secondary sources served to verify regulatory compliance and to identify discretionary provisions that could be utilised in the design.

The participatory design process was structured across two formal community meetings, supplemented by continuous informal communication. The first meeting, Community Socialisation (19 October 2023, RW 12 Community Hall), introduced the VLC concept, explained the Development Rights mechanism, and gathered initial data from PRBs. The second meeting, Community Deliberation or Rembug Warga (1 November 2023), presented the design scheme and sought consensus on unit distribution.

Between the two formal meetings, the design team conducted iterative design development based on collected inputs, produced unit distribution options, and prepared visualisations accessible to non-technical participants. Three-dimensional (3D) renderings, colour-coded unit distribution diagrams, and floor plan sketches served as inclusive communication tools (Sanoff, 1999; Turner, 1976). All decisions reached in meetings were documented in writing and co-signed by PRB representatives and the design team as a social contract.

## **RESULTS AND DISCUSSION**

The project site is in RT 14/RW 07, Tanah Tinggi Urban Village, Johar Baru Sub-District, Central Jakarta, at coordinates 6°10'51.6"S, 106°50'56.0"E. The area is situated in the urban core of Jakarta and falls within one of the city's most densely populated sub-districts, with population density exceeding 40,000 persons per km<sup>2</sup>, rendering it representative of high-density urban settlement conditions. Under the DKI Jakarta Detailed Spatial Plan (RDTR), the project site is designated as a Neighbourhood-Scale Trade and Services Zone (K-3), with a Building Coverage Ratio (BCR) of 55%, Floor Area Ratio (FAR) of 3.44, Basement Coverage Ratio of 60%, and a minimum Green Area Ratio (GAR) of 20%. This zoning permits residential development, including the flat house typology (multi-family landed housing) selected for this programme. Before programme implementation, the site was occupied by eight plots with highly variable floor areas, ranging from 5.85 m<sup>2</sup> to 44.02 m<sup>2</sup>, with a total consolidated land area of 112 m<sup>2</sup>.

PRBs held diverse ownership profiles: some possessed formal land titles (eigendom or SHM), while others held rental rights from prior owners. This legal heterogeneity constituted one of the central complexities of the consolidation process. Based on initial inventory, existing building floor areas ranged from 5.85 m<sup>2</sup> (MR) to 44.02 m<sup>2</sup> (ET), which directly informed the calculation of each party's Development Rights. The achievement of agreement at Tanah Tinggi was contingent upon the Community Preparation for Environmental Improvement (PMPL) programme that preceded the design phase. This programme encompassed social mapping, asset documentation, programme concept socialisation, and the formation of a community forum, such that PRBs entered the design engagement with an established baseline understanding of the programme, enabling substantive dialogue from the outset.



Figure 2. Site Plan and Existing Plot Conditions

Table 1. Profile of Prospective Residents/Beneficiaries (PRBs) and Existing Floor Areas

No.	Plot	PRB	Land Area (m <sup>2</sup> )	Ground Floor Area (m <sup>2</sup> )	Upper Floor Area (m <sup>2</sup> )	Total Building Area (m <sup>2</sup> )	New Units Allocated	Assigned Floor
1	1	MR	5,85	5,85	-	5,85	1	4
2	5	MS	13,63	13,63	-	13,63	1	3
3	5A	IR	7,82	7,82	7,82	15,64	1	3
4	5C	SL	11,895	11,895	-	11,895	1	4
5	5D	KY	19,2	19,2	19,2	38,4	2+1 commercial	2
6	B	SP	11,37	11,37	-	11,37	1	4
7	A	SH	20,26	20,26	-	20,26	1	3
8	F	ET	22,01	22,01	22,01	44,02	3	2 & 3
<b>TOTAL</b>			112,00	112,00	161,1	161,17	11 units* (PRB)	-

Note: \*11 units were distributed to PRBs. One additional unit on Floor 4 was designated as a communal unit to be rented out for collective building maintenance funding, bringing the total to 12 dwelling units.

Source: Design team survey data, 2023

Before technical design discussions, the design team facilitated a shared visioning exercise with PRBs concerning their aspirations for their future home (Pradifta et al., 2020). The concept of 'Baiti Jannati: My Home, My Paradise' was adopted as a visioning tagline, reflecting aspirations for a comfortable, healthy, and dignified dwelling. Four Healthy Home parameters were collectively agreed upon: adequate natural daylighting; natural ventilation through cross-ventilation; access to clean water; and adequate private sanitation.



**Figure 3. Visioning Tagline and Design Concept**

The core of the VLC process at Tanah Tinggi was the Development Rights mechanism, a system for converting existing land and building rights into entitlements over units in the new building. The fundamental principle was proportionality: the greater the total existing building floor area held by a PRB, the greater the number of new dwelling units received. Total existing building area across all PRBs was 161.17 m<sup>2</sup>. With a design programme yielding 12 units of 18 m<sup>2</sup> each, the vertical development produced a floor area surplus relative to the consolidated land; this surplus was applied to provide communal spaces and to generate one additional unit designated for communal maintenance revenue.

The Community Socialisation session (19 October 2023) was attended by the majority of PRBs along with family members and RW representatives. The most critical issue raised was KY's position: she expressed initial reluctance to participate, citing concerns about the compensation she would receive given the relatively larger floor area of her existing building (38.4 m<sup>2</sup>) and her ongoing commercial activity. The design team responded with a more intensive and personalised approach, proposing a tailored compensation package comprising two dwelling units plus one commercial unit.

The Community Deliberation session (1 November 2023) was attended by six PRBs. The design was presented using 3D visualisations, colour-coded floor plans, and unit distribution diagrams that explicitly identified the unit assigned to each PRB by floor. Several constructive inputs were received: the entrance required safety fencing; bedroom partitions should be possible; the commercial space required a seated-area (lesehan) arrangement; and provision should be made for a non-permanent kiosk. All six attending PRBs endorsed the design and unit allocation, which was documented in a Draft Community Approval signed by PRBs, the design team, and the RW 12 Chairman.

**SOSIALISASI WARGA**

Kamis, 19 Oktober 2023 – Balai RW 12 Kel. Tanah Tinggi

**REMBUG WARGA**

01 November 2023 – Balai RW 12 Kel. Tanah Tinggi



**Figure 4. Socialization Session and Community Deliberation Activities**

The designed building is a four-storey structure (plus rooftop) with a single building mass configuration following the consolidated footprint of eight plots. The ground floor was designed as a semi-public zone supporting communal and economic life: a multipurpose area (shared community space), a children's play area, a commercial unit/warung, and parking and waste collection facilities. Floors 2, 3, and 4 constitute typical residential floors, each accommodating four units, with a centrally positioned access corridor that also functions as a naturally ventilated transitional space. The rooftop serves as an additional shared space and building utility placement.

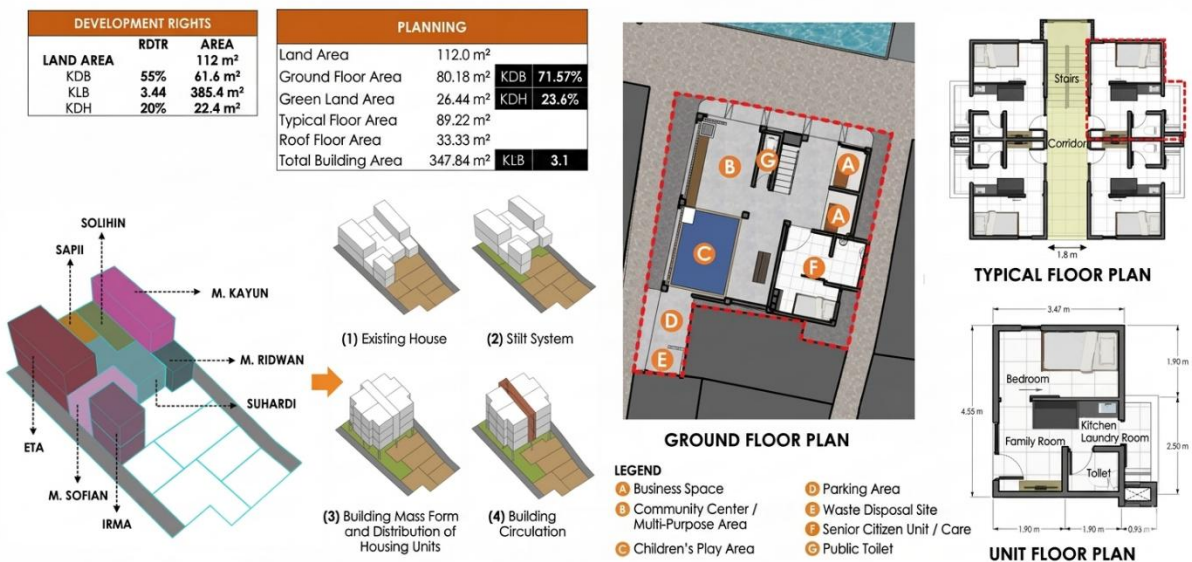


Figure 5. Architectural Design Concepts

The agreed unit distribution per floor is as follows: Floor 2 is occupied by KY (2 units) and ET (2 units); Floor 3 by ET (1 unit), MS (1 unit), IR (1 unit), and SH (1 unit); and Floor 4 by MR (1 unit), SP (1 unit), SL (1 unit), and 1 communal unit. The dwelling unit module was designed with dimensions of 3.47 m × 4.55 m (18 m<sup>2</sup>), accommodating a bedroom, living area, kitchen, laundry space, and toilet within a compact integrated layout.

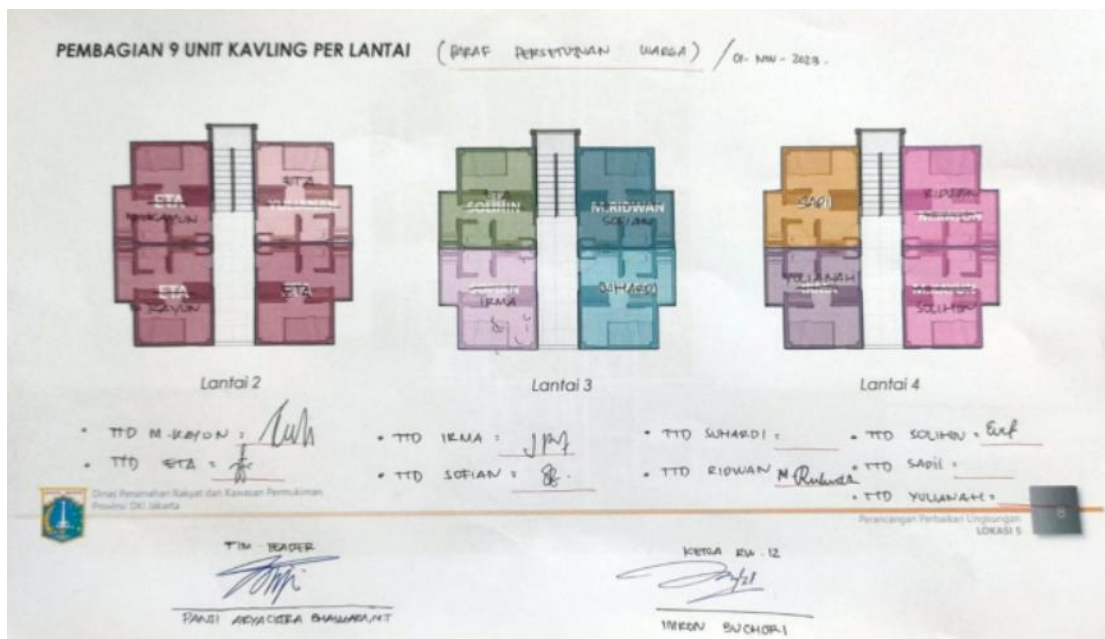


Figure 6. Agreed Unit Distribution per Floor

From a regulatory standpoint, the designed building falls within the Flat House category (code 107), landed housing of up to four storeys occupied by more than one household. The actual BCR of 71.57% exceeds the prescribed 55% BCR limit, requiring submission of a discretionary application to the Spatial Planning Agency. The justification for discretionary approval was based on: extreme land scarcity in a dense urban context; the social function of the programme as a government-mandated informal settlement intervention; application of Bonus Zone incentives (TPZ-b); and compensatory measures in the form of an actual GAR of 23.6%, exceeding the 20% minimum. The achieved FAR of 3.1 remains below the prescribed 3.44 ceiling.

The design proposed four building technology systems responsive to Jakarta-specific environmental challenges: (1) an elevated structural system (*bangunan panggung*); (2) a zero-run-off drainage system comprising a retention tank, biodigester, and infiltration well; (3) a rainwater harvesting system (SPAH) for sanitation supply; and (4) a 4 kWp solar panel installation for communal area energy needs.

Of the four systems, only the elevated structural system was realised in the physical construction. Its contribution to land permeability was limited, given the actual BCR of 71.57%; the remaining unpaved area was used for a communal bio-septic tank and waste collection facilities. The zero-run-off system, biodigester, and rainwater harvesting system were not implemented due to budget efficiency considerations under the corporate social responsibility (CSR) funding model. The solar panel installation was not pursued as it was assessed to impose excessive ongoing maintenance demands given the economic capacity of PRBs at the time of programme implementation. The gap between planned and realised innovations constitutes an important lesson for subsequent VLC programme development.



**Figure 7. 3D Illustration and Final Construction Outcome**

The success of VLC at Tanah Tinggi is inseparable from the clarity and transparency of the Development Rights mechanism. By adopting existing building floor area as a verifiable and objective basis for calculation, the distribution of new units carried a legitimacy that all parties could independently verify. This aligns with [Hong and Needham \(2007\)](#) finding that transparency in benefit distribution mechanisms constitutes a prerequisite for collective acceptance in land readjustment processes. Conceptually, the conversion of SHM to SHMSRS (strata title) in this context represents more than a documentary substitution; it constitutes a fundamental transformation of individual land rights into rights over vertical space within a collectively owned structure, a shift that requires inter-PRB trust that can only be constructed through a transparent and structured process.

The level of participation achieved in this programme transcended consultation to constitute meaningful participation within the framework of [Arnstein \(1969\)](#). PRBs not only participated in consultations but held actual agencies to endorse or reject proposed designs; and in the case of KY, successfully negotiated a tailored compensation scheme accommodating her specific circumstances. The programme's capacity to respond to individual needs without

sacrificing collective interests reflects the action planning principles developed by [Grewal \(1999\)](#), in which flexibility in process is as essential as consistency in technical output.

Comparison with the dominant slum upgrading approaches in Indonesia reinforces VLC's position as a more comprehensive alternative. The KIP and Kotaku programmes improve infrastructure quality without altering ownership or building configuration, leaving structural overcrowding unaddressed ([Silas et al., 1996](#)). Relocation to government rusunawa, while improving physical dwelling quality, frequently severs the social and economic networks communities have built over generations ([Habitat, 2016](#); [Hardoy et al., 2013](#)). VLC offers a middle path: vertical densification that retains communities in situ while transforming ownership structures into more legally secure strata title arrangements.

Reflection on the programme identifies four key factors contributing to the achievement of the collective agreement. First, the preceding PMPL programme was critical: PRBs who had completed it entered the design engagement with an understanding of their rights and an already functional communication forum. Second, the transparent, data-grounded Development Rights mechanism provided objective legitimacy for unit distribution. Third, flexibility in responding to individual circumstances, as demonstrated in the case of KY, indicates that successful VLC processes avoid applying rigid formulas. Fourth, the use of communicative and inclusive visual media reduced comprehension barriers for PRBs without technical backgrounds. These principles are consistent with [Payne \(2001\)](#) and [Sanoff \(1999\)](#) findings that meaningful participation requires not only the availability of dialogue forums, but also communication tools accessible to all participants.

Several limitations of this programme warrant documentation. First, the extreme land constraint (112 m<sup>2</sup>) produced dwelling units of a minimal floor area (18 m<sup>2</sup> per unit) below the ideal habitability standard of WHO's 9 m<sup>2</sup>/inhabitant and Indonesian National Standard (SNI). Future VLC programmes should be considered on a larger consolidated plot scale. Second, the complexity of land tenure legal status requires thorough legal clarification before programme commencement, and early involvement of a notary and the National Land Agency (BPN) from programme inception is strongly recommended. Third, unlike land readjustment programmes in Japan or Taiwan, which possess legal mechanisms enabling compulsory participation under certain conditions ([Hong & Needham, 2007](#)), programmes in Indonesia are currently entirely voluntary, leaving the agreement process vulnerable to being held up by one or more rights-holders. Fourth, the gap between planned and realised technological innovations demonstrates the necessity of assessing PRB maintenance capacity earlier in the design process, rather than as a post-hoc consideration.

The Tanah Tinggi experience demonstrates that VLC can be implemented within Indonesia's existing legal and social framework, without awaiting fundamental regulatory changes. Available instruments, RDTR provisions for flat houses, the strata title mechanism, and the PMPL programme are sufficient to proceed. It should be noted that the success of this programme is assessed against the achievement of four process indicators; the long-term impact on PRB quality of life, including social, economic, and environmental health dimensions, cannot yet be adequately evaluated, given the short interval since construction completion.

## CONCLUSION

The Kampung Deret Tanah Tinggi programme successfully demonstrated the viability of VLC through participatory design as a settlement regeneration approach that builds without displacing. From eight plots on 112 m<sup>2</sup> of consolidated land, the programme produced twelve dwelling units with communal facilities and commercial space: eleven units distributed proportionally to PRBs based on existing building floor areas, and one unit designated as a communal maintenance revenue source. All four designated performance indicators were achieved: a unit distribution agreement was signed, a Healthy Home design concept was endorsed, the DED was completed, and the building was constructed. Outcomes could not have been achieved through conventional incremental improvement approaches.

The achievement of the collective agreement was underpinned by four main factors: a community preparation programme preceding the design phase; a transparent and data-

grounded Development Rights mechanism; flexibility in accommodating individual circumstances; and the use of inclusive visual media in design communication. These findings reinforce the position of rights-based participatory design as an effective framework for urban informal settlement programmes in Indonesia.

Based on this experience, several recommendations are offered for the development of a more systematic VLC programme: (1) community preparation programmes should be institutionalised as a mandatory prerequisite; (2) PRB capacity to maintain proposed technological innovations should be assessed from the earliest design stage; (3) notary and BPN involvement should commence at the preparatory phase to accelerate strata title legalisation; and (4) an ongoing post-occupancy evaluation framework should be designed from programme inception by the DKI Jakarta Provincial Government, encompassing the occupancy phase, to monitor the actual impact of VLC on PRB quality of life over the medium and long term. Given that this programme was completed within a relatively short timeframe, quantifiable social and economic impacts cannot be claimed at this point, and such claims would not be academically justifiable without adequate post-occupancy evaluation.

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