

## **The Detailed Spatial Planning Policy Formulation and Zoning Regulations In The City Of Yogyakarta**

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### **Abstract**

*The detailed spatial planning policy formulation and zoning regulations in the city of Yogyakarta are in accordance with the policy formulation process. In the implementation process, there are several stages, namely: First, policy formulation is a process to understand problems or assumptions, diagnose causes, map goals and unify different views, the two policy agendas are a process after policy formulation with policy making that has entered In the policy agenda process, the three choices of alternative policies to solve a problem are to solve a problem, the fourth policy setting is a process to establish policies or endorsements so that there is a binding legal force. The factors that influence are (1) Political factors (2) Economic (financial) factors (3) Administrative factors (Organizational) (4) Technological factors (5) Social and cultural factors (6) Defense and security factors. In the policy formulation process for Detailed Spatial Planning and Zoning Regulations in the City of Yogyakarta, cooperation with various related parties, such as from the private sector, spatial planning experts, academics, and other involved parties, is necessary. In addition, in the implementation process, there must be socialization to the community, a form of socialization such as deliberation (two-way communication), so that there is no friction against the community or related parties. Furthermore, in explaining the zoning regulations, it must be in accordance with the designated zone and pay attention to several aspects such as accuracy, land suitability, and other supporting aspects.*

**Keywords:** Zoning Regulations, RDTR, Policy Formulations

## **Introduction**

Yogyakarta City development must pay attention from all aspects and in accordance with the spatial layout of the Special Regional Regulation (Perdais). These aspects include the Keraton as the center of government, the Alun-alun as the center of socio-cultural activities, the Gede Mosque as the center of spiritual activities, and the Market as the economic center.

These three aspects are a single chess philosophy. The development of the city of Yogyakarta must contain all aspects, not only economic aspects, as what is happening now is a lot of hotel developments, therefore the single chess philosophy above must be balanced without gaps from the three aspects. If there is a gap in the development aspect, it will become a new social problem for the people of Yogyakarta City itself (Ahmad Haris Zubair, Chairman of the Yogyakarta City Cultural Council).

According to Nurmandi (2015) there are several steps in urban planning which are seen as a linear process of a number of urban management activities, such as surveys and analysis, strategy and policy development, implementation, monitoring and evaluation. whereas according to Rustiadi et al. (2004) in Darmawati et al. (2015), states that spatial planning has three urgencies, namely: first; optimization of resource use (principles of productivity and efficiency), second; tools and form of resource distribution (principles of equity, balance and justice), and third; sustainability (the principle of sustainability).

According to Regional Regulation No. 1 on Detailed Spatial Planning and the Yogyakarta City Zoning Regulation of 2015 article 1, the Detailed Spatial Plan (RDTR) is a plan in detail as possible regarding the spatial planning of the Yogyakarta City area and is equipped with zoning regulations. RDTR also functions as an anticipation of the dynamics that will occur and to solve problems, especially in development problems. This development effort must also go through planning, implementing and controlling space utilization so that in the future it will be better and is expected to be effective and efficient.

According to Roychansyah & Sani (2009), stated that this zoning "arrangement" had actually implicitly become an integral part of spatial planning before the Spatial Planning Law was issued. To prepare it, the Directorate General of Spatial Planning has also issued Guidelines for the Formulation of Zoning Regulations (Directorate General of Spatial Planning, 2006) a year before the enactment of Law No. 26/2007. Even so, the Zoning Rule (PZ) model and standard is still in the stage of finding its final form.

Based on data from the Skycrapercity Forum Indonesia in 2016, there are 55 multi-storey buildings on 6 (six) to 18 floors in Yogyakarta. Of the 55 tallest buildings in Yogyakarta, 33 of them are hotels and apartments. The five tallest buildings are Alana Hotel with 18 floors, Alana Condotel 18 floors, Indoluxe Hotel Jogja 15 floors, Jogja City Mall and Hotel 14 floors, and the last one is Grand Aston Hotel 10 floors ([www.skycrapercity.com](http://www.skycrapercity.com))

By looking at the data above, the construction of hotels and other developments that cause conflict in the community and which will have an effect on the environment. Even then, according to the Skycrapercity Forum Indonesia, there are still 25 buildings that are still under construction, then 16 buildings are still being proposed. Thus, spatial planning in the city of Yogyakarta must be more inactive so that there are no social conflicts as is currently happening. Not only paying attention to the economic aspects but also from the single-dimensional chess philosophy ([www.skycrapercity.com](http://www.skycrapercity.com))

According to Astuti (2016) in Dimas Rizqi (2018), the area of spatial planning objects in the Special Region of Yogyakarta includes: sustainable, harmonious and balanced spatial planning, not exploitative, has a spiritual-transcendent meaning, namely that the special spatial arrangement of DIY must be based on harmonious, environmental, socio-cultural values, democratic (*sangkan paraning dumadi*), humanism, togetherness (*throne for the people*), environmental harmonization consisting of (*South Sea-Kraton-Merapi*) then the existence of historical precepts such as from Tugu-Kraton-

Panggung Krapyak), this hope is the principle single single chess philosophy. By looking at some of these spatial aspects, it can be said that Yogyakarta is an area that has a different type of spatial development from other regions because

the spatial background is the cultural value of Yogyakarta that must be preserved.

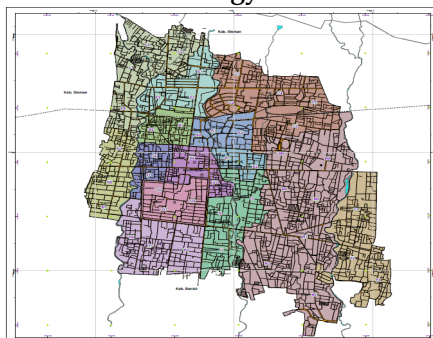
**Table 1. Occupancy rates for star hotels in DIY June - August 2016**

Klasifikasi	TPK			Perubahan Agustus 2016 terhadap Juli 2016 (poin)
	Juni 2016	Juli 2016	Agustus 2016	
(1)	(2)	(3)	(4)	(5)
Hotel Bintang	45,92	61,73	59,07	-2,66
Bintang satu	21,26	39,14	43,39	4,25
Bintang dua	53,60	66,54	62,58	-3,96
Bintang tiga	53,46	59,83	54,94	-4,89
Bintang empat	41,81	65,15	62,39	-2,76
Bintang lima	45,52	63,11	61,19	-1,92
Hotel Bintang Tahun Lalu	57,44	52,11	65,85	-6,78 (Agust'16 thd Agust'15)

Source: [yogyakarta.bps.go.id](http://yogyakarta.bps.go.id)

In the Journal of Salsabila (2015), this zoning system is also a control for both the government and the community itself. For the government, in granting development permits or whatever it is, they should also look at the zoning plans that have been regulated in local regulations and then whether the permits can be granted or not. Likewise with the community, when the community should buy a plot of land to be built a building or hotel, they need to know not only property rights or building use rights (HGB). However, in reality in the city of Yogyakarta itself, the community and even the government itself made mistakes or violated violations that have been regulated in regional regulations, such as many building hotels, malls and so on.

**Figure 1. Bagian Wilayah Perkotaan (BWP) Kota Yogyakarta**



**Source : Perda RDTR No 1 Tahun 2015 Kota Yogyakarta**

Detailed Spatial Planning (RDTR) and zoning regulations for the City of Yogyakarta are detailed policies to maintain the privileges of the City of Yogyakarta as well as for spatial use, efficiency, harmony, balance and sustainability, as well as transparency in policy making, equality, security and legal protection. and utilization to improve the welfare of the community, especially in the city of Yogyakarta. Based on the description above, the author describes the process of formulating zoning regulations in spatial planning in the city of Yogyakarta.

Thus, the question that will arise in this article is how the Yogyakarta City RDTR policy formulation process. Besides that, it will also ask what factors influence the formulation of the RDTR policy. To explore these various problems the writer has a concept of thinking and of course the answers to the questions of this study. First, the policy formulation process from Islamy in Dimas Rizqi (2018), hich consists of problem formulation, policy agenda, selection of alternative policies. As well as the factors that influence it (Putri, 2014), such as political factors,

economic factors (financial), administrative factors (organizational), technological factors, social and cultural factors, defense and security factors.

## **Methods**

In this study, the authors used a qualitative descriptive study. Then in this study consists of data collection methods, analyze data, interpret data, and end with a conclusion that refers to the data analysis. Data collection techniques using interview techniques and document techniques.

## **Finding and Discussion**

### *Detailed Spatial Planning Policy Formulation and Zoning Regulations*

Researchers obtained data from interviews and documents that in the process of formulating policies for the Detailed Spatial Plan and Zoning Regulations for the City of Yogyakarta, the researcher will discuss some of the formulation processes. As follows.

#### 1. Problem Formulation

In the process of formulating RDTR policies and zoning regulations for the city of Yogyakarta, it is also based on the Regulation of the Minister of Public Works (Permen-PU) No. 20 of 2011 concerning Guidelines for Compiling Detailed Spatial Plans and Zoning Regulations. Such as the arrangement procedures, namely the process and time frame for the preparation of the RDTR and Zoning Regulations, community involvement, and discussion of the draft RDTR and Zoning Regulations. Process and timeframe for drafting RDTR and regulations the zoning is long enough as shown like the table 2.

Researchers receive documents about the preparation process and timeframe Yogyakarta City RDTR in several stages, the first stage such as pre-preparation for the preparation of RDTR. At this stage the compilation process must be in accordance with the framework of reference (KAK / TOR), then in the process it must also be discussed how the methodology will be used, finally the budget stage used in the preparation of the Yogyakarta City RDTR. In the second

stage, namely the preparation of RDTR preparation, of course, there are several criteria, such as initial preparation where preparing the budget and understanding the framework of reference (KAK / TOR), reviewing the initial data process where understanding the previous RDTR or reviewing the earlier Yogyakarta City RTRW earlier, technical preparations such as methodology, detailed analysis, and preparation of survey plans.

The next stage is data collection, this data collection method is the same as in the preparation of the RTRW for the City of Yogyakarta. These data are administrative area data, physiographic data, demographic data, economic and financial data, data on the availability of facilities and infrastructure, data on spatial use, data on control, land use and utilization, data related to areas and buildings, basic maps of the earth and maps thematic requirements, land tenure, land use, spatial allocation map, map scale or level of accuracy of 1: 5000.

Then the third stage, namely Data Processing and Analysis, on the processing and analysis of data in the process of drafting this detailed spatial plan, includes analysis of regional characteristics: the position and role of the part of the Yogyakarta city area in a wider area than the city of Yogyakarta, the linkages between the city areas. Yogyakarta and between parts of the city of Yogyakarta, the linkages between the BWP components, the physical characteristics of the Yogyakarta City area, the potential for disasters and climate change, social demography, economy, regional finance. Analysis of potential and problems in the development of BWP: analysis of the space needed and analysis of the use of space that will be converted. Analysis of area and environmental quality performance.

The outputs obtained after processing the data are the potential and development of BWP, opportunities and challenges for developers, trends in development, needs of developers at BWP, use of space both in terms of carrying capacity and capacity, indications of the environment and area, especially in urban areas

Yogyakarta.

The fourth stage, namely the Formulation of the Yogyakarta City RDTR Concept, the process of formulating the Yogyakarta City RDTR concept refers to the RTRW, guidelines and implementation guidelines for the spatial planning sector, and takes into account the RPJP for Yogyakarta City and the RPJM for Yogyakarta City. This concept is formulated and will produce several alternative regional development concepts, such as the formulation of objectives, policies, regional development strategies for the City of

Yogyakarta, and the concept of regional development for the City of Yogyakarta. Then, after understanding several times, the best alternative was chosen as the basis for the RDTR formulation process, namely the purpose of BWP structuring, spatial pattern plans, infrastructure network plans, prioritizing the planned RDTR area, spatial use, and zoning regulations.

Furthermore, in the fifth stage, namely the RDTR Compilation Period, the Yogyakarta City RDTR preparation period has a time period as shown in Table 2.

**Table 2. Duration of RDTR Compilation**

Proses Penyusunan RDTR							
Urutan Kegiatan	Persiapan/ Penyusunan RDTR (termasuk review RDTR sebelumnya)	Pengumpulan data	Pengolahan dan Analisis Data	Perumusan konsep RDTR		Naskah Akademik	Naskah Raperda
				Konsep Pengembang	Naskah Teknis		
Perkiraan waktu yang dibutuhkan	1 bulan	2-3 bulan	2-3 bulan	2-3 bulan		2 bulan	1 bulan
	10-13 bulan						

Source: Permen-PU No 20 Tahun 2011 tentang Penyusunan RDTR dan Peraturan Zonasi.

Community development in the formulation of RDTR policies and the Yogyakarta city zoning regulations. The community is an important actor in the process of drafting RDTR and zoning regulations in the city of Yogyakarta. In this case the researcher considers the community as stakeholders. There are several provisions for the community as stakeholders, such as individuals or groups, community organizations in the Yogyakarta city area, representatives of a group affected by the preparation of the RDTR and its zoning regulations. After going to the field, the researchers got data that the interaction of the community in the process of drafting the RDTR and zoning regulations for the city of Yogyakarta has rights, obligations and roles for the community.

## 2. Policy Agenda

From the interview data obtained by researchers that to enter into the policy agenda process or policy making regarding RDTR and

zoning regulations, it must meet the requirements that the author got after going to the field, such as the issue will have a wide impact, the emergence of personal interests (particularity), power (legitimacy), and fashionable cannot be explained but can be felt directly. When these issues arise such as personal interests, this issue will result in conflicts between individuals, both social and other. Then there is a power party, in this RDTR policy the power or policy makers, both the DPRD and those responsible for this, will certainly take advantage of their power, but take advantage of it in positive terms such as receiving suggestions and criticism from the public. Then fashionable where this aspect is one of the aspects that will have a direct impact on society, but will be felt by the community itself. Therefore, in the process of this policy agenda there must be coordination between all parties so that there are no conflicts or issues that will arise in the process of implementing and



formulating RDTR policies and zoning regulations.

3. Selection of Policy Alternatives to Solve Problems

Researchers found that several of these actors were at the stage selection of policy alternatives to solve the problem, such as interest groups and pressure groups. An interest group is a group that holds an alliance and is driven by certain interests. These interests generally come from groups of the general public or for the interests of certain groups.

**Table 3. Stakeholder Mapping**

No	Stakeholder	Interest
1.	Regional Government	Control and use of space in order to maintain the specialty of the city of Yogyakarta. However, the fact that this policy only benefits the owners of capital.
2.	Public	Protect the area or areas affected by the construction of the RDTR and zoning regulations, both physical and non-physical, such as (hotels, apartments, malls, offices and services, etc.). However, in reality there are many people who win the agreement only from the investor side.
3.	Interest Group	Exert pressure on the government or can influence policies made by the government through its members for the benefit of a group of its own, such as (Labor

		Union, Community Organization, etc.)
4.	Pressure Group	Gives pressure to the government or can influence policies made by the government but for the benefit of the general public, such as (religious organizations, Ormas, etc.)
5.	Entrepreneurs (Owners of Capital)	Only for the importance of investors (privatization) in developing the market economy. This development can take the form of hotels, malls and does not care about the surrounding community (native).

4. Policy Setting

The process of determining detailed planning policies and zoning regulations in the city of Yogyakarta must have a persuasive and alternate process. So that the implementation process runs as closely as possible, and no problems arise when this policy is implemented. Whether it's the problem from the government that it is difficult to determine or determine the zoning blocks that are used because of the polemic over land ownership of the people of Yogyakarta City.

There are several processes for formulating detailed spatial planning policies and zoning regulations for the City of Yogyakarta, namely the formulation of policies, policy agendas, alternative solutions to problems, and policy making. From the four processes, it is hoped that the formulation process will be good and must be more firm in terms of licensing for all forms of buildings, both physical and non-physical. Because when viewed from the physical development aspect of

the Skycrapercity Forum Indonesia data in 2016, there are 55 multi-storey buildings with 6 (six) to 18 floors in Yogyakarta. Of the 55 tallest buildings in Yogyakarta, 33 of them are hotels and apartments. Well, even though there are local regulations regarding detailed spatial planning and zoning regulations for the City of Yogyakarta, there is a need for firmness from the Yogyakarta city government regarding the development permit, because for planning, utilization, spatial control of the city of Yogyakarta is more efficient and structured.

The process of determining detailed planning policies and zoning regulations in the city of Yogyakarta must have a persuasive and alternate process. So that the implementation process runs as closely as possible, and no problems arise when this policy is implemented. Whether it's the problem from the government that it is difficult to determine or determine the zoning blocks that are used because of the polemic over land ownership of the people of Yogyakarta City.

#### ***Factors Affecting the Formulation of Detailed Spatial Planning Policies and Zoning Regulations in Yogyakarta City***

Researchers will explain the factors that influence the policy formulation of Detailed Spatial Planning and Zoning Regulations for the City of Yogyakarta. As follows.

##### **a. Political Factor**

This political factor when viewed from the political actors, actors The DPRD, as well as non-governmental organizations (NGOs), are of course very influential in the process of drafting the RDTR and zoning regulations and their implementation. From the political actors, the government has the right to make policies or enact policies, especially the RDTR policy and the zoning regulations for the City of Yogyakarta.

##### **b. Economic Factor (*Financial*)**

Economic factors in financial terms have an influence on the process of drafting the RDTR and zoning regulations as well as implementing the RDTR and zoning regulations. It can be seen

from the budget that has been determined from the beginning of planning and must be appropriate or sufficient in the process of preparation and implementation. The budget that comes from the APBD or from parties that support this, of course, there must be supervision in terms of the distribution of the budget, it can be said that the budget allocation is according to what was planned from the start. Therefore, this economic process or factor is very influential in the process of implementing and drafting the RDTR and zoning regulations in the city of Yogyakarta.

##### **c. Administrative Factors (*Organizers*)**

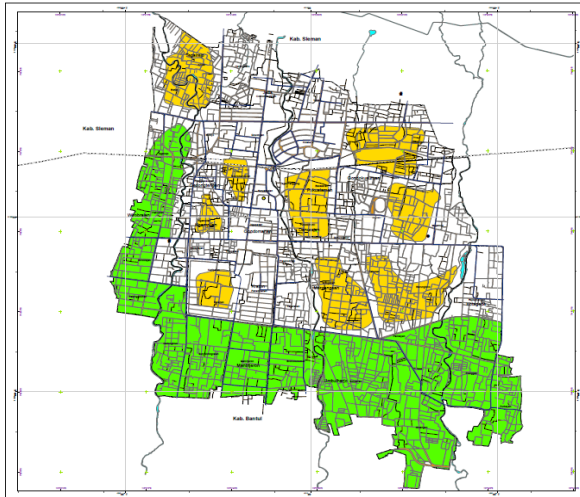
Above, the researcher concludes that this administrative factor is of course important and influences the process of drafting the RDTR and zoning regulations as well as in their implementation. Administrative factors can be seen in terms of apartment resources which must be in accordance with their respective competencies so that the implementation process can run according to what was planned, besides that there is a planning document. This planning document is also important, because in the process of drafting the RDTR and zoning regulations in the city of Yogyakarta, it must be more detailed and in accordance with the existing physical conditions in the Yogyakarta city area.

##### **d. Technology Factor**

In this factor, there are two elements in the process of implementation and formulation, such as equipment and infrastructure. In CHAPTER IV article 22 of Perda No. 1 of 2015 concerning Detailed Spatial Planning and zoning regulations for the City of Yogyakarta, it is explained that there are various plans for infrastructure networks, such as plans for developing mobile networks, plans for developing energy / electricity networks, plans for developing telecommunications networks, plans for network development drinking water, waste water management system plan, drainage network development plan, and other infrastructure development plans. Article 29 CHAPTER IV in Perda No. 1 of 2015 concerning Detailed Spatial Planning and zoning

regulations in the city of Yogyakarta also describes other facilities and infrastructure, such as plans for solid waste networks, plans for disaster evacuation routes, and plans for fire protection systems.

**Figure 2. Electrical Energy Grid Plan**



Source : Perda No 1 Tahun 2015 tentang RDTR dan Peraturan Zonasi Kota Yogyakarta

Figure 2 shows the energy network development plan, where the yellow part is the part to improve the network in the city of Yogyakarta. Then the green part is the priority development focus part.

**Figure 3. Telecommunication Development Plan**



Source : Source : Perda No 1 Tahun 2015 tentang RDTR dan Peraturan Zonasi Kota Yogyakarta

In Figure 3 above, there are several developments both in terms of fixed telephone services and from mobile telephone services.

This fixed telephone service means services from PT. Telkom through the provision of an Automatic Telephone Central (STO) and through the cable network to serve all BWP / Sub BWP and Blok. Meanwhile, mobile telephony determines the telecommunications / base transceiver system (BTS) tower which is beneficial for the community and is spread throughout the city of Yogyakarta.

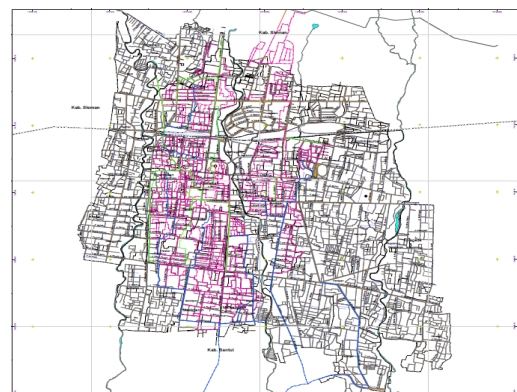
**Figure 4. Drinking Water Network Development Plan**



Source : Perda No 1 Tahun 2015 tentang RDTR dan Peraturan Zonasi Kota Yogyakarta

In Figure 4 the section of the drinking water network development plan is colored blue (). In the city of Yogyakarta, there are areas that must be developed for daily consumption. In the division of the plan, it has specifically been aimed at building a drinking water network for the people of Yogyakarta city itself.

**Figure 5. Wastewater Management System Plan**





**Source : Source : Perda No 1 Tahun 2015 tentang RDTR dan Peraturan Zonasi Kota Yogyakarta**

In this waste water management system plan in figure 5, there is a part of the local wastewater system, which is the disposal of waste water in these areas existing septitank individual, communal or wastewater treatment plant (IPAL). Whereas in this centralized sewerage system there is a pipe network which includes main / primary channels, large pipelines and is used to drain wastewater from literal pipes. Then the secondary channel, this channel is a pipe that has an end and collects waste water which is usually channeled in certain places to drain wastewater to the main pipe flow channel. Flushing channel, a channel that functions to maintain a clean state of waste flow in a shallow sewage system.

**Figure 6. Drainage Network Development Plan**

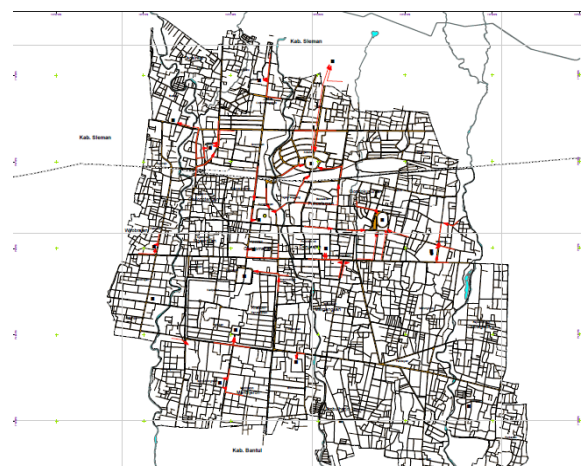


**Source : Source : Perda No 1 Tahun 2015 tentang RDTR dan Peraturan Zonasi Kota Yogyakarta**

In this network, especially in the development of drainage that prevents inundation in figure 6, it requires various ways to improve the rainwater disposal network, especially those in roads or inundation prone zones. Furthermore, namely the development of drainage networks, the development of this system of course has 2 (two) aspects. First, the primary network improvement aspect, where this network includes 3 (three) rivers, such as Winongo River, Gajah Wong River, and Code River. Second, the improvement of the secondary network, this network consists of

drainage channels along the urip sumoharjo road-kyai mojo road (godean road) then drainage channels along the kusumanegara road-sultan agung street-senopati street-K.hmad dahlan street- Laksda R.E Martadinata street. The third is the tertiary network, where this network is established and spread throughout the BWP Sub-district, both sub-districts and sub-districts in accordance with the master plan.

**Figure 7. Solid Waste Development Plan**



**Source : Source : Perda No 1 Tahun 2015 tentang RDTR dan Peraturan Zonasi Kota Yogyakarta**

Solid waste system development plan in figure 7, where this plan contains several plans, such as the distribution plan of the solid waste service sector and the plan for temporary storage of garbage bins (TPSS). From the distribution plan, the solid waste sector consists of the ketur mountain sector, the Kotagede sector, the Kranggan sector, the krasak sector, the Malioboro sector, and the ivory ngasem sector. The plan for temporary waste storage (TPSS) is spread throughout the BWP Sub-District and blocks according to the level of service and the management process uses the 3R principle (Reduce, Reuse, Recycle). The final disposal site (TPA) of BWP Yogyakarta City is carried out at the Piyungan regional TPA, where this place is used by three regions such as Sleman Regency, Yogyakarta City and Bantul Regency and its management uses the principles of Reduce, Reuse, and Recycle.

Figure 8. Evacuation Route Development Plan



Source : Source : Perda No 1 Tahun 2015 tentang RDTR dan Peraturan Zonasi Kota Yogyakarta

In figure 8, about the evacuation route development plan. Volcano evacuation routes have been developed in several places such as Jalan C Simanjuntak, Jalan Jen. Sudirman, Jalan Suroto. Then on the cold lava flood evacuation route there are several places, such as Jalan Monginsidi, Jalan A.M Sangaji, Jalan Jendral Sudirman, Jalan C. Simanjuntak, Jalan Ahmad Jazuli, Jalan Abu Bakar Ali. As well as the current evacuation rooms such as the Kridosono Stadium, Mandala Krida Stadium, Alun-alun utara, Alun-alun Selatan, and places that have been designated as evacuation rooms.

e. Social and Cultural Factors

These social and cultural factors have an influence in the process of drafting the RDTR and zoning regulations as well as in the process of implementing RDTR and zoning regulations in the City of Yogyakarta. Social and cultural factors are factors that are owned by society such as participation, equity, community empowerment, and habits. With these indicators in the process of formulating and implementing the policy of the Detailed Spatial Planning and Zoning Regulations for the City of Yogyakarta, it is quite influential. Therefore, the government and the community must cooperate with each other so that implementation can run with what was planned in the early stages.

f. Defense and Security Factors

This defense and security factor greatly influences the process of drafting the RDTR and zoning regulations as well as in the implementation process. It can be seen from the stability of its security, such as in the process of its preparation there will certainly be arguments which, if it cannot be controlled, will result in chaos between the community and the owners of capital. Apart from that, in the implementation of this zoning there are no difficulties, but we must still consider other aspects such as social. Therefore, it is hoped that security stability must be built both from the community and from the government itself.

### Conclusion

The conclusion obtained by the researcher is that the process of RDTR policy formulation and this zoning regulation is appropriate. Such as the problem formulation process, the policy agenda, the selection of alternative policies to solve problems, and the determination of policies. Besides that, there are also factors that influence the formulation of the RDTR policy and the zoning regulations for the city of Yogyakarta, such as political factors, economic (financial) factors, administrative factors, technological factors, socio-cultural factors, and defense and security factors.

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