

MAKASSAR CITY GOVERNMENT COOPERATION WITH INTERNATIONAL ORGANIZATION FOR MIGRATION (IOM) IN THE "BUILDING HEALTHY CITY" PROJECT (2018-2020)

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Abstract

This study examines how the Makassar city government collaborates with international organizations for migration (IOM) in addressing urban health challenges faced by cities with rapid urbanization such as Makassar. The Building Healthy City project is an innovative solution for the city of Makassar by utilizing technology to refocus urban health policies with expertise, resources and funds from each party involved in the project. With the implementation of paradiplomacy through maximum transnational public-private partnerships, the city government has succeeded in increasing its local capacity and providing better health services.

Keywords: Makassar City Government, International Organization, Building Healthy City, Paradiplomacy, Transnational Public-Private Partnership.

INTRODUCTION

Urban health is one of the main issues in various developing countries, including Indonesia. The city of Makassar, with a population of 1,489,011 people in 2017, are experiencing rapid urbanization, thus triggering various urban health challenges. Infectious diseases have not been resolved properly and non-communicable diseases tend to increase every year. This condition is exacerbated by urban environmental problems such as air pollution, poor sanitation, and limited access to clean water, all contributing to the increasing disease burden. In addition, social and economic disparities in urban areas make access to health services unequal, worsening the situation for vulnerable groups (Dinas Kesehatan Kota Makassar 2018).

Makassar City itself faces various complex urban health challenges. The challenge faced is the high maternal and infant mortality rate. This is caused by limited access to adequate health services, lack of quality health facilities, and low public awareness regarding the importance of prenatal and postnatal health care (Dinas Kesehatan Kota Makassar 2018). In addition,

infectious diseases such as tuberculosis and dengue fever are also serious problems, exacerbated by poor sanitation conditions and suboptimal health infrastructure. Environmental health problems also add to the complexity of health challenges in Makassar. Air pollution from motor vehicles and industry, as well as ineffective waste management, weakens public health conditions. Densely populated areas with inadequate housing conditions also increase the risk of spreading infectious diseases (Healthy Cities 2018). In addition, unhealthy urban lifestyles, such as lack of physical activity and unbalanced diets, contribute to the increasing prevalence of non-communicable diseases such as diabetes and hypertension (Risksdas 2018). All these factors indicate the need for holistic and coordinated health interventions to improve health conditions in Makassar.

In facing the urban health challenges faced, the Makassar city government has made various efforts to face urban health challenges, ranging from the government's active role to collaboration with local and international organizations. The government continues to make efforts to expand the scope of health development and improve its quality, including through efforts to encourage the independence of individuals, families and the wider community to be healthy. One of the responsibilities of the Makassar city government is to ensure the availability of high-quality, equitable and affordable health services for every individual, family and community, and to build partnerships between the government, community and the private sector.

As example, the Makassar city government has made efforts to improve the quality of life of the community through local programs such as "Makassar ta' Tidak Rantasa" which focuses on waste reduction and sustainable environmental management, by involving the community in maintaining ecological cleanliness and reducing pollution, although almost entering the second year of implementation, the impact of the "Makassar ta' Tidak Rantasa" program has not yet been able to show significant changes in terms of cleanliness (Kahar 2017).

Based on the experience of the previous "Makassar ta' Tidak Rantasa" program and the vision & mission of the Makassar City Health Office for 2014-

2019 to make Makassar healthy and comfortable for all with general policies for city health development that focus on improving access and quality of health services, including 24-hour emergency services, and increasing community participation in clean and healthy lifestyles (P. K. Makassar n.d.), international collaboration with organizations such as IOM is important to face the increasingly complex health challenges of Makassar City. International organizations can provide various technical support, funding, and expertise that local governments cannot use to meet their local needs. Such cooperation can also encourage understanding of technology and increase the ability and capacity of local governments to maximize the effectiveness and sustainability of program implementation. In the context of Makassar City, cooperation between local governments and IOM can help Makassar City face Health issues with a data-based approach with project called Building Healthy City.

"Building Healthy City (BHC)" project in Makassar, which is the result of collaboration between the Makassar city government and the International Organization for Migration (IOM) based on memorandum of understanding number: 180.440/31/BPKS/XII/2018 Code LEG.IOM: IDN/L/COO/ME286/2018, through funding from the United States Agency for International Development (USAID) and JSI Research & Training Institute under agreement No. AID-OAA-A-17-00028, which commenced on September 30, 2017. BHC seeks to reorient city policies, planning, and services with a focus on health equity, while enhancing data-driven decision-making for Smart City initiatives in selected locations such as Indore (India), Makassar (Indonesia), Da Nang (Vietnam), and Kathmandu (Nepal). This project is led by JSI Research & Training Institute, Inc., with the International Organization for Migration (IOM) serving as the implementers in Makassar City (Migration 2021).

The goal of BHC is in line with the needs of Makassar City which seeks to realize city policies, planning and services with a health equality mindset and improve data-based decision making with a well-integrated data system. The BHC project is focused on the complexity of urban health, specifically in

cities that have rapid development such as Makassar City. The Building Healthy Cities project supports the city of Makassar to overcome problems related to data-based decision making, waste management, maternal and child health, community reporting systems, non-communicable disease data analysis, as well as developing a Healthy City Action Plan. Building Healthy Cities has also officially launched a Healthy Cities Data Integration System called "Sehattami", which allows decision-makers to analyze cross-sector data and supports comprehensive data analysis aimed at effective and efficient decision-making (Migration 2021).

Based on the background description, this article will analyze the implementation of paradiplomacy of the Makassar city government through transnational partnerships between the public and private sectors with the international organization IOM in the Building Healthy City project.

Theory and Conceptual Framework

Considering the Makassar City government's collaboration with the International Organization for Migration (IOM), the concept of paradiplomacy and transnational public-private partnership is a concept that can help in understanding how paradiplomatic entities such as the Makassar city government can carry out diplomatic functions, either directly or through partnerships with international organizations such as IOM, to achieve goals. Local development, such as improving urban health.

The term of paradiplomacy was first launched in the academic debate by Basque scientist Panayotis Soldatos in the 1980s as a combination of parallel diplomacy into para diplomacy, which according to Aldecoa and Keating refers to the meaning of "the foreign policy of non-central governments" (Mukti 2020).

Alexander S. Kuznetsov in his book entitled "Theory and Practice of Paradiplomacy: Subnational Governments in International Affairs" describes the concept of paradiplomacy, which refers to international activities carried out by subnational governments, such as states, provinces, or cities, which are independent of their national government. Kuznetsov argues that these

local entities engage in para-diplomacy to achieve various economic, cultural, and political gains, thereby bypassing traditional state-centric diplomatic channels. This form of interaction then underlines the increasing importance of non-central governments in the global arena, especially in the fields of trade, investment, environmental policy and cultural exchange. Apart from that, Kuznetsov in this book also presents an in-depth analysis of the motives, mechanisms and results of paradiplomacy activities which emphasizes how local governments take advantage of their position and proximity to local communities to meet needs and take advantage of certain opportunities through international cooperation (Luerdi 2021). This research is in line with the Building Healthy City project between the Makassar city government and the international organization IOM, which can be understood as a paradiplomatic effort to address health and environmental issues internationally.

Based on paradiplomacy terms, the transnational public-private partnership also can be used to analyze the collaboration between the Makassar city government and IOM, where projects are implemented through broader contractual relationships between the public and private sectors. to provide assets or services. This TPPP model is applied to the provision of infrastructure or public services in various fields such as transportation, water treatment, energy, environment, health and education (Ma et al. 2019).

Transnational public-private partnerships are also defined as partnerships between governments or international organizations with private entities that cross national boundaries and are designed to address global issues. These partnerships aim to combine the strengths and resources of the public and private sectors to achieve larger worldwide development and welfare goals, often in contexts where government capacity is limited or nonexistent (Marco Schäferhoff, Sabine Campe 2009).

Christopher Bovis in his article entitled "Editorial: The Development of Public-Private Partnerships at European level" explains that the contractual model of public-private partnership reflects the relationship between the public and private sectors that is solely based on a contractual relationship.

This involves various interfaces where tasks and responsibilities can be allocated to the private partner, including the design, funding, implementation, renovation, or exploitation of a work or service. In this category, conception and arrangement contracts such as private finance initiatives or similar arrangements create a relationship between the public and private sectors (Bovis 2006). The literature review provides the same picture as the transnational partnership between the Makassar city government and IOM which has the same principle, namely tasks and responsibilities are allocated through a clear contractual framework and support of resources and expertise from both parties.

This transnational partnership is also implemented with a clear division of roles and responsibilities between the Makassar city government and IOM in important aspects such as data management, disease analysis, and development of a healthy city action plan by utilizing USAID support as a facilitator and main supporter providing funding, technical expertise, and training for local health workers. USAID's involvement in the BHC project opens up opportunities and access to more modern and internationally standardized health technology (Migration 2021).

Research Method

The research design in this paper is a study that uses qualitative research methods, emphasising analysis based on primary data sourced from document analysis. This study is also based on secondary data from literature studies through books, journals, articles and news released from the official website of the Makassar city Government, IOM, USAID, JSI and so on. The qualitative research method was chosen to gain an in-depth understanding of the process, interaction, and impact of the transnational public-private partnership between the Makassar city government and the international organization IOM in the Building Healthy City project. The results of this paper are in the form of an explanation of the situation being studied in narrative form related to the impact of the cooperation between the Makassar city government and the international organization IOM in the BHC project. To check the validity of the data, the author uses a triangulation technique

involving several sources, methods, and perspectives from various sources. Triangulation is done by checking the consistency and suitability of findings from various data obtained through interviews, observations, and other materials. The results of the analysis from various sources help researchers understand in depth the dynamics, challenges, and successes of the paradiplomacy through transnational partnership.

DISSCUSSION

Building Healthy City Project

Building Healthy Cities (BHC) is a 5-year collaborative agreement funded by the United States Agency for International Development (USAID) under Agreement No. AID-OAA-A-17-00028, which began on September 30, 2017. BHC is implemented by JSI Research & Training Institute, Inc. JSI partners with the International Organization for Migration, Thrive Networks Global, and the Urban Institute, and with support from Engaging Inquiry, LLC (Migration 2021). BHC is committed to documenting project processes, successes and failures to support global learning on urban health approaches (JSI PROJECTS n.d.).

BHC aims to refocus city policies, planning, and services with a health equity mindset and improve data-driven decision-making for Smart City programs in India, Indonesia, Nepal, and Vietnam. Smart City planning is intrinsically linked to health across transport, environment, sanitation, education, tourism, technology, and all domains that impact the health of urban populations. When decision-making across these domains is aligned, communities benefit from improved access to health services, reduced environmental and lifestyle risk factors for chronic disease, lower burden of infectious diseases, and increased availability of useful data for decision-making (Perdue 2020).

BHC is designed to improve understanding of the best strategies to address social determinants of health in urban areas. The project focuses on the complexity of urban health, specifically in a rapidly developing city such as Makassar. The BHC project also supports Makassar in addressing issues related to data-driven decision-making. Overall, the themes covered include

lack of information technology/data and infrastructure capacity, lack of access to quality data, gaps between programs and community needs, lack of community understanding, lack of access to health information and resources, and lack of community willingness and ability to participate. An integrated data system is a powerful tool for urban planning. In the health sector, it aids in effective planning, as well as in monitoring and evaluating program achievements and sustainability. On the other hand, lack of integration can create barriers to data accessibility and impede a city's ability to address public health issues. Through the BHC project, it is possible to collect and integrate diverse health data such as for HIV, TB, Malaria, home care visits, maternal and child health, immunization, and nutrition into a single software platform. (International Organization for Migration 2021).

BHC in Makassar City, in the period from 2018 to 2020 has three main stages summarized in the System Mapping Stages, namely: Defining Context, Finding Leverage and Creating Action (Healthy Cities 2022).

The defining context stage which was carried out on 13-14 September 2018 involved 38 stakeholders by conducting initial assessment data analysis to understand the factors that influence health in Makassar through cause-and-effect analysis to develop casual loops. This stage aims to identify and generate an in-depth understanding of the basic factors that influence health in Makassar City.

The stages then continued from February to June 2019 involving 42 stakeholders who participated in the Leverage Workshop to identify leverage opportunities and high-impact Actions based on the context map. The finding leverage stage is divided into three Town hall activities (February 22, March 22 and June 21-27, 2019) involving various community groups such as women's groups, slum groups, and middle-income groups with a total of 53 participants. This stage is an important step in establishing clear and specific leverage opportunities to improve city health.

The main stages of BHC were then closed with the Creating Action stage in January 2020 by involving 68 stakeholders in a workshop to identify

concrete actions based on the Context Map and previously discovered leverage opportunities, with the aim of helping Makassar achieve its vision as a world-class city that is healthy and sustainable for all its citizens by developing a series of strategic actions.

The series of three main stages of BHC shows a systematic process from identifying context and problems, finding intervention opportunities, and developing real actions to achieve the desired vision.

Implementation of activities carried out by BHC in several areas in the city of Makassar:

1. Strengthening Waste Management Systems in Barang Lompo Island: Composing and Eco-Bricking. The workshop held by BHC with Kotaku, Skhola tanpa batas and environment departement in Barrang Lompo aims to reduce waste that ends up directly in landfills by finding alternatives to better waste management that can bring economic value and this workshop successfully implemented in Barang Lompo senior high school (JSI 2022).
2. Training on Infant and Young Child Feeding and Integrated Management of Acute Malnutrition. This training was conducted on Barang Lompo Island as a vulnerable and remote area with limited services. The training content was based on the national IYCF training package supported by UNICEF Indonesia. In Barang Lompo, this training train posyandu community health workers and puskesmas officers on: IYCF concepts and counseling, breastfeeding, nutrition for pregnant and breastfeeding mothers, complementary feeding for children, growth monitoring, prevention and early detection of malnutrition and management and treatment of malnutrition. Also Ensure participants have the knowledge and skills to feel comfortable counseling their clients (pregnant and nursing women, women with malnourished children) on these topics. Implementation of IYCF and IMAM training has had a significant positive impact on maternal and child health, reducing

malnutrition, and strengthening the capacity of local health systems. (Cities 2021).

3. BHC Makassar Child Nutrition and Community Nutrition Support Systems. This project has great potential to bring positive changes to children's nutritional status through initiatives focused on reducing stunting, increasing health literacy, and improving access to health services. With a systemic approach involving policy analysis, workforce capacity building, and improving nutrition data systems, BHC encourages community involvement in decision-making to ensure that nutrition services are effective and appropriate. In addition, the project also strengthens infrastructure and access to health facilities, which play a critical role in improving the nutritional status of children in Makassar, especially during the crucial first 1,000 days of life (Systems 2022).
4. Community-Based Waste & Water Management Study in Maccini Sombala. The program was conducted to identify challenges and solutions that could be implemented in the local context. Before the program, waste and water management in the area was ineffective, with many households facing flooding and health risks due to poor drainage and limited access to water. The program used a participatory approach that involved the community in identifying problems and solutions, such as improving waste collection, redesigning drainage, and educating the community about the 3Rs (reduce, reuse, recycle). After the program was implemented, the community became more aware of the importance of environmental and health management, but more significant changes were still needed through the implementation of the solutions proposed by BHC by the local community (Summary 2022).

Based on the program evaluation conducted by the Strategic Program for Analyzing Complexity and Evaluating Systems (SPACES) institution, which is also a partner of USAID, it was found that during the implementation of the BHC project, there was significant involvement of policymakers who

had encouraged the formation of better networking in the health sector up to twice as much as before the project was implemented. The leadership in Makassar actively innovates and uses new technologies to improve the city, resulting in increased connectivity and responsiveness. The BHC project also encourages increased community involvement in urban health development. This is evidenced by the various healthy city appreciations obtained since the project was implemented. The involvement and active participation of the government, community, agencies, and all related stakeholders, as well as a strong commitment and desire for project implementation, are the main factors in the sustainability of BHC in Makassar City (Strategic Program for Analyzing Complexity and Evaluating Systems 2023).

Impact and Sustainability of Building Healthy City Project

In the final phase of the project, BHC developed an action plan to summarize all findings and recommendations from discussions between researchers and stakeholders to support the planning of a multi-sector healthy city action plan in Makassar. This action plan was conducted to summarize evidence and consultations, and collaboratively generate insights facilitated through the BHC project over a four-year period in Makassar (2018-2022) as a partner of the Mayor's Office. Another objective was to recommend actions that would serve as a basis for discussion Badan Perencanaan Pembangunan Daerah (Bappeda) and SKPD in Makassar in developing a medium-term work plan to be approved and implemented by each SKPD. Based on evidence collected by BHC and responses from a number of multi-sector stakeholders in Makassar, the core of the healthy Makassar context is the improvement and expansion of Makassar by city leaders who actively innovate and utilize the latest technology.

To drive change in the context of the multisector healthy city action plan in Makassar, stakeholders identified three areas that have opportunities for change that will have a major impact, including (USAID and JSI 2022):

1. Improve the quality, accessibility, and timeliness of data for decision-making.

2. Ensure equity and transparency in policy implementation to ensure equal access to services for the community.
3. Maximize community participation in programs to increase public awareness of health-improving practices and sources of information.

These three important parts will bring good output as an effort to encourage the city of Makassar to achieve the goal of inclusive and sustainable urban development.

Based on stakeholder participation in the BHC action workshop, the BHC then summarized and evaluated the suggestions and recommendations received and produced six coherent action areas for a healthy Makassar (USAID and JSI 2022).

1. Maintaining City Support for the Healthy Makassar Goal

This action aims to promote meaningful dialogue, better communication, and coordination, while making policy decisions more transparent and participatory. By leveraging technology in the Musrenbang process and involving local officials, it seeks to build a healthier community and boost community involvement.

2. Becoming a Pioneer in Economic Development

This initiative focuses on creating economic opportunities through waste management by engaging the private sector, NGOs, and affected communities. The goal is to innovate in waste reduction and increase community income, recognizing that environmental management is a shared responsibility.

3. Creating a Data Culture for Health

This activity aims to improve the timeliness and effectiveness of health-related data across sectors. It involves enhancing the skills of health workers and officials, using technologies like DHIS-2 and War Room, leading to better data management and utilization.

4. Creating a More Resilient City

The objective is to strengthen resilience against flooding and wastewater risks through multi-sector partnerships. By involving

government, NGOs, the private sector, and vulnerable communities, the initiative seeks to create a safe, healthy, and livable environment for all.

5. Promoting a Healthier Generation of Communities

This action aims to make Makassar a child-friendly city by focusing on a healthy environment for children through community involvement and multi-sector collaboration. It targets reducing inequities from birth, supporting women in the workforce, and lowering long-term health costs.

6. Encourage Healthy Lifestyles to Prevent Non-Communicable Diseases

The goal is to promote healthy lifestyles to reduce non-communicable diseases. This will be achieved by enhancing community-based NCD prevention efforts, optimizing operational incentives, and strengthening healthy ecosystems.

The coherent actions presented align with the Mayor of Makassar's vision, captured in the slogan "Makassar Sombere and Smart City," which highlights Makassar as a smart and welcoming city. This vision portrays Makassar as a friendly and livable city, aligning with the objectives of the Smart City program. The program focuses on improving residents' quality of life through better infrastructure, a healthy and sustainable environment, and the integration of "smart" solutions, including advanced information and communication technology. These efforts are expected to positively influence the health and well-being of Makassar's residents.

The plan was designed based on a participatory system mapping process, which resulted in broad support and ensured the relevance of the plan in the local context. BHC involved various agencies, such as Kominfo and Bappeda, to maintain the sustainability and momentum of the action plan, even after the BHC project ended. This system mapping process also strengthened the city's capacity to prioritize and manage factors that influence the success of health initiatives in Makassar and was applied in their medium-term city planning for 2021-2026. The action plan with this system mapping allowed Makassar to identify problems more comprehensively and holistically through the use of system maps and

strengthened cross-sector partnerships in designing coherent solutions. It should be noted that for this approach to be more effective, Bappeda Makassar is expected to expand its application to all departments in city planning. Furthermore, Makassar's experience in adopting this system approach can serve as an example for other cities to implement a similar approach in the future (Afdhal et al. 2022).

The Role of Paradiplomacy and Transnational Public-Private Partnership in Building Healthy City Project

Paradiplomacy politics in Indonesia is related to how much sovereignty is given to autonomous regions in their activities to establish international relations and cooperation widely. Diplomatic activities carried out by a regional government in the international scope are expected to increase development, build relations with external parties, build a good image in the international scope and achieve the interests of a region (Amra and Benyamin L 2023).

Paradiplomacy in Makassar City is marked by the involvement of the Makassar city government as a sub-national actor that establishes international relations and plays an active role in the global arena in various international forums, sister city cooperation, and collaborative projects such as Building Healthy City. The paradiplomacy carried out by the Makassar city government brings many benefits that help Makassar City in strengthening the capacity and competence of local human resources in managing development programs and providing opportunities for Makassar city to gain access to additional resources from outside. Through various experiences and practices of paradiplomacy with international partners, Makassar city can also adopt innovations and find solutions to the needs of Makassar city which have an impact on improving the welfare of the Community that is more inclusive and of international standards.

Paradiplomacy carried out by the Makassar city government shows the active role of the city government in international diplomacy without having to rely fully on the central government. The Makassar city government's cooperation initiative with the global organization IOM in the BHC project

shows that the Makassar city government can recognize the needs of Makassar City in the Health sector and find solutions with international partners who can provide the expertise and resources needed.

Through paradiplomacy, the Makassar city government can strengthen local capacity in addressing urban health issues including the application of health technology, improving health services, and promoting healthy lifestyles that are relevant to the local context. Cooperation with IOM also helps the Makassar city government gain knowledge and best practices from international entities that can be applied in the local context.

Transnational Public-Private Partnerships (TPPP) in the BHC project in Makassar involve cooperation between various actors, including international agencies such as USAID, the private sector, and local governments (K. Makassar 2018). TPPP provides an opportunity to share roles, risks, and resources between the public and private sectors, which can accelerate the achievement of health program objectives.

In the BHC project in Makassar, TPPP was implemented through collaboration between the Makassar city government and the International Organization for Migration (IOM). This project shows how TPPP can be used to improve health services in the city of Makassar. Through financial and technical support from USAID, as well as collaboration with IOM, the Makassar city government can implement programs aimed at improving public health. This TPPP model not only provides the necessary funding but also brings in additional expertise and resources from the private sector and international organizations, strengthening local capacity to provide better health services.

CONCLUSION

Through the implementation of paradiplomacy carried out by the Makassar city government by establishing cooperation with international organizations through transnational public-private partnerships, the Makassar city government has again demonstrated its ability to carry out sub-state diplomacy effectively as the active role of the Makassar city government

so far in various international forums and so on. With a paradiplomacy approach, the Makassar city government also expands the reach and access to international resources that can provide better impacts, especially in urban health policies and practices through the BHC project.

The active role of the Makassar city government with international organizations in the BHC project is the right step for the Makassar city government in adopting the benefits of knowledge, technology, and investment brought by international partners to address health challenges in the city of Makassar also provides valuable opportunities that can help the Makassar city government in the future in increasing local capacity and better response capabilities to health issues more broadly and sustainably.

With the implementation of paradiplomacy by the Makassar city government through transnational public-private partnerships in the BHC project, the Makassar city government has succeeded in finding innovative solutions to improving the quality of urban health in the city of Makassar through international collaboration.

The paradiplomacy of Makassar City through transnational public-private partnerships in the BHC project is expected to continue and expand into other urban sectors by strengthening cross sectoral cooperation and enhancing local capacity. By fully adopting the effective approaches utilized during the BHC project, Makassar can continue to leverage international partnerships to address various urban challenges. This will not only strengthen Makassar's position on the global arena but also bring sustainable benefits to the local community, creating a more inclusive, competitive, and resilient city in the future.

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