

## The Social and Environmental Impact of North Coast Jakarta Reclamation in Penjaringan District, 1995-2015

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### Abstract

This article focuses on the dynamics of North Beach reclamation in Penjaringan sub-district. Reclamation is an activity that is considered beneficial for improving the use of land resources. This study uses the historical method to explain the policy underpinning the implementation of reclamation and the impact of reclamation on social life in Penjaringan Sub-district. Reclamation development has been planned since Presidential Decree (Keppres) No. 52/1995 on Reclamation of the North Coast of Jakarta was issued by the New Order government. In its implementation, the policy that led to the implementation of reclamation had adverse impacts in both environmental and social aspects. This was caused by overlapping policies that only benefited the developers. In addition, the implementation of reclamation as an implementation of government policy did not pay attention to the social and environmental impacts for the surrounding community.

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### Introduction

The implementation of the Jakarta North Coast reclamation project in 1995 was a follow-up implementation of the Presidential Decree of the Republic of Indonesia (Keppres RI) Number 17 of 1994 concerning the Pantura Area. The regulation was then followed up with a functional elaboration and legal basis for planning the reclamation of the North Coast of Java, which was contained in Presidential Decree No. 52 of 1995 concerning the Reclamation of the North Coast of Java (Sutapa 2022, 51-52). Accordingly, the project was one of the New Order government's programs as part of the Sixth Five-Year Development Plan (REPELITA VI) which aimed to make the Pantura region an area of high economic value through urban development. It was also related to the purpose of implementing the reclamation program, which was to utilize strategic urban spatial planning and have high competitiveness in achieving the vision and mission of DKI Jakarta's regional development. The selection of the North Jakarta coastal area as a reclamation location is because the area is categorized as an Andalan Area, which means that the area has strategic value from the point of view of the economy and urban development. Therefore, it is necessary to arrange and develop the North Coast Area through coastal reclamation by arranging coastal land space in a directed and integrated manner to realize the function of the Jakarta North Coast Area as a Reliable Area.

Jakarta North Coast reclamation planning is divided into three sub-areas based on Jakarta Special Capital Region Regulation No. 8/1995, namely the Western Sub-area covers the land of Penjaringan Sub-district and the western reclamation area. Meanwhile, the Central Sub-area covers parts of Penjaringan Sub-district, Pademangan Sub-district, Tanjung Priok Sub-district, and the Central reclamation area. Finally, the Eastern Sub-area includes parts of Tanjung Priok Sub-district, Koja Sub-district, Cilincing Sub-district, and the Eastern reclamation area. The Governor of the Special Capital Region of Jakarta, in that case, has the mandate over the reclamation process of the

North Coast of Jakarta as the authorized party and the party responsible for the reclamation activities of the North Coast of Jakarta. The reclamation plan is also supported by the implementation of regional autonomy, which then provides opportunities for local governments to cooperate with several private parties who act as investors and developers for reclamation implementation. However, the Implementation Agency and the developers did not pay attention to the environmental damage caused by the reclamation process.

Based on Governor Regulation No. 121/2012 on Spatial Planning of the Jakarta North Coast Reclamation Area, there are 17 islands to be reclaimed which are divided into three sub-areas. The three sub-areas include the Western Sub-area covering the western reclamation area consisting of Islands A, B, C, D, E, F, G, and H. The Central Sub-area covering the central reclamation area consisting of Islands I, J, K, L, and M. And the Eastern sub-area covering the eastern reclamation area consisting of Islands N, O, P, and Q (Harahap and Suryana 2019, 693). The implementation of reclamation has caused positive and negative impacts on economic, social and environmental conditions. Therefore, it is necessary to identify the impacts arising from the reclamation process, especially the negative environmental impacts of reclamation implementation. The negative impacts of reclamation include environmental degradation, extinction of coastal ecosystems, flood threats, and social problems in the community.

When the formation of reclamation Islands G, F, and H was being carried out, the process had caused environmental degradation and ecological damage. In addition, there were changes in soil sedimentation that caused tidal flooding and displacement of the living space of community groups, especially communities in Penjaringan Sub-district. The development on Island G was opposed by the community and non-governmental organizations (NGOs) because the impacts caused not only caused environmental damage but also had an impact on the economic conditions of the surrounding community who made a living as fishermen.

The reclamation development has caused socio-economic changes in the surrounding community, especially the fishermen who lost their fishing grounds due to the coastal zoning around the reclamation area. Fishing grounds for fishermen have also decreased due to environmental degradation. Reclamation of the Jakarta Pantura affects ecosystem changes in Penjaringan Sub-district ecologically. Degraded ecosystems cause changes in land morphology, environmental pollution, rising water levels that cause flooding, and worsening drainage systems (Asni 1999, 2).

## **Method**

The method that has been used is a historical method by including four stages, heuristics, source criticism, interpretation, and historiography (Gottschalk 1983, 32). Historical sources consist of primary and secondary sources. Primary sources were obtained through archival searches of Presidential Regulations and various policies obtained from the Documentation and Information Network (JDIH). In addition, other primary sources such as newspapers were obtained from the collection of the National Library of the Republic of Indonesia (Perpusnas). Secondary sources of this research were obtained through books and articles in relevant journals related to the reclamation of the North Coast of Jakarta.

## **Implementation of the Jakarta North Coast Reclamation Policy**

The implementation of reclamation development of the North Coast of Jakarta basically has been ongoing since Presidential Decree No. 52/1995 on the Reclamation of the North Coast of Jakarta was issued as the legal basis for the implementation of reclamation development. The development plan was accommodated through Presidential Decree No. 17/1994 on the Sixth Five-Year Development Plan (REPELITA VI), which explains that the North Coast area is an area that falls into the category of Andalan Area. An Andalan Area can be understood as an area that has strategic value in the economic sector and urban development. Therefore, Presidential Decree No. 17/1994 became the basis for the issuance of Presidential Decree No. 52/1995 on the Reclamation of the North Coast of Jakarta.

Further functional elaboration was then contained in Regional Regulation (Perda) Number 8 of 1995 concerning the Implementation of Reclamation and Spatial Planning of the Jakarta Pantura Area. Based on the regulation, as the initial stage of reclamation implementation, it is necessary to establish an institution that has the authority to carry out reclamation, manage reclamation results, and reorganize the land area of the North Coast of Jakarta. Consequently, the Jakarta North Coast Reclamation Implementing Agency was established to be responsible for the implementation of the reclamation. In carrying out its duties, the Implementing Agency is allowed to cooperate with third parties as developers. Nevertheless, Perda No. 8/1995 can be said to be legally flawed. That is because the implementation of the reclamation of Jakarta's North Coast area is only oriented towards economic and political aspects but does not consider social aspects.

In its development, there were policies that emerged along with the implementation of reclamation, such as Local Regulation No. 6/1999 on the 2010 DKI Jakarta Regional Spatial Plan (RTRW). The regulation was issued under the administration of Sutiyoso as Governor of DKI Jakarta who was in office during the period 1997 to 2002. Similar to the policies that had been issued previously, the policy in its implementation experienced obstacles and was not implemented properly. That was because there was a monetary and political crisis in 1999 so the implementation of reclamation could not be carried out. In addition, the Ministry of Environment at the time, Nabel Makarim, issued Ministerial Decree No. 14/2003 stating that the implementation of reclamation of the North Coast of Jakarta was not feasible because it would have a major impact on the environment. The decision was based on the results of an Environmental Impact Assessment (AMDAL) study of the North Coast of Jakarta that was deemed inappropriate, leading to a lawsuit to the State Administrative Court (PTUN) filed by the developer (Ministry of Environment and Forestry 2016). The lawsuit was approved by the Administrative Court in 2004, rendering the Decree of the Minister of Environment No. 14/2003 invalid and allowing the reclamation project to proceed. Although the Ministry of Environment and Forestry filed an appeal for review of the first instance decision, the Supreme Court did not approve the appeal and the ministry lost the lawsuit. Therefore, the reclamation of the North Coast of Jakarta is still being carried out under the condition that an AMDAL study must be prepared by the developer (Bram 2013, 81-82).

Basically, the reclamation of the North Coast of Jakarta poses a considerable threat to the environment and the lives of 7,000 traditional fishermen in the area. Therefore, the development project needs to be reviewed and an environmental impact assessment is needed that takes into account social aspects, including the lives of people who must be protected. Meanwhile, the Judicial Review (PK) conducted by the Supreme Court has also shown that the implementation of reclamation in the process has a negative impact on fishermen. For example, reclamation in Marunda, which took place from 2007 to 2008, has adversely affected fishing areas because fishermen lost access to sail to the sea, which has indirectly disrupted the livelihoods of local fishermen (Kompas 2011). Although legally the implementation of reclamation still needs to be reviewed and is in the process of trial at the Supreme Court, the Governor of DKI Jakarta for the period 2007 to 2012, Fauzi Bowo, then issued a policy that had the effect of granting a permit to implement reclamation on Island D to PT Kapuk Naga Indah.

Subsequently, the Jakarta Regional People's Representative Council (DPRD) also issued a Regional Regulation No. 1/2012 on the 2010-2030 RTRW which aimed to include reclaimed islands, which at that time totaled 14 islands. As a basis for island development, through DKI Jakarta Governor Regulation No. 121/2012 on the Spatial Planning of the North Coast Reclamation Area, there are 17 islands to be reclaimed. These islands include A, B, C, D, E, F, G, H, I, J, K, L, M, N, O, P, and Q (Mahdi 2017). Although the government has realized that there are social and environmental problems, the issuance of the Governor's Regulation in detail has stated that reclamation activities can be carried out again. In addition, the social and environmental problems that would arise from reclamation had not yet been thoroughly assessed.

In the next period, especially when Jakarta Governor Joko Widodo transitioned to his deputy, Basuki Tjahaja Purnama in 2014, the reclamation project continued. Although the project was said to be reviewed so that it was temporarily suspended during Joko Widodo's term (Kompas 2013).

However, when an extension of the implementation permit was issued by Basuki Tjahaja Purnama, who is often called Ahok, the reclamation project was resumed. The license extension was granted for the implementation of reclamation on four islands, namely islands G, F, I, and K. In addition, developers, such as PT Muara Wisesa Samudra, PT Jakarta Propertindo, PT Taman Harapan Indah, PT Jaladri Kartika Pakci, and PT Pembangunan Jaya Ancol carried out reclamation based on the Regional Regulation on Zoning of Coastal Areas and Small Islands, and the North Coast Strategic Area Spatial Plan. Therefore, the DKI Jakarta Provincial Government (Pemprov DKI Jakarta) issued two Draft Regional Regulations (Raperda) on the Zoning of Coastal Areas and Small Islands of DKI Jakarta Province 2015-2035 for review by the DKI Jakarta DPRD. However, the plan to increase the contribution fee proposed by the Governor of DKI Jakarta was rejected by the DKI Jakarta DPRD (Amanda, et al. 2019, 112-113).

The government has basically realized that considering environmental and social aspects is important, but the Governor of DKI Jakarta at the time, Ahok, considered that the construction of reclamation islands in Jakarta Bay did not experience significant technical obstacles. The opinion that reclamation could block fishermen's access to the sea was also refuted because it was considered that there was still another route through the Muara Angke Fish Landing Port through lateral and vertical canals that were about 200-300 meters wide (Kompas 2016). However, a lawsuit from fishermen who are members of the Indonesian Traditional Fishermen's Union (KNTI) on its journey sued for several things that were violated from the granting of the reclamation permit. However, the lawsuit process experienced various dynamics because it coincided with the policy-making process which was very likely to get intervention from related parties. In the end, the policy that succeeded in temporarily halting the reclamation project was the Governor Decree Number 1409 of 2018 issued by Anies Baswedan as the Governor of DKI Jakarta who replaced Ahok. The decree revoked Governor Decree No. 2268/2015 on the issuance of a permit for the reclamation of Island F (Antikorupsi.org 2022).

### **Implementation of Island Reclamation in Penjaringan Sub-District**

Penjaringan Sub-district is one of the areas included in the regional area, namely Islands G, F, and H. In connection with the reclamation process, its implementation requires a policy that underlies the implementation of the reclamation. Therefore, reclamation activities are further regulated in DKI Jakarta Provincial Regulation No. 1/2012 concerning the Jakarta 2030 Spatial Plan (RTRW). The policy also accommodates the spatial arrangement of the North Coast of Jakarta and becomes the basic reference for developers working on the construction of the islands planned to be reclaimed (PT Jakarta Propertindo Team 2014, 1-5).

Before carrying out the development, the pre-construction stage is carried out first along with the licensing process and socialization related to the activity plan aimed at the surrounding community. These stages were carried out to provide an understanding of the potential impacts of the reclamation project, including environmental pollution, fishing activities by fishermen that are likely to be disrupted, and a decrease in seawater quality. Indirectly, the socialization is also part of the socialization related to the Environmental Impact Assessment (AMDAL) of the reclamation plan to overcome community unrest. As part of the AMDAL element, the contractor also opened up job opportunities for local residents while starting to mobilize materials to the reclamation area and began transporting materials on the seabed. AMDAL analysis is an important element in development as an effort to protect the environment and as a means to calculate, evaluate and explain the environmental impact of a project. In this case, community involvement is important for proper and successful environmental evaluation (Sukananda and Nugraha 2020, 122).

The AMDAL was prepared and reviewed by each developer. This is because the Ministry of Environment and Forestry requested that the AMDAL study for the reclamation of the North Coast of Jakarta be compiled from each island because the impacts caused are not only in the relevant areas. For example, the AMDAL document for Island G was prepared by PT Muara Wisesa Samudra as the developer since May 28, 2013. Meanwhile, the AMDAL document of Island F was prepared by PT

Jakarta Propertindo as the developer since it was signed by the director of the developer on December 24, 2014 and the AMDAL document of Island H was done by PT Taman Harapan Indah.

Island F is one of the islands that will be reclaimed with a land area of  $\pm$  190 ha and is located in Pluit Village, Penjaringan District, North Jakarta. Based on DKI Jakarta Governor's Letter No. 1290/-1.794.2 concerning Principle Approval of Reclamation. In addition, in conjunction with Presidential Instruction (Inpres) Number 10 of 2011, the planned location of reclamation development of Island F is outside natural forests and peatlands and is included in shallow waters located about  $\pm$  300 meters from land. However, geographically, the area is a fishing route and anchorage for fishing boats in Muara Angke (PT Jakarta Propertindo Team 2014, 1-5).

Then, as one of the locations that became the site of the Spatial Planning of the Java North Coast Reclamation Area, Island G has an area of  $\pm$  161 Ha. Island G is located in the north of Pluit Village which is directly adjacent to the old coastal land of Muara Karang PLTU/PLTGU, Green Bay housing, and Muara Angke and Muara Karang Fish Landing Places (TPI). The Governor of DKI Jakarta as the party that has the authority to give permission to the developer through the Reclamation Principle Approval No. 1291/-1.794.2 dated September 21, 2012 concerning the granting of permits for the implementation of island G reclamation to Muara Wisesa Samudra Company (PT Jakarta Propertindo Team 2013, 1-20). In implementing the reclamation, PT Muara Wisesa Samudra cooperates with various parties, including the contractor, PT Nusantara Regas, PT PJB Muara Karang Unit, and PT Pertamina Hulu Energi. Matters relating to reclamation development in the field are carried out by the contractor. Meanwhile, the developer, PT Muara Wisesa Samudra, supervises development activities including environmental management (PT Jakarta Propertindo Team 2013, 1-2).

As the third island included in the West Sub-area in the Jakarta Pantura reclamation area, the reclamation of Island H aims to utilize space in realizing the interests of welfare. In addition, the reclamation of Island H is also a form of support for the DKI Jakarta Government in developing a program to provide reclamation results for economic development along with sufficient facilities and infrastructure for the community. The Governor of DKI Jakarta as the responsible party appointed PT Taman Harapan Indah as the developer and executor of the Island H reclamation activities through Letter No. 543/-1.794.2 on June 10, 2014 concerning Extension of Principle Approval for Reclamation. In this case, as a requirement for the implementation of the reclamation project, the developer is required to conduct an Environmental Impact Assessment (AMDAL) study to carry out large-scale development of the island to estimate the intensity of the impacts that will occur on physical, social and economic environmental aspects (PT Taman Harapan Indah Team 2015, 1).

Although the reclamation project has been handed over to the developer and has been planned to be carried out, the implementation of the Jakarta Bay reclamation has also experienced obstacles. This was due to an arrest operation in 2016 involving the Chairperson of Commission D of the DKI Jakarta DPRD related to the Jakarta Bay reclamation implementation permit. The arrest was based on allegations of bribery related to the discussion of the RZWP3K and the Jakarta Pantura Strategic Area Spatial Plan. On April 18, 2016, the central government also held a meeting attended by the then Coordinating Minister for Maritime Affairs and Resources Rizal Ramli, the then Minister of Environment and Forestry Siti Nurbaya, the incumbent Governor of DKI Jakarta Basuki Tjahaja Purnama, and the Ministry of Maritime Affairs and Fisheries. Based on the meeting, the central government finally decided to temporarily stop the Jakarta Bay reclamation project due to overlapping regulations and several polemics that occurred. As a follow-up, the government has also formed a joint committee involving officials from the Cabinet Secretariat, Coordinating Ministry for Maritime Affairs, Ministry of Environment and Forestry, Ministry of Marine Affairs and Fisheries, and DKI Jakarta Provincial Government. The establishment of the body is aimed at resolving some of the problems that occur in the reclamation project. The postponement of the implementation of the Jakarta Bay reclamation is valid for six months since the meeting was held. The postponement was also carried out because the central government considered that the DKI Jakarta Provincial Government had not completed a number of reclamation planning documents, including the

National Marine Spatial Plan (RTLN) and Strategic Environmental Assessment (KLHS) (Kusumawati 2022).

### **The Impact of North Jakarta Reclamation Development on the Environment**

Development in Indonesia must be based on the mandate of the 1945 Constitution which states that the earth, water, and natural resources controlled by the state must be used wisely for the prosperity of the people. Therefore, the government changed the paradigm of development that was exploitative of the environment into sustainable development. This was then implemented in the 1978 State Policy Guidelines (GBHN) which explained that development is not only intended for individuals or parts of the community, but for the whole community and must have a positive impact on the standard of living and welfare of all people. Thus, the extraction of natural resources must be controlled so as not to cause environmental damage through comprehensive policies and pay attention to the needs of future generations (Aidin 2017, 26-28).

The reclamation development of Jakarta's North Coast requires 2,700 ha of land, basically intended for industrial activities, offices, business centers, tourism, and new residential land or in general as a form of land conversion. The reclamation area of Jakarta's North Coast extends from Bekasi Regency to Tangerang Regency in the west. The construction has been carried out since 2003 and continued until 2015, but the project was forced to be stopped by the Ministry of Environment for a while because it saw the negative impacts on the environment.

Ruslin (2017) in his research states that reclamation development indirectly wants to show that coastal communities are not directly colonized by foreigners, but colonized under the control of the local government. This is because reclamation activities basically do not have a strong policy basis so they do not think about the impacts that will be caused to marine waters, especially coastal areas. In addition, the parties who benefit are only the upper middle class and those who have links with the rulers. On the other hand, lower-class people, especially such as fishermen, certainly do not benefit but rather lose their fishing areas so that there is an increase in spending on fuel but reduced economic income (Ruslin 2017, 189-190).

The Ministry of Environment had stopped the implementation of reclamation development because it saw negative impacts on the environment so the reclamation project is still pending. Coastal reclamation project activities can cause various impacts that can be distinguished from the stages of implementation, among others: Pre-Construction Stage which includes technical and environmental survey activities, pre-plan mapping, technical drafting, and licensing. Second, the Construction Stage which includes mobilization of labor, activities of taking backfill material, activities of heavy equipment as transportation of backfill material, and backfill activities. Third, the construction stage, which begins with the demobilization of heavy equipment and labor, land preparation, and land management (Huda 2013, 127).

Although reclamation has been maximally designed and organized, it cannot be denied that environmental changes will still occur as a result of the reclamation itself. One of them is the instability of the geological structure of Jakarta's land because of land subsidence due to massive groundwater extraction. Therefore, it will also affect the risk of changes in the water system in the old coastal area so that the river flow will slow down. In addition, mud sedimentation will also increase and become denser. Based on research conducted by the Indonesian Institute of Sciences (LIPI) with several Japanese researchers from 2005 to 2011, it was found that the groundwater level has decreased considerably compared to the 1980s.

In its development, the condition of water quality in the waters around Jakarta Bay has worsened due to an increase in activities around the Jakarta, Bogor, Depok, Tangerang, and Bekasi (Jabodetabek) waters. These activities produce several wastes, both household waste and industrial waste, which are increasing along with population density. During the rainy season, air discharge increases so that the concentration of pollutants decreases due to the dilution process. Meanwhile, during the dry season, the air debut decreases quite drastically so that the concentration of materials that pollute rivers and other waters increases. However, it does not rule out the possibility that

increased concentrations can also occur during the rainy season, especially for materials carried from upstream areas.

Reclamation development activities also need to consider the impacts on other environmental components besides water, such as air quality, noise/vibration, ecosystems, waste and socio-economics. Reclamation requires large amounts of fill material that cannot be obtained from around the coast, so it must be imported from other areas that require heavy equipment. The arrival of heavy equipment certainly contributes to the negative impacts of reclamation projects. In this case, the transportation of heavy equipment can cause traffic congestion, decreased air quality, dust, noise that will interfere with public health.

## Conclusion

The plan to implement the reclamation of the North Coast of Jakarta has been stipulated in Presidential Decree No. 52/1995 on the Reclamation of the North Coast of Jakarta. The decree states that the reclamation project of the Jakarta Pantura Area is the responsibility of the Governor of DKI Jakarta, including the construction of 17 artificial islands. In this case, the government cooperates with private companies in carrying out reclamation development. Basically, the construction of Pantura reclamation is one of the efforts to develop the urban economy and overcome the problem of land needs and population density. However, in reality, reclamation activities have more negative impacts than positive ones. This can be seen from the impact of the reclamation implementation that has been carried out in Penjaringan Sub-district, namely Island F, G, and H. The general public and fishermen in Muara Angke are the most affected by reclamation development, especially for their livelihoods and the noise from heavy equipment used during the land fill process, which disturbs the comfort of the surrounding community.

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