

Implementing Samarinda City Spatial Planning Policy Toward a Civilized and Sustainable City

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Abstract

Spatial planning is crucial for sustainable development in rapidly growing cities. However, in Samarinda City, widespread land-use violations and weak control over spatial utilization threaten the effectiveness of spatial planning policies in achieving the city's long-term goals. To unravel this complexity, this study contributes a novel theoretical integration—combining the frameworks of Van Meter and Van Horn with those of Mazmanian and Sabatier—to analyze the Spatial Planning (RTRW) policy in the context of realizing a civilized and sustainable city. The RTRW policy, often fraught with political interests and characterized by rigidity, requires a collaborative theoretical approach to bridge gaps and resolve communication issues regarding strategies, policy characteristics, and the roles of multiple stakeholders. Consequently, this framework serves as an integrated analytical tool to assess the extent of change and the impact of RTRW policy implementation. Qualitative approach based on a single case study with a purposive sampling method involving five members of the Spatial Planning Forum (FPR) representing various agencies and institutions, as well as local executive and legislative officials based on field data (observations and interviews) and supplementary information. The data were interpreted using Creswell's spiral analysis model, supported by NVivo 12 software. The successful realization of the RTRW policy for a civilized and sustainable city is evidenced by implementer compliance, the minimization of sectoral ego, and the effective accommodation of spatial planning interests. This success is manifested in several areas: the sustainable economic aspect is demonstrated by the integration of economic zones that stimulated an 8.66% increase in Locally-Generated Revenue (PAD) without compromising the provision of public open spaces and RTH. Similarly, regarding law enforcement and violation resolution, decisive actions have been taken, such as regulatory measures to phase out oil palm plantation areas and restrict coal mining business licenses (IUP) starting in 2026.

Keywords: : civilization city; land use control; regional spatial planning; spatial planning forum



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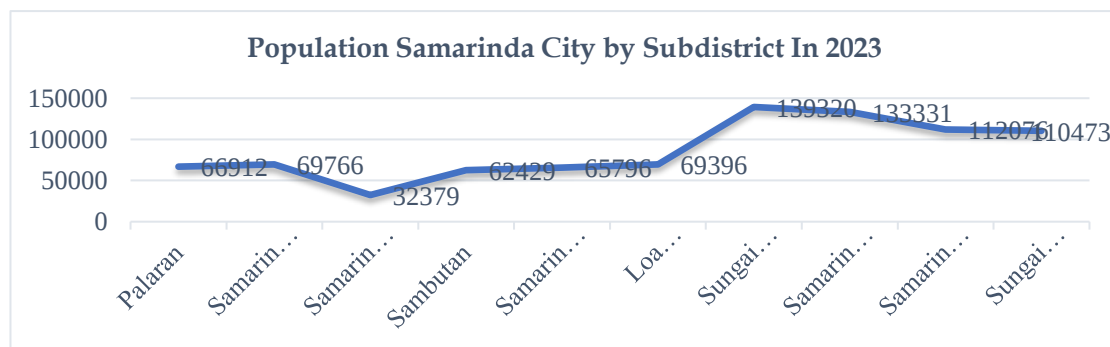
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Introduction

The Urban Development Paradigm is closely related to the scientific field of Development Administration and is included in the second aspect of public policy. Furthermore, the public policy aspect according to (Nuh & S., 2017) divided into Procedural Aspects, namely Formulation and Substantive Aspects, namely delving deeper into the main points of policy such as understanding the dynamics of Development in observing the actors formulating policies, implementation and evaluation of urban development policies. Urban development within the implementation of public policy must be capable of meeting sustainable public interests and affairs (Muharsono, 2023), The implementation of public policy enables relevant government agencies to address public interests arising from

fundamental policy decisions by interpreting the issues at hand in light of policy outputs formulated in accordance with legislation (Mazmanian dan Shabatier dalam Widodo, 2018). Formulation of The design of an urban development must be has an inclusive and complex social, system but also has unique and natural characteristics in the economy, politics, technology and cultural developments that exist in society (Li et al., 2019). In the realm of policy science, it is also stated that optimizing spatial planning in a city requires inclusive policy planning with a sustainable and appropriate perspective (Khamid et al., 2025).

According to the Acting Head of the Spatial Planning Division of the Samarinda City Public Works and Public Housing (PUPR) Agency, inclusive development requires integrated and equitable policies through the provision of basic needs, infrastructure development, and well-targeted spatial planning. In addition, rapid population growth accompanied by uneven population distribution remains a major challenge for spatial planning and regional development in Samarinda City (see figure 1) (Niaga Asia, 2024).



Source: Managed by researcher from Badan Pusat Statistik (BPS) Kota Samarinda, (2024).

Figure 1. Population Samarinda City by Subdistrict In 2023

In line with the United Nations (UN) forecast with the majority of population movements in developing countries being in urban areas (Haase et al., 2019) and The UN projects that, by 2050, at least 68% of the population will be urbanized, reflecting a shift from rural areas to urban centers (UN DESA, 2018). This is certainly a crucial issue in urban spatial planning, as are the rapidly changing needs of urban planning and the economy. Therefore, the government is implementing the Civilized City Transition concept to create conditions for urban economic growth concentrated in central Indonesia, specifically in Samarinda (Diskominfo Samarinda Kota, 2021). As a city center that is the focal point for driving and igniting the economic chain as stated in Lampiran II Undang-Undang Republik Indonesia Nomor 3 Tahun 2022 Tentang Ibu Kota Negara, (2022:32-33) (Undang-Undang Republik Indonesia Nomor 3 Tahun 2022 Tentang Ibu Kota Negara, 2022) related to the Globally Connected or IKN Superhub Economic design in East Kalimantan Province. One of these is the shift from the industrial sector to trade and services, which presents unique challenges (Pemerintah Kota Samarinda, 2021). For this reason, it is important to review and design policies related to regional economic potential to support sustainable urban development (Stimson, et.all in Azaki & Technology, 2024).

Various disparities persist in the effort to realize a "City of Civilization," notably conflicts of interest in the mining sector, where operations have encroached upon residential and burial areas—coming within as little as 10 meters (Koran Kaltim, 2022). This situation contradicts both the safety standards established by the State Minister for the Environment Regulation No. 4 of 2012—which mandate a minimum buffer of 500 meters between mining sites and residential areas—and the policy direction of the Samarinda City Medium-Term Development Plan (RPJMD), which aims to reduce mining activities in residential zones.

The Ministry of Agrarian Affairs and Spatial Planning identified spatial utilization violations that were inconsistent with the designated functions of the established areas (Pusaran Media, 2021)(Klik Samarinda, 2020). One of the ongoing issues is the existence of the Pertamina Depot located in a densely populated residential area on Jalan Cendana, which is directly adjacent to an elementary school, creating potential safety risks in the event of a major incident such as an explosion (Sapos, 2023). Based on Samarinda City Regional Regulation Number 7 of 2023 concerning the Samarinda City Spatial Plan (RTRW) for 2023–2042, the operational areas for Pertamina are designated in Samarinda Utara, Sungai Pinang, and Sambutan Districts, while oil and gas distribution networks are designated in Palaran and Sambutan Districts, as stipulated in Articles 19 and 51. Based on the initial observations, the Pertamina Depot on Jalan Cendana has obtained approval for relocation to the Palaran area in accordance with the Samarinda City RTRW. In addition, several spatial planning issues remain, including indications of violations in river buffer zones (Media Etam, 2023); urban spatial utilization based on previous regulations that are no longer aligned with current needs, and policy formulation conflicts that have delayed the issuance of the 2023 RTRW (Intuisi, 2023) due to the slow process of revising spatial planning regulations.

Therefore, to address this issue, urban development must be equitable and sustainable, ultimately centering on the lives of the community; a city shapes civilization, with the community serving as a reflection of the urban environment—thus, developing the community fosters civilization (Joga & Indrajoga, 2018). According to Joga & Indrajoga, (2018) Indonesia as the Nusantara city rooted in culture where a city is governed by a group of moral society. The concept of civilization is born from polis or city, which means a city inhabited by civilized citizens. This concept ultimately must provide a comfortable space and ensure equity, prosperity, inclusivity, and diversity.

In urban development, a comfortable and sustainable urban spatial plan is necessary, as also stated by the National Development Planning Agency (Bappenas), cities that have such a concept are smart cities where the government strives to develop capabilities and meet the needs of their citizens in order to achieve the urban development criteria set in the SDGs (PUPR, 2015). This is in line with the idea that has been put forward as the main vision of the regional/city head of Samarinda with the concept of "Samarinda City of Civilization" where this plan is used as a form of preparation so that it does not become a place for the overflow of problems of the National Capital, as according to the Regional Head that the City of Civilization is a city that is insightful and sustainable by minimizing emissions and air pollution (UINSI, 2022).

The City of Civilization vision outlined in the Samarinda City Medium-Term Development Plan (RPJMD) is intended to foster a society that is progressive, cultured, and harmonious, while promoting healthy, intelligent, religious, law-abiding, corruption-free, and economically self-reliant citizens without abandoning Samarinda's identity as a culturally rich River City (Pemerintah Kota Samarinda, 2021). This vision is subsequently implemented through the Regional Spatial Plan (RTRW) Regional Regulation as a guiding framework for sustainable urban development (Pertwi, 2017). Urban development in Samarinda integrates economic growth, environmental sustainability, improved quality of life, inclusivity, and job creation as the foundation of sustainable development. In line with Suryono's socio-ecological concept adopted by Nashihah et al., (2023) spatial planning also emphasizes the capacity to adapt to social and ecological changes, including strengthening disaster mitigation, given that Samarinda is a river city vulnerable to flooding.

Article 1, paragraphs (10), (11), and (17) of Samarinda City Regional Regulation Number 7 of 2023 Concerning the Samarinda City Spatial Plan for 2023–2042, (2023) stipulates that spatial planning encompasses the processes of planning, utilization, and control of space, which are conceptually formulated and subsequently incorporated into the Spatial Plan (RTR) through the regulation of spatial structure, spatial patterns, and land-use provisions. As part of the implementation control of the Regional Spatial Plan (RTRW), the government is required to involve the public throughout all stages of implementation (Sitorus, 2019). Accordingly, the RTRW serves not only as a planning document but also as a guiding framework for spatial utilization in accordance with the designated land-use allocations and established development priorities (Muryono, 2019). From the concerns above, it is clear that there are regulations that need further attention regarding the implementation of RTRW, especially in spatial patterns, namely the allocation of land use or planning and utilization of urban space (Sitorus, 2019). This is directly related to how, who, and the evaluation of the implementation of the Samarinda City RTRW (Nuh & S., 2017) because the implementation of public decisions must be seen as "getting the job done, and doing it" Jones in (Widodo, 2018).

Based on the background described above, this study aims to analyze the implementation of the Samarinda City spatial planning policy in realizing a Center of Civilization and sustainable city. Using the Spatial Planning Forum (FPR), established by the Samarinda City Government, as the primary unit of analysis, this study focuses on policy standards and objectives, resource allocation, standard rules of implementing institutions, inter-institutional synergy, the degree of desired change, and external support for public policy. These analytical dimensions are derived from an integration of the implementation frameworks of Van Meter and Van Horn and Mazmanian and Sabatier to examine the political-structural dynamics and the rigidity of policy implementation. Accordingly, the research question is: How is the Samarinda City spatial planning policy implemented to realize a Center of Civilization and sustainable city?

Literature Review

Policy Implementation of Regional Spatial Planning (RTRW)

As a key instrument for implementing sustainable urban development, Regional Spatial Planning (RTRW) plays a central role in balancing economic development, environmental protection, and land-use management. Previous studies have primarily examined RTRW implementation from specific perspectives, including environmental carrying capacity, the provision of green open spaces, and stakeholder participation. For example, Wahyuni (2013) highlighted inconsistencies between spatial utilisation and environmental carrying capacity in Samarinda, while Kartika Nurani (2022) and Suyeno & Retno Wulan Sekarsari (2018) focused on the challenges of fulfilling green open space requirements. Adianti (2020) further examined stakeholder perspectives using the 5E implementation framework. Although these studies provide valuable insights, they generally emphasise individual dimensions of implementation rather than explaining how multiple institutional, organisational, and contextual factors interact to influence policy implementation. Consequently, the existing literature provides limited understanding of the governance mechanisms through which policy standards, institutional capacity, inter-organisational coordination, resource allocation, and external environmental conditions collectively shape the implementation of RTRW.

Building on these studies, this research adopts an integrated implementation framework by combining complementary policy implementation perspectives to analyse the implementation of the Samarinda City RTRW. Rather than focusing solely on stakeholder participation or environmental outcomes, the study examines the interaction among policy standards and objectives, resource allocation, organisational characteristics, inter-institutional coordination, desired policy change, and external contextual factors. Therefore, the contribution of this study is primarily empirical and theoretical, as it provides a more comprehensive explanation of the governance mechanisms influencing RTRW implementation in Samarinda and extends previous studies that have examined these dimensions separately.

Method

This study employs a qualitative single-case study approach focusing on a specific policy issue within a particular institutional and geographical context (Creswell, 2015). This approach incorporates multiple stakeholder perspectives involved in the processes of policy formulation, implementation, supervision, and evaluation. This study applies the Mix Theory Model of Policy Implementation, which integrates the perspectives of Van Meter and Van Horn with Mazmanian and Sabatier. The model is developed as an analytical framework for spatial planning policy implementation, encompassing policy standards and objectives, resource allocation, standard rules of implementing institutions, inter-institutional synergy, the degree of desired change, and external support for public policy. The application of this theoretical framework is aligned with the research objectives, as it is capable of explaining the research variables and supporting the analysis of the issues under investigation (Syamsuddin et al., 2023). Informant selection was conducted using a purposive sampling technique

involving seven key informants who possessed knowledge and authority related to the implementation of the Samarinda City Regional Spatial Plan (RTRW). The informants were selected based on their institutional involvement in policy formulation, implementation, coordination, supervision, as well as environmental, land administration, and spatial planning aspects. Data collection continued until thematic saturation was achieved, indicated by the point at which interviews no longer generated significant new findings or themes.

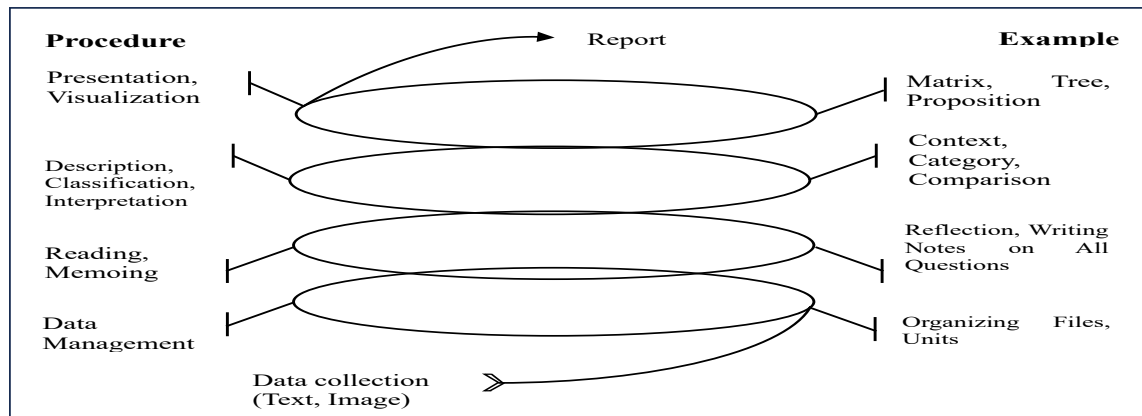
Table 1. Research Participants

Code	Institutional Affiliation	Role in the Study	Selection Criteria	Interview Date
I1	Association of Indonesian Planning Schools (ASPI), East Kalimantan	Member of the Spatial Planning Forum	Representative of the professional planning association involved in spatial planning	25 April 2025
I2	Samarinda City Land Office	Land Analyst and Member of the Spatial Planning Forum	Directly involved in land administration and spatial planning implementation	8 May 2025
I3	Samarinda City Government	Mayor of Samarinda	Regional head responsible for RTRW implementation	15 May 2025
I4	Indonesian Association of Planners (IAP), East Kalimantan	Vice Chair and Member of the Spatial Planning Forum	Professional planner involved in spatial planning coordination	15 April 2025
I5	Department of Public Works and Spatial Planning (DPUPR), Samarinda	Acting Head of Spatial Planning Division	Responsible for implementing the RTRW	5 May 2025
I6	Environmental Agency of Samarinda	Head of Environmental Agency	Member of the Spatial Planning Forum representing environmental governance	21 May 2025
I7	Samarinda City Regional House of Representatives (DPRD)	Chairperson	Responsible for legislative oversight of RTRW implementation	4 June 2025

Source Prepared by the author, 2025.

Informants were selected through a purposive sampling technique involving seven key informants from various institutional elements related to the implementation of the Samarinda City Regional Spatial Plan (RTRW). Data collection continued until thematic saturation was achieved, indicated by the absence of significant new information or themes emerging from the data. Research data were collected from April to June 2025 through semi-structured interviews, non-participant observations, document analysis, and audiovisual materials (Creswell, 2015). The validity of the data in this study was tested using triangulation techniques to enhance the credibility of the findings. Triangulation was conducted by comparing information from various sources—such as government bodies, the legislature, land administration officials, environmental agencies, and professional organizations—as well as through interviews, observations, and document analysis to validate the research results (Creswell, 2015). The steps taken are outlined in the following stages:

In this method, the author conducted the coding process individually according to the workflow presented in Figure 2, namely: Data Collection (Interviews, Documentation, and Other Documentary Data); Compiling Data by processing audio recordings into Microsoft Word documents; Assigning Main Theme Codes based on the Research Focus (A–G), Respondent Initials (I1–I7), and Question Codes (1–50). For example, memoing for respondent I1 on the Policy Standards and Objectives focus (A) for Question Number 1 was coded as I1A1 and written on each transcript page. After that, the interview drafts containing the initial codes were compiled into folders. The next stage was Reading and Memoing by marking the interview results according to the assigned codes or memos to establish Subthemes within the Main Themes (based on the transcript sheets in the Microsoft Word files). Subsequently, all data were imported into the NVivo application to undergo a second round of manual coding by clicking Blank Project, creating a database using the research title, and importing the interview transcript files that had already been coded during the initial stage to facilitate the coding process. The codes that had been created were then interpreted by creating Nodes within the Codes menu, followed by creating a New Folder containing the Main Themes and selecting New Node to establish Subthemes. This process involved opening the transcript files, conducting memoing by marking relevant sentences, and grouping them into the corresponding New Node codes. The process was repeated until all data had been analyzed, after which the results were visualized using the Explore menu in NVivo.



Source: Managed by researcher from Creswell, (2015:255).

Figure 2. Model Spiral Analysis Data Creswell

Result and Discussion

A. Implementation of Samarinda City Regional Regulation Number 7 of 2023 in Realizing a Civilization City

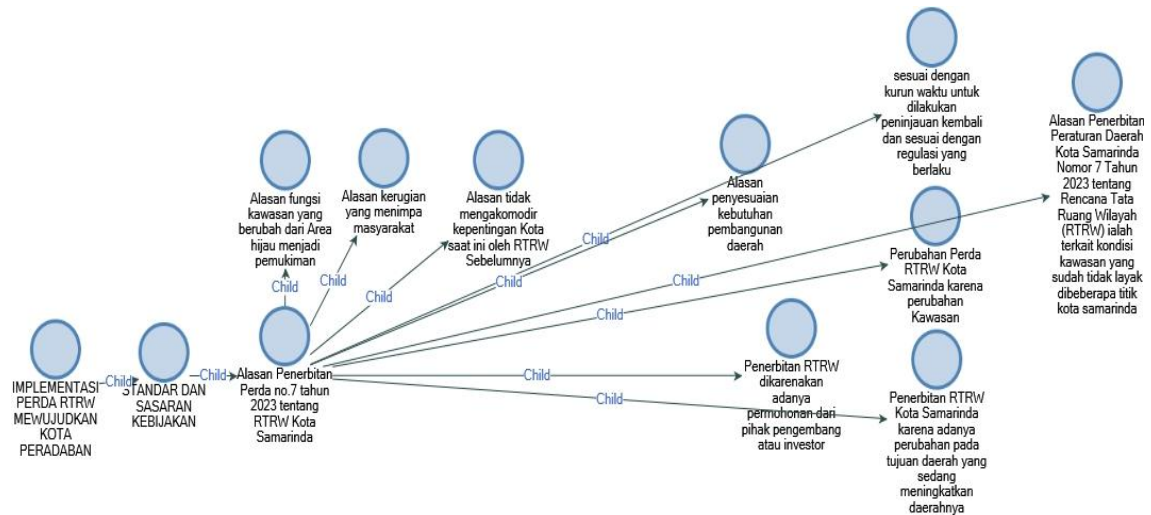
1. Policy Standards and Targets

Policy Standards and Targets relate to the objectives and benchmarks as well as the strategies of policy actors in complying with and synergizing to implement policies and the responsibility of implementers towards policies (Nugroho, 2017) Policy actors play a crucial role in governance by determining the priorities and direction of development policy (Janah et al., 2026). The author's field study provides the answer that the birth of the concept of a civilized city was formulated as an idea realized based on the harmonious integration of programs and policies from various sectors. Fundamentally, the Civilized City Initiative is a healthy city, both physically and mentally, encompassing its government management system and individual behavior within Samarinda City, as well as improving the economic system. The estuary of this strategy is to achieve community welfare and development of Samarinda city planning by fulfilling the basic needs of its people, as the author compiled field interview results in the following Nvivo 12 visualization (Figure 4). The following image shows the results of the interviews, visualized using the NVivo application. Figure 3 illustrates the respondents' answers regarding the reasons for issuing the RTRW (Spatial Plan) policy; generally, these reasons cite the need to adjust area designations due to land-use changes, the failure to accommodate the city's interests, requests from third parties, and the fact that the policy was due for a review given the city's growing needs.

Furthermore, Figure 4 illustrates that interview findings reveal specific targets for the city's future development; according to policy stakeholders, these objectives – beyond serving as a support hub for the new national capital (IKN) – include developing Samarinda into a center for trade, services, and industry, attracting more investors, and ensuring public welfare. Additionally, realizing the regional head's four priority initiatives – such as establishing the

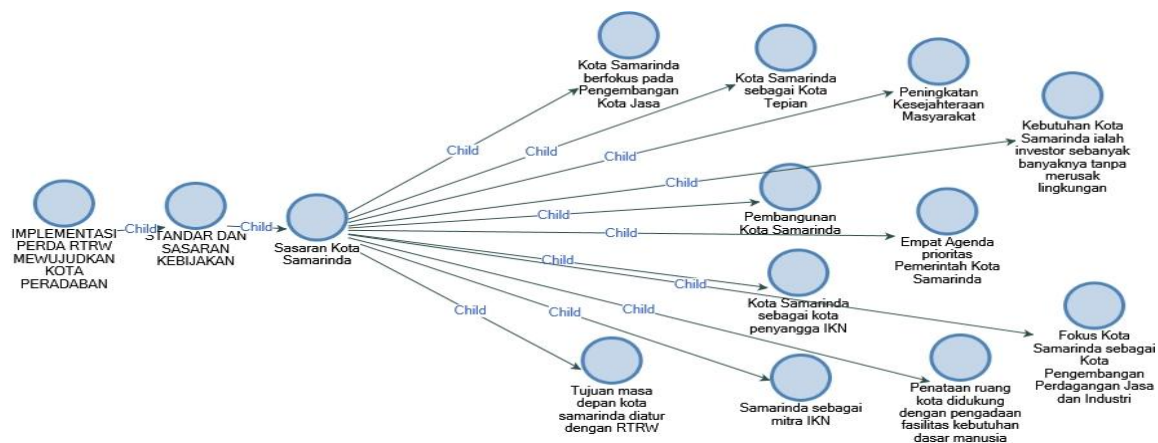
city as a center of civilization and mitigating flooding – has been formally incorporated into the current Spatial Planning (RTRW) policy.

However, throughout the implementation of this policy strategy, various challenges have been encountered, including the lack of firm control measures, changing the mindset of Samarinda residents, and adapting development to static and rigid RTRW policies. From the findings in the field, the elements of this policy's success will be seen if there is active Practitioners, OPDs, and the community. Improving Licensing Compliance in OSS through the KLHS mechanism, RDTR, P4T Variables, Forum Reviews, and other variables.



Source: Managed coding by researcher apply with NVIVO 12 application, 2025.

Figure 3. Reason For Publication RTRW Samarinda City



Source: Managed coding by researcher apply with NVIVO 12 application, 2025.

Figure 4. Samarinda City's Targets

The implementation of the Regional Spatial Plan (RTRW) policy faces challenges because existing regulations often fail to accommodate the dynamic conditions encountered in practice. Therefore, policy standards and objectives should be supported by comprehensive planning, adaptive implementation through the Spatial Planning Forum (FPR), and the active involvement of all stakeholders to ensure regulatory compliance, strengthen participation, and enhance synergy in spatial planning governance. This aligns with the view of expert Nugroho,

who posits that state decisions – known as public policy – should serve as a strategy to realize societal development across present, transitional, and future contexts (Nugroho, 2017). The failure to adequately accommodate spatial planning interests and the delay in the enactment of the Regional Spatial Plan (RTRW) Regulation provided the basis for reviewing Samarinda City Regional Regulation Number 7 of 2023, which replaced Regional Regulation Number 2 of 2014, in accordance with Nugroho's theoretical perspective. This review was undertaken to align the policy with the city's evolving development needs, accommodate the interests of the public and third parties, reorganize areas that no longer serve their intended functions, and fulfill the statutory requirement to review the RTRW every five years.

As a solution to the problem of controlling the use of space, good policy certainly lies in the balance between the objects and subjects of development. Nuh & S. said provides an understanding that urban development must focus on strategic issues such as the community economy, the availability of basic services, technology, and the environment. He believes that development emphasizes not only the object but also the implementing actors as the subjects of urban development (Nuh & S., 2017). The concept of Health in a Civilized City reflects the implementation of sustainable green city development as outlined in the Vision Pertiwi related to sustainable development is the result of a combination of increasing the level of a healthy and ecological economy, increasing community welfare, opening up job opportunities and a friendly and sustainable environment (Pertiwi, 2017).

The Civilized City concept is oriented toward improving the quality of life by emphasizing not only infrastructure development but also the cultivation of an orderly, healthy, and law-abiding society. Consistent with the principles of sustainable and smart cities, its implementation within the Samarinda Regional Spatial Plan (RTRW) focuses on optimizing public spaces and developing designated development areas, including the trade, service, and industrial sectors, based on sustainability principles and environmental considerations (KKBI, 2016; PUPR, 2015).

The Samarinda Regional Spatial Plan (RTRW) policy was formulated in line with the city's vision of establishing Samarinda as a Centre of Civilization through the development of the trade, service, and industrial sectors while promoting environmental quality and sustainable development, as stipulated in Samarinda City Regional Regulation Number 7 of 2023. As the primary framework for spatial planning, the policy is integrated with national regulations and supported by key planning instruments, including the Detailed Spatial Plan (RDTR), Detailed Engineering Design (DED), P4T, the Spatial Pattern Plan, and the Strategic Environmental Assessment (KLHS), thereby providing a stronger legal and technical foundation for spatial planning implementation and permitting. This finding contrasts with the study by Darmawati et al., (2015) in Palopo City, which reported inconsistencies in RTRW implementation due to the absence of an RDTR, whereas Samarinda has established an RDTR as a fundamental instrument supporting the implementation of its spatial planning policy.

2. Resource Allocation

Resource Allocation, This allocation refers to how the implementer is able to utilize resources such as human resources, namely who is involved; related to time resources, and other supporting resources (Nugroho, 2017). Based on the results of this study, the Implementation of the Samarinda City Spatial Plan (RTRW) requires the allocation of human resources, budget, natural resources, and other resources managed in program indicators related to the determination of activities, time, place and budget, which are then carried out in the development activity mechanism by each OPD based on the Program Indications in the RTRW which are usually budgeted through the Regional Government APBD and Technical Assistance (Bantek), APBN, Private and specifically for the RTRW policy formulation budget which comes from the PUPR Service budget. The program indications in question serve as a blueprint for the government to subsequently implement in accordance with the plan; the following are several items comprising these program indications.

Table 2. Selected Program Indications for the Samarinda City Spatial Plan

NO.	CORE PROGRAM	LOCATI ON	FUNDING SOURCES	IMPLEMENTIN G AGENCY
REALIZATION OF THE SPATIAL STRUCTURE OF SAMARINDA CITY				
1.	Implementation of the Service Center System			
	a. Realization of the Rawa Makmur PPK			
	1) Preparation and enactment of the Mayoral Regulation on the Detailed Spatial Plan (RDTR) for Palaran	Palaran District	State Budget (APBN), Regional Budget (APBD) Provincial Budget, City Budget	Kementerian ATR/BPN, Dinas PUPR Kota Samarinda, Dinas Lingkungan Hidup
2.	Realization of the Transportation Network System			
	a. Realization of the Road Network System			
	1) Realization of Public Roads Formulation of Road Network Development Plans, Policies, and Strategies, and Technical Planning for Road Provision	Samarinda City	State Budget (APBN), Regional Budget (APBD) Provincial Budget, City Budget	Dinas PUPERA, Dinas PUPR
REALIZATION OF THE SPATIAL PATTERN OF SAMARINDA CITY				
3.	Establishment of Protected Areas			
	a. Management of Green Open Spaces (RTH)	10 Districts	Regional Budget (APBD)	DLH
	Trade and Services Area			

4.	a. Development of service trade areas	10 Districts	Provincial Budget (APBD), City Budget (APBD), Private Sector	Dinas PUPR, Dinas Perdagangan
	b. Development of trade, service, and tourism facilities – such as hotels, restaurants, and the like – as well as the development of marketing centers for small-scale and home-based industry products, and the provision of public utilities and social facilities (PSU)	10 Districts	City Budget (APBD), Private Sector	Dinas Pariwisata, Dinas Perindustrian, Perdagangan, Pertambangan dan Energi, Dinas Koperasi dan UMKM

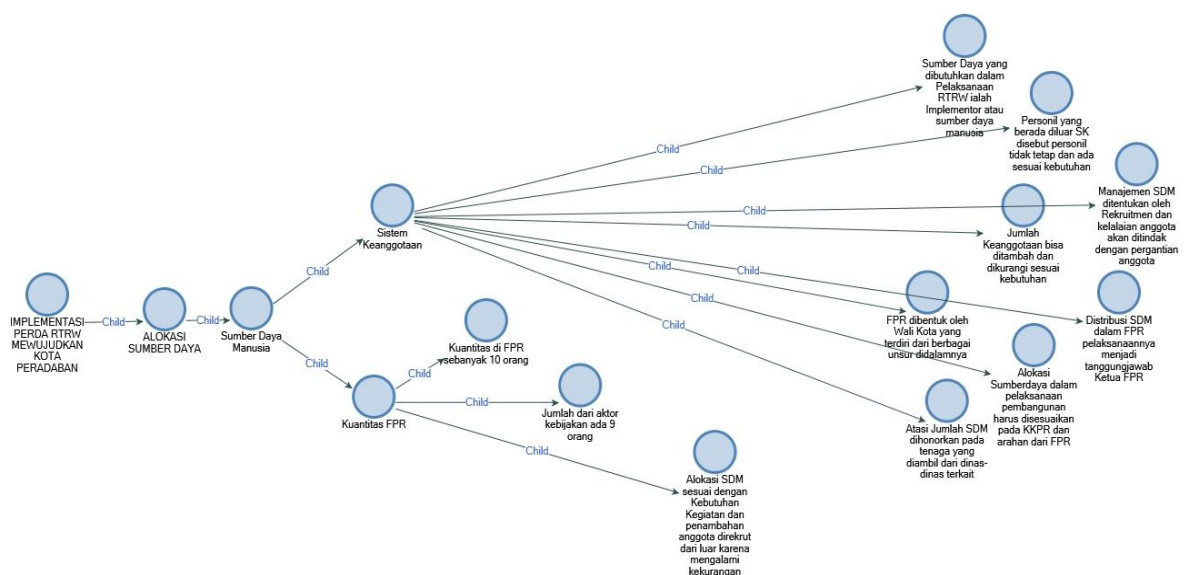
Source Prepared by the author based on Appendix XI. (Samarinda City Regional Regulation Number 7 of 2023 Concerning the Samarinda City Spatial Plan for 2023–2042, 2023).

From the perspective of human resources, the Spatial Planning Forum (FPR) serves as a decision-making body comprising ten representatives from government institutions, academia, professional practitioners, and the community. Although each member represents a different institution with distinct roles and responsibilities, they share a common objective of supporting spatial planning in Samarinda City through functions related to spatial control, decision-making, and the provision of recommendations on spatial utilization. However, this study found that the FPR continues to face limitations in human resource capacity, requiring support from stakeholders outside the forum to effectively perform its functions. In addition, sectoral ego among Regional Apparatus Organizations (OPD) frequently hinders decision-making and program implementation, particularly when previously agreed decisions are found to be inconsistent with field conditions or environmental assessment requirements. This situation creates a dilemma for the responsible OPDs, which are expected to implement development programs promptly while remaining compliant with environmental and spatial planning regulations (See figure 5).

To ensure the availability of natural resources, the government has strengthened land-use control, particularly in protected areas, through the implementation of the mine-free city policy in 2026, the expansion of green areas, and the adoption of the One Map Indonesia system as the basis for controlling and issuing new mining permits. To support policy

implementation, implementing actors play a crucial Resource management, both in terms of authority and quantity, is crucial and must be integrated with applicable principles. Likewise, the concept of human resource allocation in policy implementation has implemented a system of cross-agency collaboration and this interest fulfills the concept of development involvement not limited to the government alone but also involving non-governmental organizations (NGOs) that are regulated collaboratively (Nuh & S., 2017)(Nuh & S., 2017). The implementation of this policy is driven by the role of the FPR, which includes providing recommendations and providing a space for deliberation and decision-making, including crucial decisions related to permits that have an impact and controlling utilize space unspecified in the RTRW Regulation. In line with the views of Hastira good development is demonstrated by the involvement of various actors and socio-spatial principles (Hastira et al., 2022).

The sectoral ego that occurs can be avoided if the performance focuses on harmonious work functions and membership should be permanent so that it can continue to synergize and be competent in its duties. From the perspective of Mazmanian and Sabatier's in (Nugroho, 2017), and Hameed et al., (2021) Membership is often a disturbing issue, so it is important that governance reforms are carried out, especially structurally. In order to be in line with efforts to realize Sustainable Development Goals (SDGs) in Samarinda City, a synergistic, accountable, and inclusive Forum structure is required.



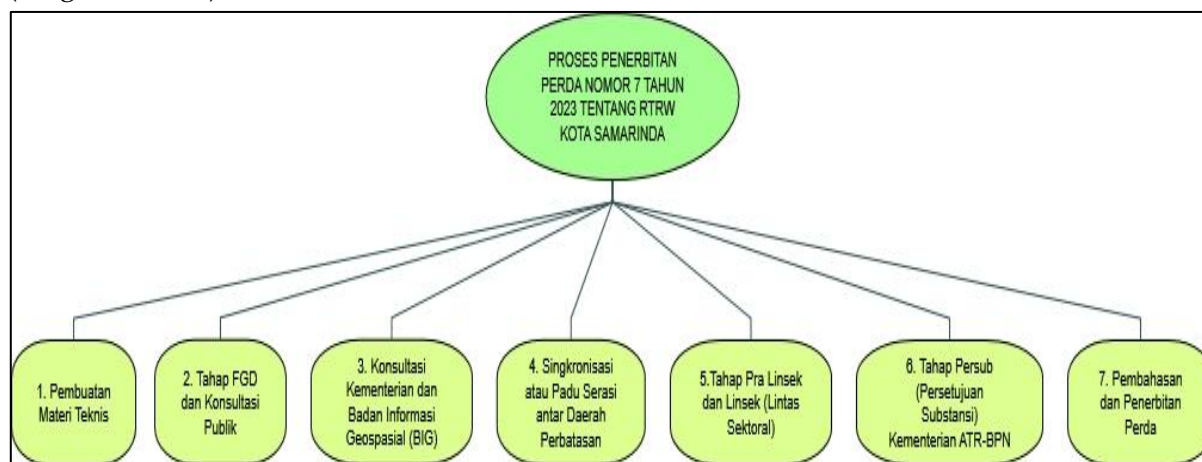
Source: Managed coding by researcher apply with NVIVO 12 application, 2025.

Figure 5. Human Resources

Despite these challenges, the Samarinda City Spatial Planning Forum (FPR) has carried out its spatial utilization control functions more effectively than its predecessor by adhering to existing spatial planning regulations. In addition, the transition toward a trade-based city has been viewed as a strategic solution to address mining-related issues, considering that the trade sector has contributed significantly to job creation over the past decade, as stated in the Samarinda City RPJMD 2021–2026 (Pemerintah Kota Samarinda, 2021). The concept of the Samarinda City RTRW has so far fulfilled the perspective Dalimoenthe, (2022) and perspective Prasetyia & P., (2021) This is demonstrated by the existence of sustainable environmental protection by limiting coal mining permits and controlling community dynamics which still adhere to the concept of sustainable environmental development by prioritizing community interests.

3. Standard Operating Procedures of Implementing Agencies

According to Nugroho (2017), policy implementation must be carried out in accordance with the applicable legal framework and the authority of the implementing institutions. In the case of the Samarinda City RTRW, the Spatial Planning Forum (FPR) carries out its duties based on Samarinda Mayor Decree Number 764-05/111/HK-KS/II/2023, as well as other supporting regulations, including ministerial regulations and the PKKPR. The formulation of this policy also follows a series of mandatory stages established in the applicable regulations (Nugroho, 2017).



Source: Managed coding by researcher apply with NVIVO 12 application

Figure 6. Mind Map Visualization of the Formulation and Review Process for the Samarinda City Spatial Plan (RTRW) Regional Regulation

Implementation is attempted with various steps put forward by Mazmanian and Sabatier in (Nugroho, 2017), Policy implementation is influenced by the clarity of implementing regulations that serve as guidelines for implementing agencies in exercising their authority. In the implementation of the Samarinda City RTRW policy, the Spatial Planning Forum (FPR) plays a key role as the main actor in decision-making, spatial utilization control, and the provision of recommendations and sanctions for spatial planning violations. The

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(Novita et al., 2026). Institutional synergy in the implementation of the RTRW has been established through cross-sectoral and inter-agency coordination, with each decision based on data and the respective authorities of each institution. All assessments and reviews are discussed through the Spatial Planning Forum (FPR), while implementation and supervision are carried out by each Regional Apparatus Organization (OPD) to optimize resource utilization. Although challenges remain, including delays in evaluation processes and membership dynamics caused by differences in backgrounds and institutional restructuring, these issues will be addressed through PUPR Agency innovations in the form of periodic assessments of program realization and monitoring activities.

5. Desired Degree of Change

Measuring how far the desired changes are and how much change has been made in the implementation of the Regional Spatial Planning policy (Nugroho, 2017). Policy Samarinda City Regional Regulation Number 7 of 2023 Concerning the Samarinda City Spatial Plan for 2023–2042, (2023) As a conceptual framework for controlling the use of urban space, this policy has designed reforms for the development of sustainable urban space planning and the improvement of civilized human welfare by promoting the Development of Regional Trade, Services and Industrial Sectors as a result of the Civilized City concept to become the estuary of desired change. Based on the findings obtained by the author, this level of change aligns public interests with city design, and there is also an increase in Regional Original Income (PAD) of 8,66% in 2025, This is also confirmed by the 2023 Samarinda City Economic Indicators, which show that Locally-Generated Revenue (PAD) increased from 2021 through 2022, reaching IDR 857.84 billion in 2023, with over 70% derived from local levies and taxes (Badan Pusat Statistik Kota Samarinda, 2024). Based on the concept of sustainable city development, Regional Regulation Number 7 of 2023 regulates adjustments to spatial functions and land provision to optimize public spaces and green open spaces (RTH). However, spatial utilization violations in Samarinda City remain prevalent, with several cases occurring even before the regulation was enacted (see Table 3).

Table 3. Indication of Violation

No.	Description	Status
1.	Boundary Violation a. Teluk Lerong Gas Station b. Phase II Housing Development Violates Lake Boundary	Resolved Indicated
2.	Rejection of Permits a. Following the issuance of Regional Regulation No. 7 of 2023, four applications for non-compliant permits were rejected; b. Applications for Palm Oil Permits; c. Applications for Swamp Area Permits.	Resolved
3.	Warehouse Violations on Suryanata Street and Teuku Umar Street	Indicated

4.	Pertamina Cendana Street	Indicated
5.	Shipyard and Riverside Industry Company	Indicated
6.	Violations by Housing Near Jalan M.said	Sealed
7.	Changes in the Function of the Trade and Warehousing Area a. Warehousing in the Suryanata Garbage Mountain area does not have approval; b. Warehouses in Suryanata were established with the permission of the previous leadership and have not yet been approved; c. Regulation of the demolition of warehouses on Jalan Teuku Umar; d. Suryanata Bread Factory.	Indicated
8.	Mercure Hotel Case	Resolved Compensation
9.	Development in Sloping Areas a. Foundation development in areas with high slopes and high landslide risk; b. Residential buildings in areas with slopes outside residential areas and are planned for demolition.	Indicated
10.	Violations before Regional Regulation RTRW Number 7 of 2023 a. There are two permits based on Regional Regulation RTRW 2014 that are subject to sanctions; b. Construction that existed before Regional Regulation No. 7 of 2023 regarding RTRW cannot be considered a violation; c. Violations in residential areas that have been converted into livestock businesses and are subject to administrative sanctions; d. Data on violations before Regional Regulation RTRW No. 7 of 2023 is not available at the current Department of Public Works and Spatial Planning. e. Based on Regional Regulation RTRW No. 7 of 2023, permit applications that do not comply will be rejected.	Indicated
11.	Amusement Park Violations	Sealed
12.	Mini Soccer Vorvo Case	Sealed
13.	Conversion of Green Open Space Land into Housing	Indicated

Source: Managed by researcher from interview results, 2025

Based on the interviews conducted and the conclusions drawn in the table above, there remain 13 items involving issues that still require attention. These include the "Indicated" status code – signifying activities suspected of involving violations – and the "Resolved" status code – meaning the activity or violation has been addressed – as well as the " Sealed " status,

which indicates that the violation has been dealt with through the imposition of sanctions. For example, in case number 8, the Mercure Hotel case, where a violation was found using state land boundaries, which was then dealt with with sanctions to pay compensation to the regional treasury. Similarly, the Teluk Lerong gas station case was also resolved with demolition because it violated river boundaries and entered the green open space area. However, in contrast to the cases that are still indicated to violate the use of the area that is still ongoing to this day, namely the case of the Warehouse and Pertamina Cendana. This warehousing case was indicated before the issuance of the latest RTRW regulations in 2023, so this is one of the reasons for the reorganization of urban space because it is considered no longer suitable for use because it is located in the city center. Similarly, what happened in the case of the Pertamina Cendana Depot, which was also established before the RTRW policy no. 7 of 2023, the relocation of this Pertamina Depot has been proposed because it was deemed no longer suitable to be located in the middle of a residential area.

Conceptually, the formulation of the Regional Spatial Plan (RTRW) Policy No. 7 of 2023 has successfully accommodated the zoning of economic and industrial areas in Samarinda City. However, in terms of practical implementation, the expected level of change has not yet been achieved. This is evidenced by weak control functions and the stalled resolution of spatial planning violations; for instance, the case of the Pertamina Depot on Jalan Cendana remains unresolved, with its status effectively supported by Regional Regulation No. 7 of 2023 concerning the Regional Spatial Plan. When analyzed against zoning regulations for Trade and Service Areas, fuel refinery or depot activities do not fall under the category of small-scale trade industries; rather, they are classified as industries with the potential to cause pollution and environmental disturbances. Specifically, the explanatory notes to Samarinda City Regional Regulation Number 7 of 2023 Concerning the Samarinda City Spatial Plan for 2023–2042, (2023) Article 51, paragraph (1), letter a—state that industrial areas, whether small- or large-scale, are to be located in Palaran District. Therefore, the Pertamina Depot, as a large-scale industrial facility, should be relocated to the Industrial Area in Palaran District in accordance with its designated land use under the Samarinda City RTRW. The necessary course of action goes beyond the mere exchange of warning letters, given the significant risks posed by this industry when located in close proximity to residential areas. This implies that the role of the Spatial Planning Forum (FPR) could be optimized, particularly in addressing violations that existed prior to the enactment of Regional Regulation No. 7 of 2023; in other words, the successful implementation of these regulations hinges heavily on policymakers executing their duties and authority independently, free from any external intervention.

6. External Support for Public Policy

External Support for Public Policy, This is related to the existence of social, economic, political and technological developments or dynamics that support or suppress policies, including legislative support (Nugroho, 2017). Support for the implementation of the Regional Spatial Plan Regulation (Number 7 of 2023) comes from the implementing elements of the

Spatial Planning Forum (FPR) as well as external parties collaborating on execution and oversight. This includes political support from the legislature – manifested both formally and through fluctuating oversight activities. Upon analysis, however, this dynamic can lead to real-world consequences, such as unavoidable political interests. Economically, the policy garners support from developers and third parties – particularly regarding investment and taxation – which influences market competitiveness and offers spatial projections of areas with economic growth potential. Yet, this also raises the risk of illegal land-use conversion should the spatial control instruments within the Regional Spatial Plan lack sufficient enforcement rigor. Furthermore, technological aspects capable of streamlining the permitting process can be utilized effectively and objectively. Such technology can limit the scope for negotiation, thereby minimizing non-technical interference in spatial conformity approvals (KKPR) and ensuring that standard enforcement remains strict and rigid for policy actors. Finally, public involvement – specifically the voicing of aspirations – greatly assists the FPR in identifying areas where violations are suspected; however, this process requires professional management. Poorly organized public participation risks obscuring the FPR's oversight function regarding the community.

Although it is said to be late, the presence of Regional Spatial Planning Regulation Number 7 of 2023 is a new opportunity for the improvement of Samarinda City. This is explained in Article 109 of Samarinda City Regional Regulation Number 2 of 2014 concerning the Samarinda City Spatial Planning Plan for 2014-2034 that a review can be carried out every five years with the changing conditions of urban spatial planning needs, urban space utilization strategies and internal dynamics. However, Samarinda City Regional Regulation Number 2 of 2014 concerning the Samarinda City Spatial Planning Plan for 2014-2034 has not been revised for years, resulting in a major impact, namely the non-accommodation of the needs for urban spatial planning development and community welfare and the non-detection of the needs of the Regional function in the urban spatial pattern which has an impact on hampering economic circulation.

B. Inhibiting Factors Implementation of Samarinda City Regional Regulation Number 7 of 2023 in Realizing a Civilization City

The challenges faced include suboptimal coordination and communication among implementing agencies; sectoral ego among Regional Apparatus Organizations (OPD) and developers; low public compliance with and awareness of regulations; limited government capacity for public outreach; the need for policy adjustments; and budgeting systems that are not yet integrated with spatial planning. These conditions indicate that implementation obstacles stem not only from external factors but also from weak bureaucratic coordination – driven by sectoral ego – and budgeting systems disconnected from spatial planning. Consequently, communication and outreach to stakeholders have been suboptimal, necessitating strengthened oversight of spatial utilization by the Spatial Planning Forum (FPR) to improve compliance and reduce violations affecting green open spaces, drainage systems, and flood control. Therefore, implementing agencies must strengthen coordination through

the Spatial Planning Forum (FPR), supported by more effective spatial planning audits to prevent violations regarding spatial utilization. These efforts must be accompanied by the integration of budgeting, enhanced public participation and communication, firm law enforcement, and the implementation of incentive and disincentive mechanisms to foster compliance with spatial planning policies.

Conclusion

This study examined the implementation of Samarinda City Regional Regulation Number 7 of 2023 concerning the Regional Spatial Plan (RTRW) through an integrated policy implementation framework that combines the perspectives of Van Meter and Van Horn with those of Mazmanian and Sabatier. The findings demonstrate that the regulation has strengthened the institutional foundation of spatial planning by establishing clearer policy standards, enhancing inter-agency coordination through the Spatial Planning Forum (FPR), and aligning regional development with Samarinda's vision of becoming a Centre of Civilization. Furthermore, the policy has facilitated the integration of environmental sustainability, economic development, and urban governance into the spatial planning process. Despite these achievements, its implementation continues to encounter significant challenges, including sectoral fragmentation, inadequate monitoring of spatial land use, limited institutional coordination, low levels of public compliance, and unresolved land-use violations that predated the current RTRW. These findings suggest that effective implementation of spatial planning policies is shaped by the interaction of policy standards, organizational capacity, resource availability, inter-agency coordination, policy objectives, and external contextual factors. Accordingly, an integrated implementation framework offers a more comprehensive explanation of policy implementation than reliance on a single theoretical model.

This study is subject to several limitations. First, the analysis primarily reflects the perspectives of institutional actors directly involved in implementing the RTRW, thereby limiting the representation of community and private-sector viewpoints. Second, the research was conducted during the early phase of policy implementation, preventing an assessment of its long-term outcomes and broader policy impacts. Consequently, the findings should be interpreted as an evaluation of the implementation process rather than as definitive evidence of policy effectiveness. Future research should incorporate a broader range of stakeholders, including local communities, private-sector actors, and civil society organizations, to develop a more comprehensive understanding of policy implementation. Longitudinal research is also recommended to examine the long-term impacts of the RTRW on spatial compliance, environmental sustainability, and urban development. Moreover, integrating qualitative evidence with quantitative indicators—such as land-use change, permit compliance, environmental quality, and spatial governance performance—would provide a more robust basis for evaluating the effectiveness of regional spatial planning policies.

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