

ANALYSIS OF SLUM SETTLEMENT PROBLEMS IN THE DABO LAMA AREA, LINGGA REGENCY

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Abstract

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Slum settlements represent a complex urban development challenge in Dabo Lama, Lingga Regency. This study analyzes contributing factors and their social, economic, and environmental impacts on local communities. The research reveals that slum settlement problems result from combined environmental, social, and governance weaknesses. Unreclaimed former tin mining pits have created permanent waterlogging, triggering uninhabitable dwelling growth and poor sanitation. Weak spatial planning enforcement, population growth without basic infrastructure improvements, and limited local government fiscal capacity have worsened conditions. Using a qualitative-descriptive approach and policy analysis based on William Dunn's theory (2017), the study identifies five key stages: problem formulation, impact prediction, policy recommendation formulation, implementation monitoring, and program effectiveness evaluation. Main recommendations emphasize integrated and sustainable interventions involving government, community, and private sectors, plus environmental restoration of former mining sites as long-term solutions. Findings indicate Lingga Regency Government's ineffective functioning. This study provides a foundation for more effective policy planning in addressing post-mining slum areas like Dabo Lama.

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INTRODUCTION

Indonesia, as a developing country, faces various challenges in urban development, particularly housing. Housing issues are pressing issues that are parallel and interconnected, due to the high demand for adequate housing.

According to Indah (2024) , the Regional Revenue and Expenditure Budget (APBD) is allocated to finance slum management programs. Local communities play a vital role in actively participating at every stage of the program, from problem identification to outcome evaluation. This participation includes attending meetings, providing advice, and engaging in field activities. Communities also organize themselves through community groups to build capacity in various aspects.

Kurniawan (2022) stated that the growth of slum settlements in Indonesian cities continued to increase between 2017 and 2019, with an increase of 13.86%. This condition is due to a lack of collaboration between the government and the community, the suboptimal role of security agencies in addressing social issues, including high crime rates in slum areas. Many households in slum settlements lack access to safe drinking water and adequate sanitation facilities. The development of drainage systems is still far from meeting urban living standards due to inadequate water management.

The socioeconomic challenges facing slum communities indicate that many residents live below the poverty line. The physical condition of buildings reflects the state of the environment, with infrastructure in Dabo Lama still inadequate. Slums are often considered marginal areas that hinder economic-focused urban growth. Poor residential environments with minimal services such as clean water, drainage, and waste management exacerbate the problems of overcrowding and disorder, which impact the physical condition of buildings and increase crime.

In the context of spatial utilization, slums are defined as uninhabitable areas with irregular buildings, high density, and inadequate infrastructure. The use of space often violates its intended function, such as the formation of residential pockets in areas that should be green open spaces. This indicates that residents cannot afford to buy or rent houses in high-priced urban areas, while vacant land is dwindling. With inadequate infrastructure, poor housing conditions and high density, this poses a threat to the health, safety, and comfort of residents.

Lingga Regency consists of 10 sub-districts, including Singkep District, which has six villages. Of these, three are identified as slum areas: Dabo Village, Dabo Lama Village, and Batu Berdaun Village. Dabo Lama Village contains two slum areas. The first is a slum area around a former tin mine, covering 26.56 hectares, which is categorized as medium slum.

In the past, Lingga Regency was known as a tin producer, particularly on Singkep Island, with mining activity lasting nearly two centuries (1812-1992). After PT Timah ceased operations, the mining site left numerous open pits unsealed, resulting in water accumulation and the formation of pits. Secondly, coastal areas also became slums due to pollution from scattered waste. Coastal areas frequently experience annual flooding. Coastal areas are home to fishing communities with high population densities. Houses are constructed haphazardly and often do not meet health standards. Coastal areas tend to be vulnerable to natural disasters such as flooding and coastal erosion.

Preliminary data from the Dabo Lama Village Head shows that 124 families (KK) in the area were forced to deal with the aftershocks that inundated their homes. Some of these homes were affected by the flooding in RT 1 and RT 2, RW 4, and almost 75 percent of the area in RT 1 and RW 9, as well as part of RT 2, RW 9.

The Lingga Regency Housing and Settlement Agency is focusing on completing slum areas in Lingga Regency by 2023. In 2022, the Head of the Settlement Area Division of the Lingga Regency Housing and Settlement Agency stated that the slum area in Dabo

Lama would be completed by 2023, similar to the slum area in Marok Tua Village, which was previously addressed. Marok Tua Village previously received a special allocation fund to repair roads and sidewalks, while Dabo Lama Village used IDR 36 billion in state budget funds.

Considering the characteristics of the residents, housing, and infrastructure, these conditions indicate the potential for unplanned and unorganized settlements. Dabo Lama, as the center of economic activity in Lingga Regency, has seen rapid population growth in recent years. In this context, the emergence of slums is a critical issue to address.

The population growth in Dabo Lama is directly related to the growing need for basic infrastructure. However, the availability of infrastructure such as roads, clean water, and sanitation is often inadequate. Data from the Public Housing and Settlement Agency shows that approximately 40% of the area's residents live in substandard conditions.

The slums in Dabo Lama are characterized by poor environmental quality. Many houses were built informally and do not meet health standards, posing a public health risk. Field surveys indicate that many homes lack access to adequate sanitation, leading to an increase in infectious diseases. The availability of clean water is also a serious problem. Many residents are forced to rely on water sources of uncertain quality. This increases the risk of disease, especially among children and the elderly. Data shows that the incidence of diarrhea in slums is higher than in other areas of Lingga Regency.

The economic conditions of the people in Dabo Lama are heavily impacted by the presence of slums. Many residents work in the informal sector with unstable incomes. Limited access to decent employment traps them in a cycle of poverty that is difficult to break. This contributes to increasing economic uncertainty for families in the area.

Normatively, the slum settlement problem in Dabo Lama is contrary to various existing regulations. Law Number 1 of 2011 concerning Housing and Settlement Areas emphasizes the importance of providing adequate housing for all residents. However, the implementation of this regulation is often hampered by a lack of coordination between the government and the community. Lingga Regency Regional Regulation (Perda) Number 3 of 2023 Article 21 Paragraph 3 concerning the Housing and Settlement Area Development and Development Plan for 2022-2042 which regulates the Housing and Settlement Area Development and Development Plan, there are still many proposed programs but they are not implemented effectively because they do not involve community participation.

Community involvement in the planning and implementation process is crucial to ensure that policies are aligned with real needs on the ground. The poor environmental conditions in Dabo Lama pose a serious challenge for the local government. Without integrated and sustained efforts, the slum problem will persist. Therefore, an in-depth analysis of this issue is necessary to formulate appropriate and effective policies.

Addressing slum settlements involves more than just infrastructure development; it also encompasses social and economic aspects. Programs focused on improving community skills and education should be prioritized. By providing relevant skills training, it is hoped that communities can increase their income and escape poverty.

Collaboration between the government, non-governmental organizations, and the community is crucial in addressing this issue. This collaboration can create positive synergy and support more effective program implementation. Furthermore, strengthening community capacity to participate in decision-making processes is crucial. Education is

key to breaking the cycle of poverty in slum areas. By improving access to and quality of education, future generations in Dabo Lama can have better opportunities.

Collecting and analyzing accurate data on slum conditions will help the government gain a deeper understanding of the problem. With accurate information, the government can formulate more effective and sustainable policies. Local governments also need to increase transparency and accountability in managing slum improvement programs. Involving the community in the monitoring process will foster a sense of ownership and shared responsibility. This can strengthen public trust in the government and encourage active participation in improvement efforts.

Based on this background, the formulation of the research problem is: "What policies and programs have been implemented to address slum settlements, and how effective is their implementation?". This study aims to explain and analyze how the problem of slum settlements in the Dabo Lama area of Lingga Regency.

This research has both theoretical and practical benefits. Theoretically, it is expected to provide insights into the development of environmental science within the local community. This research can serve as a reference for scientific work and as input for researchers with similar issues.

Practically, for researchers, it is hoped that it can help provide insight, knowledge, and understanding regarding the analysis of slum settlement problems in the Dabo Lama area of Lingga Regency. In addition, it also aims to improve reasoning in the form of dynamic thinking patterns and apply the knowledge gained during the study period. For the government, the results of the study are expected to be able to provide input for the Lingga Regency government in addressing the problems experienced by the Dabo Lama area community in issuing policies. For the community, the results of the study are expected to provide knowledge and insight to the community regarding the analysis of slum settlement problems in the Dabo Lama area of Lingga Regency.

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Various researchers have previously conducted research on slum settlements. Wella (2023) used a quantitative descriptive method to analyze the factors causing slum settlements in the Gili Indah Village tourism area, North Lombok, focusing on social, economic, and physical environmental conditions. Bintang (2021) applied the Analytic Hierarchy Process (AHP) to determine priorities for slum settlement management in West Tulang Bawang Regency, finding that environmental drainage conditions had the highest priority weight, followed by environmental road conditions and waste management. (Bintang, 2021) used a mixed-methods approach to examine slum management in Sri Meranti Village, Pekanbaru, identifying poverty, lack of infrastructure, and population density as the main factors, and emphasizing the need for a comprehensive approach to management. Usman (2021) applied a combination of quantitative and qualitative methods in stages to analyze slum management strategies in Pancor Village, Selong. Nurrianingrum (2022) examined the environmental quality of slum communities using qualitative and quantitative methods, explaining that settlement problems arise due to the high demand for housing but not commensurate with the community's purchasing power.

The theoretical framework of this research includes slum theory and public policy theory. Slum theory is used to analyze the characteristics and factors influencing slum settlements, while public policy theory is used to evaluate slum settlement management policies in the Dabo Lama area.

Risnayati Arung & Ulimaz (2021) explain that slums can disrupt the function of transportation facilities and require an understanding of the causes of their emergence from various aspects. Setiawan & Nasoetion (2022) define informal settlements as areas with high population density where households have difficulty accessing clean water and adequate sanitation, with poor building quality and insecure tenure. Baharuddin (2023) states that slums are part of an administrative area with special characteristics and a complex level of problems that require specific handling in social, economic, and infrastructure aspects.

According to Asa (2015), settlements are not only places to live but also centers of employment, retail, and recreation, combining space and content. Kustiwan & Ramadhan (2019) emphasize the need for the government to make urban villages an integral part of the city planning system, ensuring legality and certainty. Vaiz (2023) explains that limited space and economic factors drive people to live in hazardous environments. Fitri (2021) states that slum settlements have a significant impact on the condition and development of cities, causing a decline in environmental, economic, social and cultural quality.

Yustika (2019) defines slums as high-density neighborhoods with low socioeconomic conditions, densely populated, substandard housing, and inadequate facilities and infrastructure. Muhammad Fikri Ramadhan (2023) explains that slums emerge due to high population growth but disproportionate housing development. Syafitri (2023) proposes prevention strategies including strict supervision, infrastructure optimization, community empowerment, and area rejuvenation. Nurhalizah Mardjuni (2021) describes the environmental conditions of slum settlements with non-permanent houses, difficulties in accessing clean water, irregular drainage, and residents' behavior that is less concerned about cleanliness.

In the context of policy, Uswatiyah (2021) explains that the government environment can be viewed from both structural and process perspectives. Farahdinny Siswajanthi (2024) states that the government sector plays a crucial role in the economy through the implementation of policies to achieve economic growth, reduce unemployment, and control inflation.

According to William N. Dunn (2017), policy analysis is a systematic approach to solving public problems through five stages: problem formulation, forecasting, recommendations, monitoring, and evaluation. This approach is highly relevant to addressing the complex issues of slum settlements in Dabo Lama, which involve various aspects.

Public policy according to (Marwiyah, 2022) is a series of government actions related to issues of government concern to resolve problems. (Abdullah & Rusfiani, 2016) defines public policy as all decisions, actions, and activities of the organized government to regulate the lives of the people. Maulana (2019) Public policy is an effort to address social and economic problems in society. Igrisa (2022) explains public policy as a political process that produces decisions to resolve public problems, with a close relationship between formulation, implementation, and impact.

This study uses a descriptive and normative approach in policy analysis to provide factual information to decision makers while helping to find the most effective procedures in dealing with slum problems in Dabo Lama, Lingga Regency.

METHOD STUDY

This study uses a qualitative descriptive approach to analyze the problems of slum settlements in the Dabo Lama area of Lingga Regency. According to (Sugiyono, 2020), descriptive research aims to identify independent variables without making comparisons or connecting between variables. Meanwhile, (Bungin, 2017) explains qualitative research as a case study that describes various conditions, situations, or phenomena of social reality in society to bring these realities to the surface as characteristics, traits, traits, models, or descriptions of certain conditions.

The research object focuses on analyzing slum settlement problems in the Dabo Lama area of Lingga Regency. Determining the research location is intended to narrow and clarify the research area so that its orientation can be limited and directed. The research focus is set on analyzing slum settlement problems in the area to ensure the research does not deviate from the topic at hand.

Data sources consist of primary and secondary data. Primary data is obtained directly from the field through interviews with informants related to the research topic. Secondary data is data obtained in finished form through publications and information from various organizations, including Political Economy books and related research literature.

Data collection techniques used interviews and documentation. Interviews were conducted to obtain information through purposeful conversations, either face-to-face or virtually through technology. Mastin (2019) This study stated that stakeholder interviews, field observations, and secondary and primary data analysis are necessary to improve the environmental quality of residential areas in Dabo Lama through a comprehensive approach involving various stakeholders. Documentation was conducted through written materials published by relevant institutions, books, laws, and other information media related to the research problem.

The research informants consisted of seven people who understood the problems and were familiar with the field phenomena, consisting of three Dabo Lama residents, one Dabo Lama Village Head, one person from the Public Works and Spatial Planning Agency (PUTR) of Lingga Regency, one person from the Planning Research and Development Agency (Barenlitbang) of Lingga Regency, and one person from the Housing and Settlement Areas Agency (PERKIM) of Lingga Regency.

The data analysis technique refers to the concept of Miles and Huberman through three simultaneous stages: data reduction, data presentation, and drawing conclusions. Data reduction is a continuous process of selecting, simplifying, abstracting, and transforming raw data from field reports. Data presentation takes the form of a collection of organized information in the form of narrative text, tables, photographs, and charts to facilitate decision-making. Conclusions are drawn by discussing the field findings using the theory used, considering that qualitative research can discover new things that have never been seen before.

RESULTS AND DISCUSSION

This study analyzes the role of the Lingga Regency Government in addressing slum settlement problems in Dabo Lama using William Dunn's (2017) theoretical framework which includes five stages: problem formulation, prediction, recommendation, monitoring, and assessment.

The slums in Dabo Lama, Lingga Regency, are characterized by inadequate physical and social conditions. These neighborhoods feature damaged or poorly maintained buildings, densely populated housing, and limited access to basic amenities such as clean water, sanitation systems, and road infrastructure. The physical condition of the buildings indicates that they do not meet proper construction standards, with cracked walls, leaking roofs, and damaged floors. The densely populated area results in minimal air circulation and light, creating a damp and disease-prone environment.

Social aspects show higher levels of poverty and unemployment compared to other regions. Limited access to education and skills training exacerbates the situation. Social problems such as crime and violence are frequent and require serious attention. Residents have limited access to basic necessities like clean water, adequate sanitation systems, and decent roads, negatively impacting public health, environmental conditions, and mobility.

The emergence of slums is caused by various factors, including rapid urbanization, socioeconomic issues, and the government's limited ability to provide adequate housing for low-income communities. These impacts reduce residents' quality of life, worsen public health, hinder economic growth, and create significant socioeconomic disparities between urban areas and slums.

The Role of the Planning, Research, and Development Agency

Based on Lingga Regency Regional Regulation Number 13 concerning the Formation and Composition of Regional Apparatus and Lingga Regent Regulation Number 32 of 2016, Barenlitbang is tasked with "Assisting the Regent in carrying out matters of Drafting and Implementing Regional Policies in the field of Regional Planning, Research and Development which are the authority of the region and assistance tasks assigned to the region".

The Research and Development Agency (Barenlitbang) carries out the following functions: formulating technical policies for development planning and investment; coordinating the preparation of development planning and investment; fostering and implementing tasks in the field of regional development planning and investment; and implementing other tasks assigned by the Regent in accordance with his duties and functions.

The main roles of Barenlitbang in addressing slum settlement issues include: planning and budgeting by preparing work plans and budgets for related projects; identifying community needs in the area; coordinating and collaborating with various parties including the central government, related agencies, and the community; monitoring and evaluating development outcomes; formulating regional policies and strategies; empowering communities at every stage from planning to implementation; and submitting proposals and requests for funding to the central government or donor agencies.

Dabo Lama Village is located in Singkep District, Lingga Regency, Riau Islands Province with an area of approximately 26.56 hectares. The population is 3,879 people, consisting of 1,956 men and 1,927 women (Dabo Lama Village, 2025). The livelihoods of the community vary, ranging from civil servants (90 people), fishermen (102 people), self-employed (399 people), to casual laborers (339 people). The education level shows that 1,308 people have not attended school, 847 people have graduated from elementary school, 494 people have graduated from junior high school, and 747 people have graduated from high school.

Problem Analysis Using Dunn's Framework

Flooded former tin mine pits are a major contributing factor to the development of slums. Dabo Lama has a long history as a tin mining center dating back to the colonial era. After mining ceased, much of the former mined area was left unrehabilitated. The waterlogged mine pits became unmanaged artificial lakes, which residents occupied due to limited land and proximity to local economic centers.

Stagnant water creates an unhealthy environment with high humidity, breeding mosquito larvae, and serves as a dumping ground for unmanaged domestic waste. During heavy rainfall, water easily overflows, causing localized flooding. Other factors include high population density, limited access to basic services, and socioeconomic conditions with high poverty rates and limited employment opportunities.

Without effective intervention, slum conditions are expected to worsen. Continued population growth will exacerbate overcrowding and expand slum areas. Unsanitary environmental conditions will increase the risk of disease and public health problems. Economic instability and limited job opportunities make it increasingly difficult for communities to improve their quality of life.

The stagnant water from former mines continues to be a source of environmental problems due to sedimentation and pollution from domestic waste. The risk of local flooding increases as natural drainage systems are disrupted. Socially, the disparity between Dabo Lama and other areas is deepening, with children at risk of stunting, dropping out of school, and losing access to social mobility.

Comprehensive solutions include: spatial planning and land legalization for legal certainty; environmental improvement and basic infrastructure development to address flooding and poor sanitation; voluntary relocation and repair of uninhabitable homes; community economic and social empowerment; environmental and health education; and multi-actor partnerships as institutional strengths for policy implementation.

Rehabilitation of former mining areas is a top priority, including addressing waterlogging and land reclamation. Improving access to basic services such as clean water, sanitation, and waste management is crucial. Community economic empowerment programs need to be designed to increase income and well-being.

Continuous monitoring is necessary to measure program effectiveness using specific, measurable indicators. Effective monitoring encompasses technical implementation in the field, social outcomes, and program management. Success lies in a clear institutional structure, the use of information technology for real-time reporting, and community involvement at every stage of the process.

Periodic assessments evaluate program success and identify challenges. Assessment results are used to refine strategies and ensure program sustainability. Community involvement in monitoring and assessment fosters a sense of ownership and ensures programs align with community needs and aspirations.

Supporting and Inhibiting Factors

Supporting factors include the availability of funding through village funds from the district budget. Government cooperation in handling the issue through the Environmental Management and Monitoring Efforts Program (UKL-UPL) is also a key factor.

The main inhibiting factors are population density and lack of community involvement. Research shows the importance of a comprehensive and participatory approach to addressing slums. Transforming areas requires political commitment, institutional support, and active community participation to create a healthy, orderly, and humane environment.

CONCLUSION

Research on the analysis of slum settlement problems in Dabo Lama, Lingga Regency through the implementation of the Environmental Management Efforts and Environmental Monitoring Efforts (UKL-UPL) program in Dabo Lama Village produced several important findings.

The research results show that the UKL-UPL program in Dabo Lama has been effective in various aspects of residential development. The program has had a positive impact on neighborhood roads, drinking water supply, drainage, wastewater management, solid waste management, and fire protection. The UKL-UPL program is a government initiative specifically designed to address the slums in the area.

In its implementation, this program is supported by several significant supporting factors. The availability of budget and capital is the main foundation for the program's success, along with solid cooperation between various government agencies in managing slum areas. Collaboration between government agencies allows for effective coordination in implementing various area development activities.

However, this program also faces challenges that hinder its optimal results. The main inhibiting factors include the high population density in the Dabo Lama area and the lack of active community involvement in slum management. Limited community participation is a barrier to ensuring the program's long-term sustainability.

To maximize the benefits of the UKL-UPL program, increased community participation in addressing slum issues is necessary. Communities need to develop a sense of ownership of the facilities they construct, not just during the first year of construction but also for the long term. Furthermore, public awareness of maintaining environmental cleanliness is essential to prevent the emergence of new slums. Adequate facilities and infrastructure are also essential to support community efforts to maintain the quality of their settlements.

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