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Urban renewal concept at slum-flat complex area by applying revitalization program

A G Alam¹, K Priambada¹, R A Tambunan¹, and J Rahadian¹

¹Indonesia National Housing & Urban Development Corporation

ganiazamil@gmail.com

Abstract. Established a couple of decades ago, a well-worn low stories apartments in the middle heart of a big city especially occupied by low-middle income societies that become slum-residential areas are the main problem that affects many sectors such as social welfare, security, education, people's living standard, and economic growth, so it needs to be concerned. Urban renewal program with the revitalization model is an alternative solution, but the challenges are quite difficult, especially in occupants society negotiations to achieve their agreement and understanding. In this renewal program, existed occupants are pleased to be relocated out, so their apartments can be demolished, and new high-rise building apartment and commercialize towers within will be established. After the new buildings are finished, every previous occupant will receive a new single unit which its equal-area must be similar like previous apartments. The program funding is designed to be financed by the profit of other commercialized units. As a result, well-developed occupants will leave easily their previous apartments and get their house renewed, so this method easily becomes a role model for accelerating national urban housing and development programs, especially in the urban revitalization area. Thus, better well-being and social justice can be continued and provided by multi-involvement between existed occupants, landlords, developers, and government without inflicting losses in business and economic growth.

1. Introduction

High population growth is inevitable, especially in developing countries like Indonesia. As we know, population growth in an area is determined by two important things, fertility and urbanization rates. Indonesia as the fourth most populous country in the world and now has serious problems in terms of population, the population growth is never proportional to mortality. In 1980, Indonesia had a population of 147 million, which has now grown to 265 million in 2018, or a growth of 3 million annually [1]. Thus, population density figures are increasing certainly national-wide.

Urbanization and population growth have become the main focus of population problems, which have become the main focus of the Indonesian government in the spatial and infrastructure sector in recent times. Urbanization is defined as the level of concentration of the urban population in terms of the percentage of the population in the region, which is influenced by natural growth, migration, and changes in the classification of urban areas [2]. Urbanization numbers in Indonesia are now in the spotlight of the world which 49.9% of the national population now occupies major cities in 2010 and is projected to continue to grow to 60% in 2025. Of course, Indonesia's economic growth as a developing



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country in the industrial sector which mostly takes place in urban areas is the main consequence of the unstoppable urbanization of rural-urban migration. In Southeast Asia, Indonesia also has a high percentage of urban population as well as in the Philippines, Malaysia, and Singapore [3]. While the size of the city tends to be permanent, urbanization will produce more severe urban problems if not accompanied by the provision of facilities and good planning. When those things happen, urbanization will result in slums in various corners of the city.

Dense settlement and slums are the impacts of population growth including irregular urbanization in the management of the city life. Slums are slum areas and are one of the government's emergency tasks in implementing sustainable urban housing and spatial development programs. Of course, slums will harm the environment, health, living standards of urban residents, and the growth of crime rates. Globally, the number of urban slum dwellings is estimated to have reached 210 million in the period 1990 - 2012. In Southeast Asia, the number of slum dwellings has risen from 31% to 39.6% in 12 years [4]. This is also being faced by big cities in the largest country in Southeast Asia, such as in Indonesia.

Urban settlements are formed over an area and have been designed, and spontaneously, the community forms their respective settlements. Settlements designed are usually called housing, as is the housing-complex built by a developer. Since the 1970s, Indonesia has built several areas into housing-complex initiated or developed by the government, followed by the construction of flats as a long-term supporter of urban planning in the 1980's decade [5]. In the classification of the Indonesian government's slum dwellings, all these old flats can already be categorized as light slum dwellings by reviewing the condition of buildings, facilities, population status, and density [6]. Now, almost all of these flats are declared to be immediately rejuvenated so the quality of life of residents will be addressed before being stated as slum dwelling. However, the Indonesian government is also obliged to organize slums and have sprung up following what is stipulated in regulations and laws [7]. In the current era, some experts offer the concept of urban renewal in addressing the problem of settlement structuring and has now become a hot issue which it is evolved as an urban [7].

The purpose of urban renewal itself is to improve the quality of dwelling from multi-aspects and is also called rejuvenation. Rejuvenation is certainly also accompanied by the addition of residential capacity as a solution to the increasing urban urbanization. Rejuvenation also requires a lot of support from various parties including the Government, developers, and also the community. Community involvement in the construction of housing and settlement areas as a necessity and prevention of the formation of slums is significant progress [8]. Therefore, the purpose of this paper is to discuss the sustainability of slums in urban life problems with the concept of urban renewal in form of well-planned housing. Besides, detail of revitalization is the main objective to be discussed by this writing.

2. Object and Conditions

Previously, Kemayoran district- Central Jakarta, a capital city of Indonesia is the location of previous Jakarta Airport in 1984 and moved to a new one. In after, the government took that area and plotted it to be a futuristic city, later on, managed by National Kemayoran Complex Management Center (PPKK). Thus, Indonesia National Housing & Urban Corporation (*Perumnas*) is assigned to develop the southern part of the area in Kemayoran district on around 22.4 Ha lands from PPKK as mandatory to establish a residential area as a mandatory reason. As an outcome of land development, 7.9-Ha lands were successfully established became Flat-Complex in 1991, which nowadays people there usually call it as Kemayoran Flat Complex. This flat was built in 1991 and 1996 which were divided by their kind of ownerships: purchased or owned flats and rental flats. The location map and block plan of the Kemayoran Flat Complex are described in Figure 1 and Figure 2.

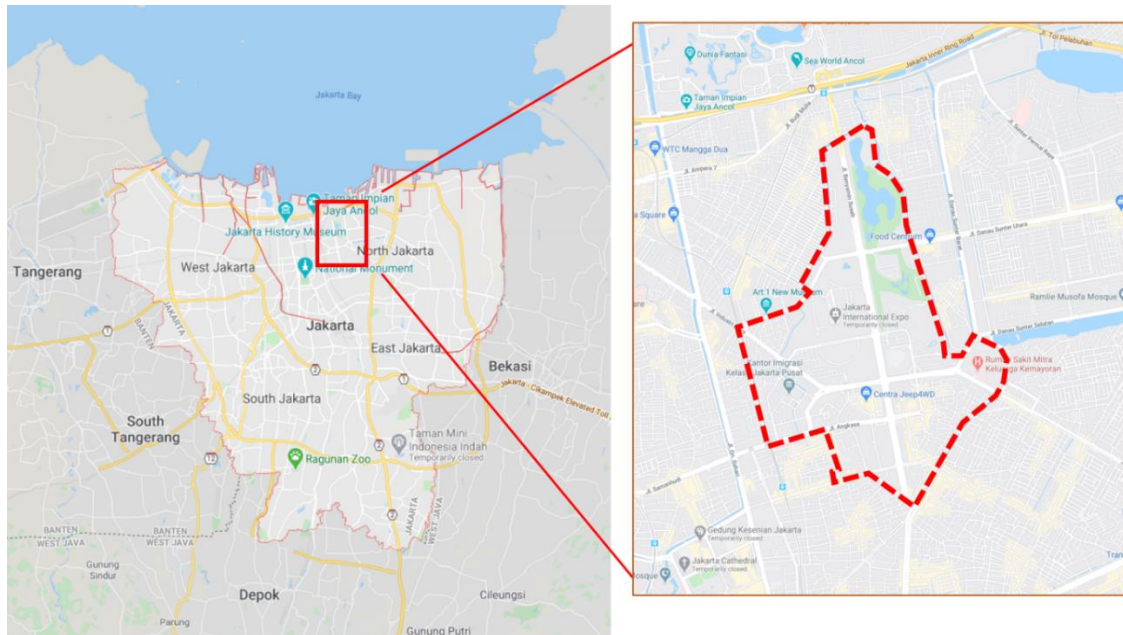


Figure 1. Kawasan Kemayoran District Area in Jakarta City Map.

The total developed land is 7.9-Ha of land and other covering an area of 14.4-Ha of land as an undeveloped area. After decades goes on, The Kemayoran Flat Complex is indeed an old building, and now Perumnas plans to revitalize and develop again its settlement area in Kemayoran district. However, the development program on ± 22.4-Ha of land at Kemayoran by Perumnas is divided into two stages as shown in Figure 2., namely:

- Kemayoran North Side Settlement - which was named Kemayoran Flat Complex (± 7.9-Ha) by Perumnas in 1991.
- Kemayoran South Side Settlement - Urban settlement area arrangement (± 14.4-Ha)

This effort is carried out because the condition of the existing towers is deemed uninhabitable, it is necessary to improve quality for the safety and comfort of residents. This plan also has an interest as a strategic area following the Local Spatial [9]. In this study, the future development object of this settlement project is now the 7.9 hectares at northern Complex’s area, which will be carried out a program called revitalization as a part of the urban renewal concept.

Table 1. Allotment, occupancy, and unit composition of all flat blocks.

Type	Building	Housing		Commercial/Small Shop				Total
		Owned	Rent	Owned	Rent	Public Facility		
						Office	Mgm’t Office	
Block-A	8	672	-	150	5	3	10	840
Block-B	5	288	-	66	-	-	6	360
Block-C	6	256	-	59	-	-	5	320
Block-D	15	320	640	214	45	-	5	1224
Sum:		1536	640	489	50	3	26	2744

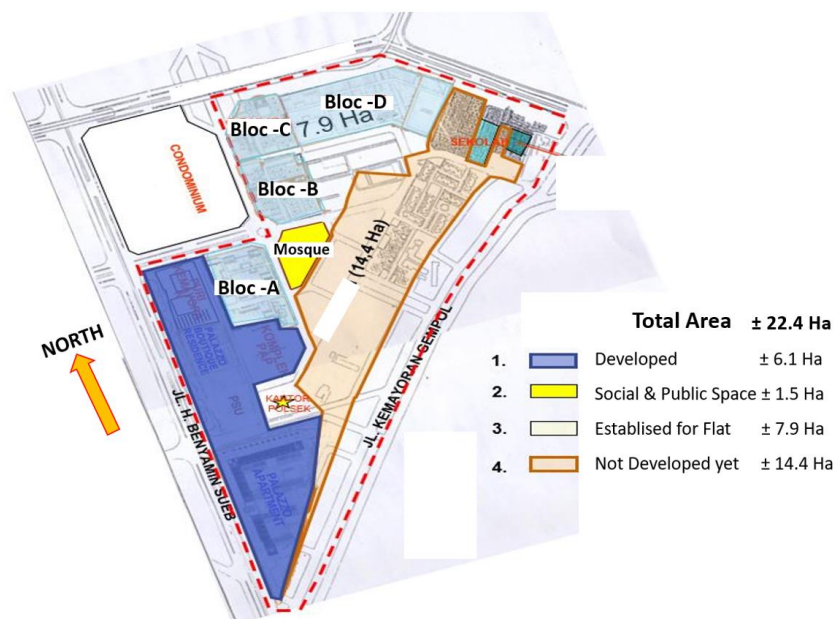


Figure 2. Block Plan of Mandatory Area and Kemayoran Flat Complex.

At the established area on 7.9 Ha, there are four blocks of flats complex in which unit composition and occupancy data of all flat bricks in every block are described in Table 1. Block –A, B, and C, all units have ownership status as owned-flat. Thus, the ownership situation tends to be owned-flats all, except for Block -D. therefore, between D1 and D5 building occurs empty space as an opportunity to develop. The flat Complex in Block-D consists of 4 owned-flat bricks and 11 rental-flat bricks, as described in Figure 3.



Figure 3. Distribution map of housing occupancy composition.

Land uses in the location mostly occupied for residentials. Settlements in Kemayoran Flat Complex’s Area tend to be more toward settlements that develop sporadically with questionable land rights. On the northern side of the Kemayoran Area (7.9-Ha areas) where Kemayoran Flat Complex is located in form of flats. Meanwhile, the south side of the Kemayoran Area is a dwelling site that has a high-density level as previously described. On the northern side of the Kemayoran Area, there are also several locations in settlements that are used as public facilities and social facilities for the surrounding community in the form of education facilities. The following is a picture of the location of the Kemayoran Flat Complex

that was built in 1991. The condition of the existing ± 7.9 -Ha flat complex is built by Perumnas has shown in Figure 4.



Figure 4. Condition of Kemayoran Flat Complex in high density and worsening environment.

As described above, location with 14.4 Ha areas which is located outside of Kemayoran Flat Complex is used as dense settlements by itself and it is not a well-planned development space. However, there is some land is being occupied by *Occupants Without Rights* (OWR) where the land has not been acquired and its status is still being questioned. Based on land acquisition data from National Kemayoran Complex Management Center (PPKK), there is 8.31 Ha of land has been acquired with OWR still inside with some effort of compensation or negotiation. On the other hand, 6.09 Ha of land has not been acquired yet. The condition of the existing land location ± 14.4 Ha is shown in Figure 5, now has turned to the slum area.



Figure 5. Condition of the not developed area ± 14.4 Ha.

3. Literatures & Method of Approaching

Urban renewal efforts are carried out as an effort to process physical changes, functions, and processes of changing the intensity of the use of land and buildings as an effort to improve the socioeconomic quality of the city's well-being [10]. Urban renewal can also be interpreted as an urban renewal to renew the overall structure of city life to optimize the behavior, patterns of life, and ways of urban living with

a reform of the city system in a social, cultural, socioeconomic, and urban environmental order [11]. Factors that influence the implementation of urban renewal include location, actors, and time [12]. This has an urban renewal relationship that impacts physical, socio-cultural, socio-economic, ecological, and other aspects [7]. So it can be summarized that urban renewal has the benefit of improving environmental conditions [13], improve the housing quality by reducing health risks in the local community [14], fixing the problem of urban fragility, and bringing together with socio-economic potential [15], improve the effectiveness of using land resources and building capacity within a city [16]. On the other hand, efforts to increase the vitality of parts of the urban living are not limited to the economic sector, but also the social and physical sectors [17],[18]. However, urban renewal is related majorly from urban design with several involvements by stakeholders to be considered as described in Figure 6. In principle, urban renewal and rejuvenation depend on five elements of city development:

- improving the physical condition of the land, to increase the economic value of the land
- maximizing the intensity of the building effectively and efficiently
- restructuring the functions of activities that are more in line with the needs of the city
- developing various types of dwellings with medium or high-density levels.
- planning such commercial functions, offices, residences and city services, and public open spaces within walking distance.

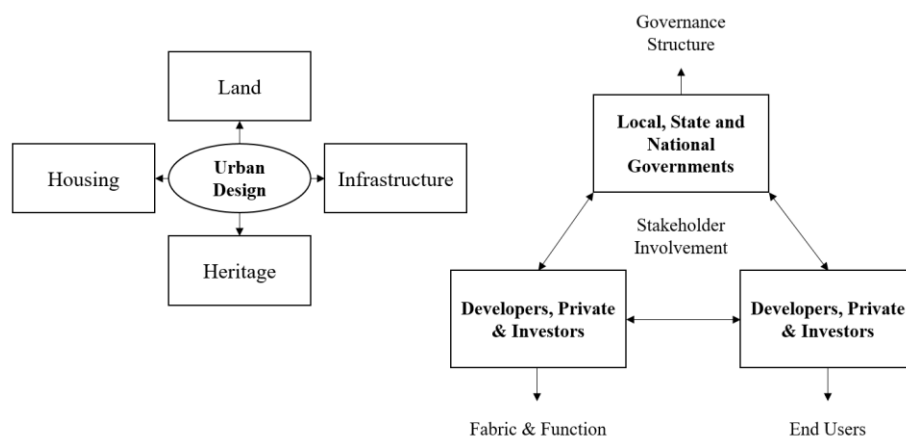


Figure 6. System schemes of stakeholders [7].

This study focuses on the suitability of the application of urban renewal in slum communities in old apartments and the processes that must be faced in the implementation of its revitalization program. In general, the concept and model of the revitalization program at Kemayoran Flats Complex are carried out with the method of handling solid settlements which is better known as urban renewal. Thus writers formulate the explained concept of urban renewal with the following elements, Policy and Program Approaches, Social Approach and Community Participation, Occupancy, and the Environment Recondition. Arranging Integrated Residential Areas with Supporting Facilities, Community-Based Economic Approach, and Information Systems Approach.

The development approach is done first with the regional planning approach which is divided into 4 main points, which are Government, Communities, Development Concept, and Circulation patterns. In approaching regional planning, it requires participation from various parties involved or interested parties, both those who are directly or indirectly related. Some parties that must be involved include the central government and the provincial government to be actively involved and participate in the implementation of the programs carried out and determine what policies will affect when development will take place, landlords, who are entitled to the land involved in the program, and developers will implement the program further. Although the community is more often the object of planning, basically the community also requires participation. Involve the role of the community so that the results of planning can accommodate the wants and needs of the community which will ultimately be useful and

used by the community as well. The process should involve the community and invites the community to participate actively. This is following the theory of communicative planning and participatory planning mentioned by some experts in their participatory planning is the urban planning paradigm that suppresses the involvement of the whole community in the strategic process and management of urban planning; or, community, urban or rural level planning processes. This is often regarded as part of community development [19]. Another expert mentioned that participatory planning aims to harmonize the views among all participants and prevent conflicts between the opposing parties. Besides, marginalized groups have the opportunity to participate in the planning process [20].

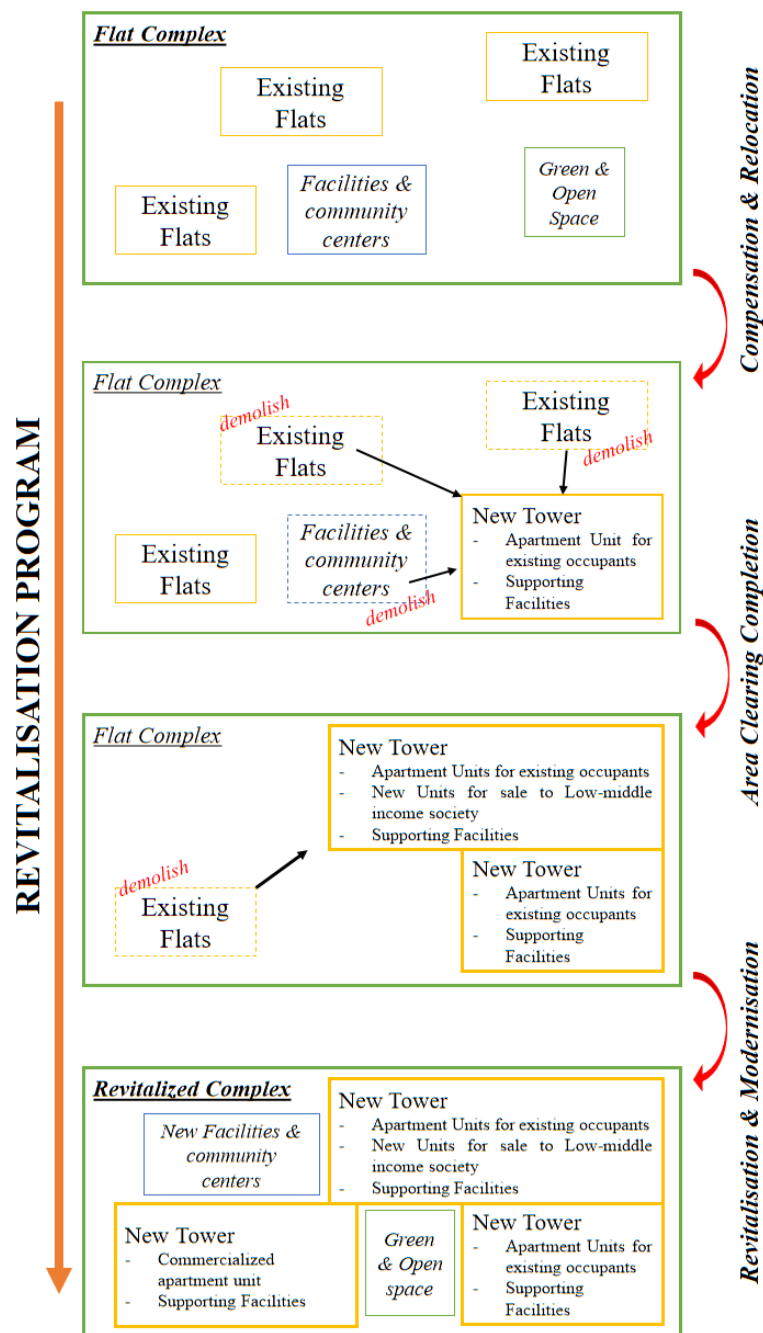


Figure 7. Method of Revitalisation Program.

The concept of development carried out in Kemayoran Flat Complex adapts agglomeration with the urbanization economies approach, which means the type of agglomeration with diverse economic activity characteristics[21]. Besides, the community-based economic development program is also adapted to complement the concept of development in this project because many communities exist in. This adapted concept is expected to provide housing that is integrated with several facilities and can also pay attention to local wisdom. The concept of agglomeration has the aim that all activities needed by the community in the project area can be achieved and sought in one area without having to mobilize out of the area both in terms of informal needs. The concept of agglomeration with the urbanization economies approach is expected to maintain, organize, and develop various economic activities in the informal sector at the planning location.

As shown in Figure 7, the revitalization program is described as how the renewal process on the flat complex is well-planned without displacing the existing occupants. The method showed 3 steps of how the program should go on: compensation - relocation, area clearing completion, revitalization – modernization. The first step is proposed as an institutional effort to give the compensation first in form of a new building to live so they can vacate the existing flat to be demolished. The second step is proposed to gain a capital return by developing and selling another new building, the form of housing establishment for low-middle income society. The third step is the commercial part for the Perumnas to take another equity so the urban renewal program can be finished which all community – social facilities and open space are constructed well.

Several similar projects also took place in other places and other countries. Roppongi Hills, a post-World War II area revitalization project that destroyed the city of Tokyo, Japan [22]. This project produces a perfect part of the city integrated into a vertical pattern of life that is comfortable and affordable to live in, along with the various public, social, office, and residential facilities that become one. Other projects occur plural in the City of Toronto, Canada under the mayor's order to urbanize some high-rise residential buildings in the area. As a result, many improvements in the quality of life in terms of housing and public facilities must be obtained [23]. Besides, tower neighborhoods have access to an exorbitant amount of surplus lands that can accommodate infill activities and spur investments in these neighborhoods.

The main idea from the method above, revitalization programs should not remove existing occupants from the flat complex to protect the habits of life they do every day in their complex such as school, workplace, community activities, economic activities, social process, etc. Thus, any of evictions probability are avoided by this program, existing occupants remain in the complex without the need to move to a distant place far away even if only for a temporary period. Circulation patterns developed in that Kemayoran Flat Complex in the future should have pedestrian ways and skywalks that will be able to integrate as much as possible with proper circulation, such as green lanes, jogging tracks, public spaces, and semi-private spaces. Besides, the planned pedestrian walk will also be integrated with mass transportation if possible.

4. Result and Discussions

This program will be carried out with several phases of implementation that are previously preceded by socialization and the aspirations from the surrounding community. This socialization is carried out to equalize the perceptions among involved stakeholders in this program, namely: the local government, resident authorities, and Perumnas. In this socialization process, it is expected that all stakeholders have one voice related to differences in views, voices, and understanding of the Urban Renewal program that goes on and then proceed with few planned-development phases.



Figure 8. Masterplan concept of urban renewal project at Kemayoran flat complex.

The master plan of the final revitalization program is shown in Figure 8 and Figure 14. It is designed well technically with a hope that those supporting facilities can be successfully established such as clean water, gas, sanitation, drainage, pedestrian paths, markets, emergency access along with social facilities public facilities that include schools, mosques, parks, playgrounds, connection with public transportation, etc. The construction is expected to be a trigger for structuring residential areas in Kemayoran Flat Complex (slum and squatter area). Phase-1 is planned to build 7 (seven) towers on \pm 7.9 Hectares of land including the replacement towers in Block -C and -D. In this phase (\pm 8 Hectares), it will be divided further into several development processes that divide each tower usage.

Table 2. Unit amount in each tower of the urban renewal design plan.

Tower	Units
1	504
2	532
3	630
4	294
5	672
6	441
7	532
8	792
9	684
10	532
11	532
12	532
13	308
14	420
15	420
TOTAL	7825

Land spaces between D-1 and D-5 buildings are being used by the surrounding community as an open space used as a futsal court, open space, and communal space (public space) in the Block-D flat

area. As explained before in Figure 3, the empty space that is being used for public spaces, soccer fields, and so on can be used to establish Tower -1 as shown in Figure 9. Of course, small shops, stalls, and local-style commercials at their previous building should be re-established in Tower -1. In this first phase, the construction of the mosque is also carried out in conjunction with the construction of tower 1 (replacement tower).



Figure 9. Location of Tower-1 Construction and relocation plan of owned-flat in Block-D.

After Tower 1 (replacement tower) construction complete, Perumnas shall relocate 96 existing occupants in D-1, 96 units in D-2, D-5 as many as 64 units, and D-15 as many as 64 units so that all total number of units should be able to be relocated to Tower-1 in any consequences. Of course, 45 units of rental-commercial space and 5 units of offices for management-related-affair are also relocated to Tower-1 with the total relocation project in this phase is 320 units with 50 units of commercials or shops and small offices. Those four buildings are chosen as a reason for its occupancy character (owned-flat) and tend to be easier than relocate. After the occupants of the existing units have been replaced, they will be continued by dismantling the empty units gradually to optimize the area. If government support the financial process, the remaining 184 units will be sold under the government subsidy's scheme to Kemayoran or local Jakarta residents or public for commercial sales purpose. The goal is clear, to support the general public's program to have their own house so that residents of rental-flats in Block - D and on surrounding areas who do not have a living place yet now are able to have a proper house as well since the existing condition are mostly inhabited. Therefore, the remaining units of the program are expected to be a solution for housing problems in Kemayoran district with the aim to let people can live their houses without exceeding maximum capacity.

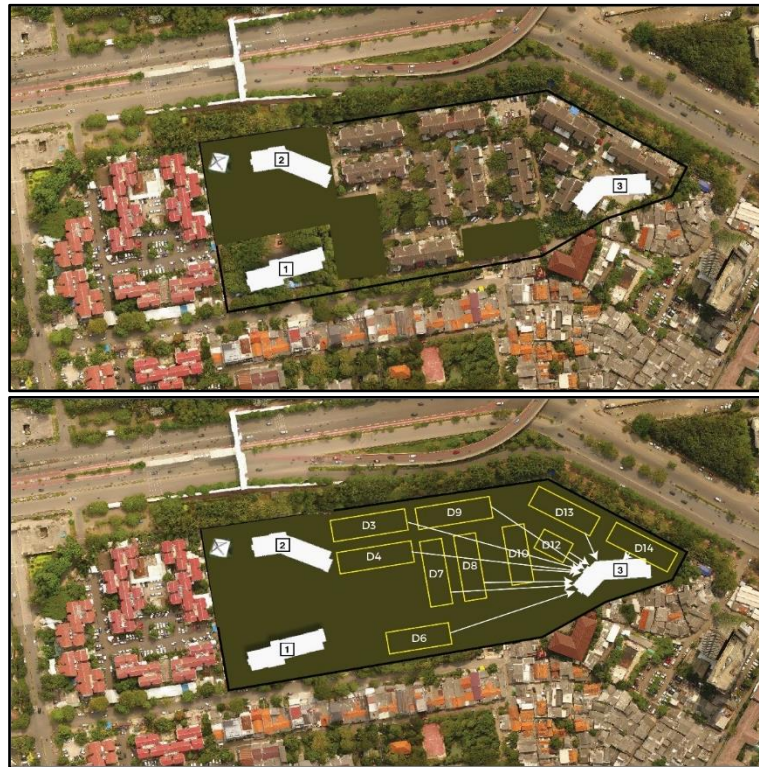


Figure 10. Location of Tower -2 and -3 with its Block -D resident’s relocation.

The Tower-3 development plan is a building that will function as a replacement tower for existing flat-rental units in existing locations as shown in Figure 9. Besides, the construction aim of Tower-2 is to be occupied as an owned-apartment unit and will carry out for the modest apartment. There are 11 rental-flat buildings with a total of 640 units in the existing location. However, those 640 units will be moved to Tower-3, then the previous building will be torn down to become a new tower. As a Muslim majority society, the construction of the mosque is expected to be a new center of activities about what social facilities need at the location to support the revitalization program. The next phase of development will be carried out by demolishing all remaining Block-D buildings, which will be developed into a new area under the planned urban renewal program.



Figure 11. Urban Renewal plan on Block -D.

After the relocation of all remains Block -D residents and its demolition, this Block -D area has become an empty space so Perumnas is able to develop it to become the construction of Tower -6 (441 units) and Tower -7 (532 units). Tower-6 will be used as a relocation destination for 288 units residents in block B. Of course, there are 66 commercial areas of Block-B that will be relocated to Tower 6 and 7 and still enough. Therefore, there are the remaining 38 units in Tower-6 that can be sold to the general public as well as all 532 units in tower-7. These 2 towers aim to be a model of relocation with business value together in the form of construction of commercially sold low-middle class apartments to cover the costs incurred for previous relocation building (Tower-1, -3 and -6).



Figure 12. Urban Renewal plan on Block -C and -D.

In the context of land clearing effort on Block-C, Tower-4 and Tower-5 Development Plan will be carried out in aims to relocate residents in Block-C (owned-flat). All residents of Block-C will be given a unit in Tower-4 but, 51 commercial units in Block-C need relocation. This can be accommodated by commercial relocation to commercial areas on tower -4 and tower-5. However, there are remaining 38 units in tower-4. This can be sold commercially to help construction funding. In that way, the relocation of Block-C occupants can be declared as a completed project as shown in Figure 12.

On the other side, Tower -5 has 532 residential units that can be sold commercially to the public around. This is where the business value is being able to cover the costs incurred for the construction of 2 residential towers. If Perumnas propose a government to support the housing subsidies scheme and is successfully obtained, this probably also can be done by selling tower-5 as a subsidized apartment to reach low-middle income society. Without the proposal, Perumnas still be able to sell them to the public commercially. Block -D has been completely rejuvenated and construction in this area has been declared complete. Public facilities, social facilities, and the connecting park for all towers can be completed. It is also expected to be funded by the sale of apartment units in Tower-5.



Figure 13. The urban renewal process for existing residents in Block -A.

On the Block-C and -B area now are the empty area that will be developed for new buildings, which are Tower-8, -9, -10, and Tower-11. There are 532 units in Tower-11 which are expected as a unit to be suitable as a relocation place for 532 residents in Block-A as shown in Figure 13. Also, 140 units in Tower-10 are expected as relocation units for residents in Block-A while the remaining 392 units in Tower-10 can be used as residential products that can be sold to the public. Besides, 146 commercial units in block-A will be relocated into Tower-10 and -11 so those relocation processes in Block-A can be cleared. As a support system in project funding, now there are 1,476 units in Tower -8 and -9 are fully be able to sell to target middle-income society. Of course, that open space, public and social facilities in Tower -8, -9, -10, and -11 will be established with funding support from selling outcomes of 392 and 1,476 units sales commercially.

After the relocation of Block -A residents, this area has become an empty space so that Perumnas can use it to achieve full business value in the form of the construction of Tower-12, -13, -14, and -15 include its open space and public facilities as commercially sell middle-class apartments in total of 1,680 units to cover the costs incurred for the completed previous Kemayoran Flat Complex urban renewal project. Now, Kemayoran Flat Complex has changed its face to become Kemayoran Renewed-Apartment Complex, without the need to displace or even to drive the previous occupants out without putting aside the business value that the company wants to achieve for the balance of funds and costs needed as shown in Figure 14. Of course, project cash flow is another topic so it will be interesting for another research focus to make that project more realistic.



Figure 14. Final Completion of Renewal - Kemayoran Apartment Complex.

With the planning to be carried out in such a way, a well-planned urban renewal program output is obtained by involving all relevant stakeholders and accommodating aspirations, preferences, and activities or habits (socio-culture) that exist in the project area, but Perumnas as one of the stakeholders that has an important role in the course of this program can still run its business processes well. The program carried out is also a stimulus for structuring the slums of Kemayoran but can still be completed. Thus, Perumnas as a company will still be able to get funds from sales to support the construction costs of urban renewal efforts, as well as regional arrangement can also be completed.

5. Conclusion

Development without eviction by not eliminating the presence of old residents is something that can be done with the support of additional project income from new settlement units, so that will be an applicative way of the method for developing countries dealing with people with low incomes and education to avoid the possibility of social friction. Once someone is evicted, this has the potential to generate social unrest between all stakeholders, so the project can take a longer time than the schedule expects.

One of the elements of community welfare is the need for housing (boards). This is also emphasized by the foundation of the Indonesian state, namely that every person has the right to live in physical and spiritual prosperity, to live, and to have a good and healthy living environment with health and social security systems.

Here, there are two parties now which are become an extension of the government, PPKK as the landlord or government representative and Perumnas from the side of the government-owned development company. Both of these government extensions can work together, which the PPKK has full authority to organize the Kemayoran area, one of the arrangements is centered on housing settlements in the Kemayoran area, and in the modern era such as now, it can be integrated with public facilities. PPKK can synergize with Perumnas who has the function and purpose of providing housing and settlements for low-income people. With this synergy between national corporations and government, both missions can be achieved, coupled with the government mission of building one million houses for the people, still also be realized by the Perumnas and PPKK. Perumnas still be able to give attention to this project at glance as their function in urban housing efforts despite this project may have a less attractive business aspect in private sectors for such investors. However, further research is possibly needed in multi-aspect to describe and give more detail.

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