

A COMPARATIVE STUDY OF SLUM AREA MANAGEMENT IN SOUTH KOREA, COLOMBIA, INDIA, AND INDONESIA

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Abstract

The prevalence of slums remains a pressing global issue, with more than 1.1 billion people currently living in such conditions. This situation reflects persistent inequalities in access to adequate housing and basic services. To address this challenge, cross-country learning is essential to identify and adapt best practices for sustainable slum upgrading. This study employed qualitative methods to examine slum upgrading initiatives in South Korea, Colombia, India, and Indonesia. Data were collected through document analysis, literature review, and case study approaches. The findings indicate that the success of slum upgrading is determined not only by physical improvements but also by the quality of multi-stakeholder collaboration, community leadership, and consistent policy implementation. The cases of South Korea and Colombia highlight the importance of social mobilization and inclusive planning, whereas the cases of India and Indonesia underscore ongoing challenges related to coordination and funding constraints. This study underscores the need to strengthen local government capacity, enhance community participation, and develop multi-source financing schemes as key prerequisites for inclusive, empowered, and sustainable slum transformation. The cross-country insights presented here provide valuable policy lessons that can be adapted to improve slum upgrading practices in Indonesia.

Keywords: Slum Upgrading, Collaborative Governance, Cross-Country Comparison

INTRODUCTION

The phenomenon of slums is one of the most complex urban issues in both developing and developed countries. Population growth, massive urbanization, and limited spatial planning have led to the emergence of densely populated settlements with minimal infrastructure.(UN-Habitat, 2020)More than one billion people live in slums, with limited infrastructure and basic services, and high levels of social vulnerability. Globally, approximately 1.1 billion people lived in slums or similar conditions in 2022, an increase of 130 million since 2015, although the share of slums as a proportion of the total urban population has decreased slightly from 25% in 2015 to 24.8% in 2022. Of these, more than 85% of slum population lives in East & Southeast Asia (362 million), Central & South Asia (334 million), and Sub-Saharan Africa (265 million).

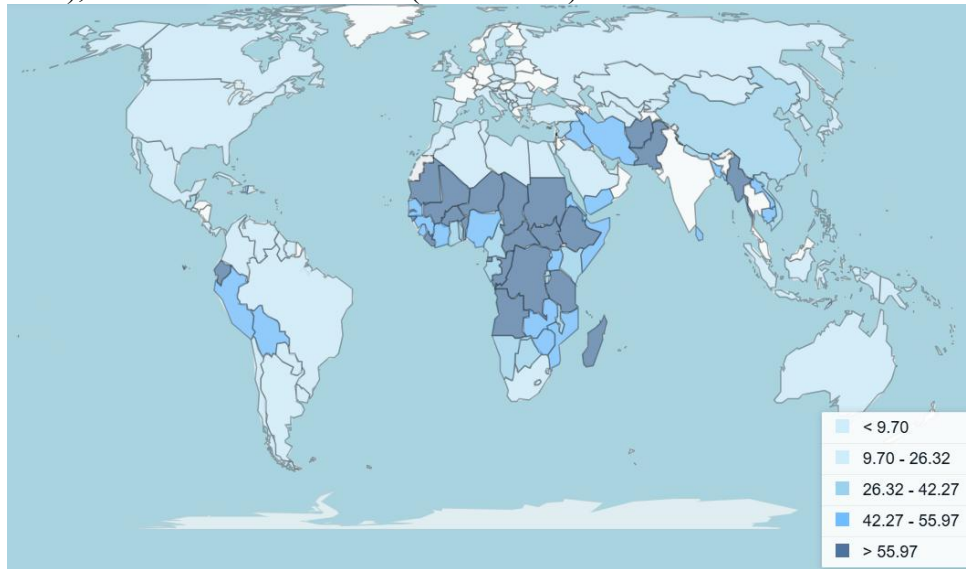


Figure 1.
Population living in slums (% of urban population), 2022

Source: World Bank, 2025

Figure 1 shows a clear contrast between countries in Sub-Saharan Africa and parts of South Asia, which have the highest percentages, and countries in Europe, North America, and East Asia, which have very low levels. This pattern underscores that slum vulnerability is closely linked to rapid urban growth, economic inequality, and urban governance capacity. South Korea is among the countries with a very low slum prevalence, demonstrating the long-term success of housing regeneration programs, universal provision of basic services, and social mobilization. Colombia, although at a medium level nationally, offers an example of successful urban transformation through the case of Medellín, where collaborative governance combined the development of public transportation infrastructure, inclusive public spaces, and social services to transform slums into centers of productivity. India, on the other hand, still shows a high percentage, consistent with large-scale relocation practices that often lack citizen participation and are not integrated with livelihood needs, resulting in less sustainable outcomes. Indonesia occupies a medium position with a trend of decreasing slum area through the Kotaku program, but its effectiveness is largely determined by

coordination between levels of government, sustainable funding, and strengthening community institutions.

Extensive research has been conducted on slum settlement planning, at the local, national, and global levels. Previous studies have employed a variety of approaches, including policy analysis and program effectiveness evaluations, community participation studies, and sustainability and social justice-based approaches. (Surjadi et al., 2022), for example, attempts to describe collaborative governance practices in cultural heritage areas using a pentahelix approach, while (Noor et al., 2023) highlighting aspects of deliberation and participatory justice in slum settlement management on the banks of the Banjarmasin River. However, both focus more on the process and practice of collaboration without going further into the formulation of an applicable conceptual model. Another study by (Al-Sindi et al., 2023; Endah et al., 2021) emphasizes the evaluation of slum management policies and their integration with the principles of the Sustainable Development Goals (SDGs). Meanwhile, (Andi Lestari, 2021) examined the challenges of implementing the KOTAKU Program in Bandung using a collaborative approach, but has not yet led to the development of a collaborative governance model framework that can be replicated or adopted more widely. Several international studies, such as by (Appiah-Kubi, 2020; Borsuk, 2023; Escalona & Oh, 2022), while providing a rich perspective on the social dynamics and governance of slum settlements, still faces limitations in terms of contextual relevance for application within local policy frameworks in Indonesia, particularly in non-metropolitan areas. Based on this, this study aims to address this gap with the aim of comparing cross-country practices and drawing better policy lessons including for Indonesia.

RESEARCH METHOD

This research uses a qualitative approach and is analyzed through the process of data collection, data condensation, data display, and drawing conclusions. (Miles et al., 2014) The unit of analysis is slum upgrading policies and practices in India, South Korea, Colombia, and Indonesia. Data were collected through literature studies, policy document analysis, and international reports (UN-Habitat, World Bank).

RESULTS AND DISCUSSION

Slum Development in South Korea

The slum settlements in Busan, South Korea, emerged as a result of rapid urbanization, particularly during and after the Korean War. Busan, South Korea (see Figure 2), is located in the southeastern region of the peninsula and is the second largest metropolitan city after Seoul. Busan's development began in the 1950s, during the Korean War (1950–1953), when the city received a large influx of migrants from various regions of the peninsula, and continued in the 1960s with the rapid development of the manufacturing industry. (Joo, 2019) Today, Busan is known as one of the world's major port cities. However, the city faces challenges such as deindustrialization, rapid population decline, and an aging population, which have left many areas lagging behind in development. This situation has led to a decline in activity in the once-bustling old city center and its surrounding areas, especially the slums in the hilly areas that developed in the 1970s and 1980s. (Choi & McNeely, 2018; Hong & Lee, 2015; Joo, 2019).

These conditions have prompted city governments to create urban regeneration projects to support these areas. Since 2010, the government has implemented various projects such as the “Hillside Village Renaissance Project,” the “Happy Village Project,” and the “Urban Revitalization Project.” These projects emphasize strategic planning, collaboration between the central and regional governments, and the revitalization of areas left behind by deindustrialization and population decline. This approach is integrative, focusing on sustainable development based on culture and community, and enhancing urban attractiveness, ultimately driving local economic revival, including through cultural tourism. Furthermore, in 2013, the national government enacted a Special Law on the Promotion and Support of Urban Regeneration, which supports local governments through assistance from national-level institutions in developing their strategic regeneration plans.



Figure 2.

Gamcheon Culture Village in the Busan metropolitan area

Source: Adopted from(Escalona & Oh, 2022)

In 2009, with the support of the South Korean Ministry of Culture, Sports, and Tourism, a regeneration project titled Dreaming of Machu Picchu in Busan began. It involved local communities, artists, and art students renovating residential homes through vibrant paint jobs, murals, and public art installations. Many vacant buildings were transformed into art galleries, mini-museums, or cafes—creating an artistic atmosphere while strengthening the local culture-based economy. This transformation made the village a major tourist destination in Busan, attracting millions of visitors annually. In addition to visual highlights like fish murals, a statue of the Little Prince and the Fox, and vibrant paintings based on local themes, the local government also encouraged community collaboration through the establishment of a Residents' Council, which facilitated citizen involvement in maintenance, economic empowerment, and environmental cleanup activities (SAHAGU Governing).

Slum Development in Colombia

Elsewhere in the world, an area undergoing urban transformation is Comuna 13 (see figure 3), also known as 'barrio San Javier', one of the 16 districts of Medellín. Initially, this impoverished area was home to only about 1,500 families, but by the 1980s it had developed into one of the largest slums in Latin America. During the same period, until the early 2000s,

the area became home to drug cartels and guerrilla groups, until military operations were launched there. (Humphrey & Valverde, 2017) This area is a reflection of informal urbanization, dense housing, and a lack of supporting infrastructure. The history of urban regeneration in this area began in 2004 with the launch of the *Proyectos Urbanos Integrales (PUI)* or *Integrated Urban Projects for Comuna 13*. The PUI is a planning tool used to realize the concept of social urbanism; this instrument focuses on informal areas and aims to address their specific needs through socio-economic strategies and environmental interventions (such as transportation, landscaping, housing, etc.) (Humphrey & Valverde, 2017) In the implementation of PUI, citizen participation is realized through participatory planning and participatory budgeting. (Maclean, 2015), which allows communities to play a more significant role. The primary goal of this intervention is to create a sense of community ownership of public spaces and reduce the dominance of violent groups by restoring social trust. This revitalization serves as a catalyst for deeper social change, connecting poor communities into the city's broader economic and social networks.



Figure 3.
Comuna 13 in the metropolitan area of Medellin, Colombia
Source: Adopted from (Escalona & Oh, 2022)

The Colombian government's intervention was then followed by citizen initiatives to beautify public spaces through art, specifically mural art (graffiti), which served as a medium to express the complex history and current conditions of the comuna. This graffiti later became a major attraction on various tours, particularly in the Julio and La Independencia neighborhoods. The transformation that occurred not only in Comuna 13, but also in other impoverished areas of the city, made Medellín a center of global attention for its success in urban transformation. This attention brought many tourists to the city, and especially to the comunas, to witness firsthand the renewal process that had taken place. Medellín's slum regeneration program has become a model worthy of emulation for many other countries in Latin America, especially those with similar social contexts related to slums. The adaptation of social urbanism as a key symbol of the renewal of the San Javier neighborhood, integrated

into public policy, has become a crucial foundation for developing community social capital and improving environmental quality in previously neglected areas.

Slum Planning in India

In 1975, the Indian state undertook slum clearance. In an attempt to prevent the further spread of squatter settlements, the state government enacted the Maharashtra Vacant Lands (Prohibition of Unauthorized Building and Expeditious Eviction) Act, 1975. Under this act, all land occupied by squatters was deemed vacant, all slums covered by the act were declared temporary and liable to demolition, police could be deployed for evictions, and the government was required to provide alternative housing. Squatters were also required to pay "compensation" for their unauthorized occupation. Because of these provisions, the courts could not act to stop the evictions, and a series of large-scale demolitions occurred as a direct result of this act.(Shetty et al., 2007).

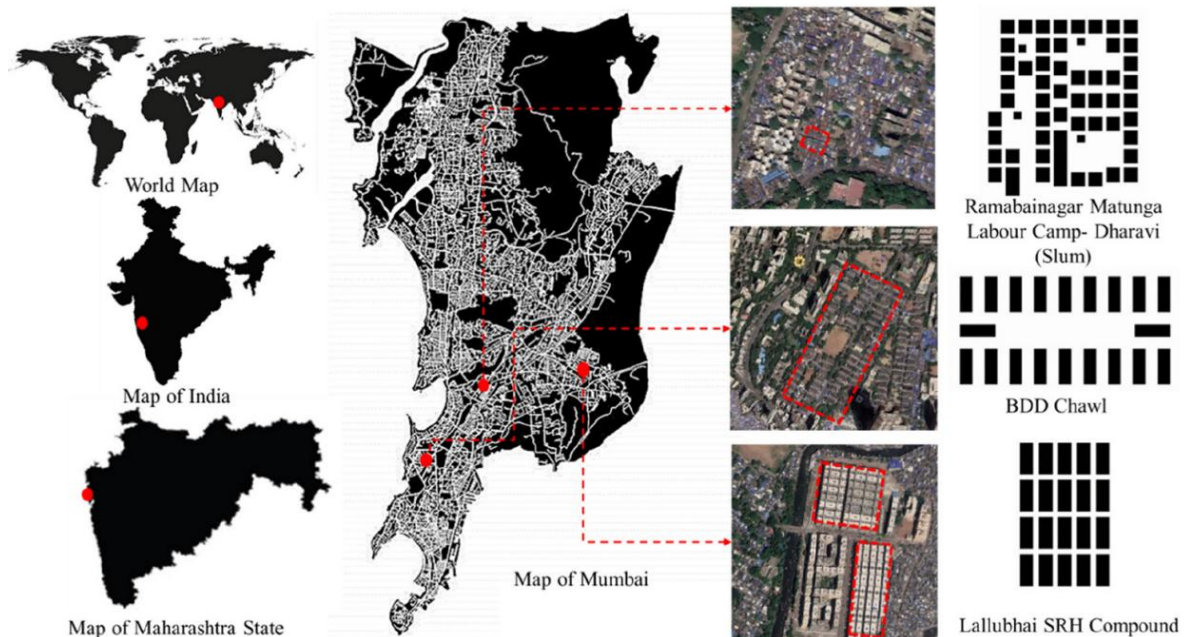


Figure 4.
Slums in Mumbai, India

Source: Adopted from (Sarkar & Bardhan, 2020)

Figure 4 shows a strategic map highlighting the distribution of slum areas in Mumbai, including Ramabai Nagar (Matunga Labour Camp), BDD Chawl, and Lallubhai SRH Compound. Alongside the map, there is satellite imagery that displays the spatial visualization of each location, as well as a spatial diagram depicting housing patterns ranging from dense informal settlements to vertical forms of slum rehabilitation. Housing typology in Mumbai is often seen as a consequence of slum improvement and affordable housing policies (CRIT, 2007). Affordable housing in Mumbai has evolved into three main archetypes of low-income settlements: (i) traditional slums, (ii) chawls (four- to five-story buildings with 8 to 16 units per floor) built by both government agencies and private initiatives, and (iii) slum rehabilitation (SRH) built through private initiatives. These three types have fundamental differences, especially in terms of security of land ownership status,

physical structure of buildings, ratio between public and private space, and the relationship of the residence to the surrounding roads.(Sarkar & Bardhan, 2020).

Slum Development in Indonesia

In the process of slum development, the Indonesian government has its own approach to addressing slum settlements. Slums in Indonesia refer to areas legally defined in(Law of the Republic of Indonesia Number 1 of 2011 concerning Housing and Residential Areas, 2011). Based on Law Number 1 of 2011 concerning Housing and Residential Areas in Article 1 paragraph (1), slum settlements are settlements that are unfit for habitation due to irregular buildings, high building density, and the quality of buildings and facilities and infrastructure that do not meet requirements. The phenomenon of slum settlements occurs due to the expansion of residential functions in non-residential areas due to various driving factors, the main one being poverty. In this regulation, slum settlements are understood as areas that are unfit for habitation because they are characterized by irregular buildings, high residential density, and substandard infrastructure and facilities. Areas like this create what is called a 'bad ecosystem', namely an environment that not only endangers the quality of life of the community from physical aspects such as health and hygiene, but also from non-physical aspects such as a sense of security and social comfort. In addition, the existence of slum settlements also damages the aesthetics of the city and reduces the value of urban spatial planning.(Law of the Republic of Indonesia Number 1 of 2011 concerning Housing and Residential Areas, 2011)It also provides a clear legal basis for the government to organize and manage slum areas, ensuring that these efforts are legitimate within the framework of national legislation. With this understanding, slum management is not merely a technical issue of physical development, but also part of efforts to improve the quality of life and realize humane and sustainable urban planning.

To address the problem of slums, Indonesia has adopted an urban development approach based on the concepts of smart cities and sustainable urban environments as guiding principles. This approach aims to create livable, healthy, and sustainable housing areas, while also aligning with the Sustainable Development Goals.(Bank, 2020)The smart city concept emphasizes the use of technology and innovative solutions to improve efficiency, quality of life, and urban sustainability. Meanwhile, the sustainable urban environment perspective focuses on the development of residential areas that are environmentally friendly, socially just, and economically viable in the long term. Both serve as the primary framework for developing and providing residential facilities that are not only healthy and functional, but also sustainable.

This effort also supports several key points in the SDGs, particularly the goal of eradicating poverty (Point 1), reducing social inequality (Point 10), and realizing inclusive, safe, and resilient cities and communities (Point 11). To realize this, the Ministry of Public Works and Public Housing (PUPR) has set a target of improving the quality of settlements in 30 priority cities and regencies spread across various regions of Indonesia, such as Sumatra, Java, Kalimantan, Maluku, Sulawesi, Nusa Tenggara, and Papua. The success of this strategy depends heavily on effective coordination between various stakeholders, from the central government and local governments to non-state actors such as civil society organizations, the private sector, and local communities. This multi-level coordination is crucial to avoid overlapping authorities, mitigate the negative impacts of bureaucratic specialization, and increase the effectiveness of the division of labor. With strong synergy

and sustainability-oriented governance principles, Indonesia aims to transform slum areas into more humane, orderly environments with a better quality of life for all residents.

Table 1.

Location of the Kurau slum area in Central Bangka Regency, Indonesia

No	Name of Area Location	Slum Area (Ha)	Administrative Scope			Population		Level of Slums
			RT/RW	Village/Sub-district	Sub-district/District	Number (People/Ha)	Density	
1	Kurau	1.27	RT 001 Hamlet 2	West Kurau	Koba	84	Currently	Light
		0.03	RT 002 Hamlet 2			177	Currently	Currently
		1.91	RT 003 Hamlet 2	West Kurau	Koba	89	Low	Light
		1.06	RT 004 Hamlet 2			162	Currently	Light
		1.07	RT 005 Hamlet 3	West Kurau	Koba	121	Low	Light
		0.95	RT 006 Hamlet 3			113	Low	Light
		0.63	RT 007 Hamlet 1	West Kurau	Koba	144	Currently	Currently
		0.50	RT 008 Hamlet 1			190	Currently	Light
		0.43	RT 009 Hamlet 1	West Kurau	Koba	85	Low	Light
		0.10	RT 010 Hamlet 1			200	Currently	Currently
		0.87	RT 011 Hamlet 1	West Kurau	Koba	52	Low	Light
		0.23	RT 012 Hamlet 1	West Kurau	Koba	116	Low	Light

			Hamlet 3					
		0.9	RT 001 Hamlet 1	Kurau	Koba	193	Currently	Light
		1.15	RT 002 Hamlet 1	Kurau	Koba	113	Low	Light
		0.82	RT 003 Hamlet 1	Kurau	Koba	93	Low	Light
		0.73	RT 004 Hamlet 1	Kurau	Koba	102	Low	Light
		0.45	RT 005 Hamlet 1	Kurau	Koba	130	Low	Currently
		0.38				126	Low	Currently
		0.76	RT 006 Hamlet 2	Kurau	Koba	109	Low	Light
		1.18	RT 007 Hamlet 2	Kurau	Koba	117	Low	Light
		1.59	RT 008 Hamlet 2	Kurau	Koba	87	Low	Light
		1.27	RT 009 Hamlet 2	Kurau	Koba	106	Low	Light
		1.27	RT 010 Hamlet 2	Kurau	Koba	81	Low	Light

Total Area of Kurau Slum Area	19.55
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Source:(Decree of the Regent of Central Bangka Number 188.45/589/DIPERKIMHUB/2024 Concerning the Third Amendment to the Regent's Decree Number 188.45/152/DIPERKIMHUB/2022 Concerning the Determination of Slum Housing and Slum Settlements in Central Bangka Regency, 2024)

As a continuation of the study on the condition of slum settlements in Indonesia, which remains a serious challenge to urban development, it is important to examine how similar issues are reflected in local contexts across various regions. One concrete example that can serve as a representative for understanding the dynamics of slum settlements at the regional level is Central Bangka Regency. This region faces similar issues, with several areas identified as slums, both in terms of physical, social, and land legality. One of the most relevant areas for further study is the Kurau area, which, according to official data, has a total slum area of 19.55 hectares, spread across various neighborhood units (RTs) and hamlets. This area is a high priority for management, with mild to moderate levels of slum development and varying population densities. The choice of the Kurau area as a research location is made even more appropriate by the support of local policies in the form of:(Regional Regulation of Central Bangka Regency Number 10 of 2022 concerning Prevention and Improvement of the Quality of Slum Housing and Slum Settlements, 2022).

Figure 5 presents a spatial representation of the slum area in the Kurau area, Koba District, Central Bangka Regency. The image on the left is a satellite image of the Kurau area, complete with markings of important locations. The image shows that the residential area is spread across several RTs and hamlets, namely RT001 to RT009 which are located in Hamlet 1 and Hamlet 2. The slum area is marked in red, indicating a densely populated location and vulnerable to environmental and infrastructure problems. Around this area there are also three points labeled as Location 1, Location 2, and Location 3, which indicate planned locations for development interventions or relocations, including the "New Land" area which is an alternative solution for reducing density or building new infrastructure to support improving the quality of the residential environment. Meanwhile, the image on the right shows a map of the Kurau slum area located on the riverbank. Residential areas identified as slums are then relocated to new land that has been provided. This map depicts two main clusters of residential areas stretching from north to south, indicating population distribution patterns that follow roads or natural topography such as river flows. This visualization clarifies the location and distribution of slums, which are the focus of local government attention for spatial planning-based management.



Figure 5.
Kurau Slum Area in Central Bangka Regency, Indonesia

Source: Central Bangka Regency Government, 2025

The local government also collaborates with the private sector through Corporate Social Responsibility (CSR) programs, such as those undertaken by PT Mitra Stania Kemingking (PT MSK) and PT Timah. This collaboration includes the construction of affordable housing, road infrastructure improvements, social and religious facilities, and support for community agriculture. This step strengthens the collaborative approach to slum management and contributes directly to improving the community's quality of life. Furthermore, other quality-of-life indicators are also beginning to show improvement, particularly in terms of clean water availability, waste management systems, drainage, and access to other basic services, as recorded in the Central Bangka Regency basic services information system.

Lessons from a comparison of slum planning in South Korea, Colombia, India, and Indonesia

The results of this comparative discussion analysis confirm that the success of slum upgrading is largely determined by the quality of collaboration between actors and the consistency of implementation. India offers lessons on the risks of a top-down approach without social support. South Korea emphasizes the importance of building community social capital. Colombia demonstrates the power of urban governance based on multi-actor collaboration. For Indonesia, key lessons are the need to integrate physical interventions with socio-economic programs, strengthen community institutions, and develop sustainable

financing schemes to ensure the sustainability of program outcomes. Despite the social and cultural differences between the four case studies above (Busan City, Medellín City, Mumbai City, and Kurau Area), the researcher identified some common findings related to sustainable urban regeneration projects (see Table 2).

Table 2.
Comparison of slum areas from four countries

No	Country (City)	Program	Policy	Financial Support	Information
1.	South Korea (Gamcheon Cultural Village in Busan City)	“Hillside Village Renaissance Project”, “Happy Village Project”, and “Urban Revitalization Project”.	Special Law on Promotion and Support for Urban Regeneration	Yes	Supporting local governments through assistance from national institutions in developing strategic regeneration plans due to deindustrialization, rapid population decline, and population aging, which have left many areas lagging behind in development. This situation has led to a decline in activity in the once-bustling old city center and its surrounding areas, especially the slums in the hilly areas that developed in the 1970s and 1980s.
2.	Colombia (Comuna 13 in the City of Medellín)	Proyectos Urbanos Integrales (PUI) or Integrated Urban Projects	The legal basis of the Colombian national constitution of 1991	Yes	The primary focus of investment and development projects is on the physical revitalization of the area as a driver of social change. In the planning phase, the primary idea is to transform physical spaces previously controlled by violence, using various artistic expressions to enable residents to reclaim

No	Country (City)	Program	Policy	Financial Support	Information
					these spaces. Second, by improving mobility infrastructure, the government seeks to integrate these areas into the formal urban network, in an effort to reduce high levels of violence.
3.	India (Mumbai)	Government projects (Chawls) and private rehabilitated housing (SRH) projects	Maharashtra Vacant Lands (Prohibition of Unauthorized Construction and Expeditious Eviction) Act 1975	Yes	This program is a follow-up to the Maharashtra Law which was passed due to the high population growth in India including the city of Mumbai which resulted in many illegal buildings being erected.
4.	Indonesia (Kurau Area in Central Bangka Regency)	My City	Law no. 1 of 2011 and Regional Regulation of Central Bangka Regency Number 10 of 2022	Yes	This program provides dedicated funding for integrated slum management. The Kurau area is one of the priority locations receiving funding from the 2024 Thematic Special Allocation Fund for Integrated Slum Management, which will be used for relocation and basic infrastructure development in slum areas.

Source: Processed by Researchers, 2025

Global studies show different slum upgrading strategies across countries. India, Korea, Colombia, and Indonesia have all had different experiences in addressing these issues. Busan in South Korea has successfully pursued a community-based regeneration approach, Medellín in Colombia has emphasized infrastructure integration and social inclusion, while Mumbai in India has relied heavily on large-scale relocation programs. Indonesia, through its Kotaku Program, has targeted slum reduction, but still faces challenges in coordination,

funding, and sustainability. The case of the Kurau slum in Central Bangka Regency reflects this dynamic, where residents' physical, social, and economic needs have not been optimally integrated.

CONCLUSION

Based on the results and discussion, this article shows that slum upgrading is a multidimensional challenge (physical, social, and economic interventions) that cannot be addressed with a purely physical approach. The comparative study reveals that each country has its own strengths and weaknesses. India risks failure due to a unilateral relocation approach (minimal participation), South Korea has succeeded through community empowerment, Colombia emphasizes social and physical integration based on collaborative governance, while Indonesia is on the right track but requires strengthening local governments in terms of coordination, funding, and community participation to transform areas into more inclusive, cultural, and sustainable areas. This article emphasizes that collaborative governance and policy learning are key to achieving sustainable slum upgrading.

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