



Exploring the Potential for Social Conflict in Rusunawa Development: For Sustainable Urban Planning in Bandung

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Abstract. *This research aims to analyze the potential for social conflict in the development of Rusunawa Sadangserang in Bandung City through a sustainable planning perspective. This study employs a case study approach, utilizing in-depth interviews and source triangulation for data collection and analysis. The findings suggest that the potential for conflict arises from three primary sources, namely changes in land use, inequality in the provision of residential units, and unclear land ownership status. Changes in the function of Sadangserang Market and Sadangserang Terminal risk triggering resistance from traders and drivers. The imbalance of commercial units and subsidies can create access conflicts for low-income groups. Uncertain land ownership status is also prone to disputes. Therefore, a sustainable planning strategy is needed that involves public participation, socio-economic surveys, and clarification of land status. In this way, it is hoped that Rusunawa Sadangserang can make an optimal contribution to providing harmonious and fair housing in the city of Bandung.*

Keywords: *Conflict, MBR, Planning, Rusunawa, Sustainable.*

1. INTRODUCTION

Bandung City has a population density of 15,051 people per square kilometer, ranking second in Indonesia as of 2023. The consequence of high population density is a significant demand for decent housing within the community, especially among low-income residents. Bandung City has a housing need of 15,000 units each year. Therefore, the total need from 2018 to 2023 is estimated at 90,000 units. ((RPJMD, 2018)

One of the slum areas with high density in Bandung City is Sadangserang Village in the Coblong sub-district, which has a density of 273 people per hectare (SNI 03 1733 2004; the ideal density is less than 200 people per hectare) (SNI, 2019). To address the issue of the availability of decent housing, the Bandung City Government plans to develop a rental apartment (runaway) located in Sadangserang Village, Coblong sub-district, in the area of RT 10 RW 15 with an area of approximately 12,866.07 m², with boundaries: North side: Sadangserang Terminal Road, MUI Office of Bandung City; East side: Annur Mosque Road, residents' settlement; Southside: SMP Negeri 63 Bandung, residents' settlement; West side: Behind the Market Road, residents' settlement. Most of the planning site is built-up land comprising a market, a city transportation terminal, and a field.

The development of the Sadangserang rental apartment (rusunawa) will be a vital solution in addressing the housing problem in Bandung City, which continues to grow rapidly, as the rusunawa promises to meet the affordable housing needs of low-income communities. However, behind its benefits, the development of runaways often has complex social risks and has the potential to create conflicts within the community.

Social risk is a concept used by experts to describe the potential negative impacts on individuals or groups in society that arise from specific policies. Social risks can manifest as uncertainties that impact social welfare, justice, and social inclusion within society. Social risks will be evident in changes to access to essential services, such as education, health, and housing, as well as shifts in community dynamics and social interactions. Social experts focus on social risks to identify ways to reduce social inequalities and promote better social inclusion in various contexts. (Kaufmann, F. X., & Muscheid, 2021)

Ko, M. Y. states that social risks in the development of runaways are 1) Forced relocation, 2) Social conflict, 3) Inequality of access, and 4) Failure in the maintenance and care of facilities. The relationship between social risks and social conflicts arises as a consequence of the problems that emerge in society. Social risks encompass various uncertainties, inequalities, or pressures that can trigger social tensions and unrest. When social risks are not effectively managed, social conflicts can arise as a response to feelings of dissatisfaction or perceived injustice (Ko, 2021)

Social conflict arises from differences in interests and values among individuals or groups and can also result from the unequal distribution of resources. Social conflicts can emerge openly or covertly (V. J. Caiozzo, F. Haddad, S. Lee, M. Baker et al., 2019) It is a common and natural phenomenon that often can give rise to various actions, including protests, demonstrations, or even violence. (Smelser, 2017) However, it is essential to manage and maintain social stability. (Fajri, M. K., & Nurdin, 2015)

Meanwhile, Michel Wieviorka, a French sociologist, developed the concept of social conflict as a process related to social transformation. He argues that social conflict can be a source of positive social change if society can effectively manage it. According to him, social conflict is not always destructive but can also be a driving force for change and renewal in society. (Wieviorka, 2019)

This latest approach views social conflict as an integral part of social dynamics and community development, recognizing that it can lead to change and innovation when managed constructively while also acknowledging the potential for damage and tension that

may arise. This reinforces the importance of understanding and wise intervention in addressing social conflicts to achieve a more just and inclusive society.

Previous studies on the planning of low-cost apartment development have proposed a deeper understanding of the social dimensions involved, including social impact assessment, housing policy analysis, access inequality to facilities and services, and social inclusion.

Development models that fail to consider the balance between economic, social, and environmental growth can lead to devastating consequences, including environmental degradation, poverty, and inequality. Therefore, the concept of sustainable development emerges as an effort to achieve economic growth in line with the preservation of natural resources and the eradication of poverty. This concept also emphasizes the importance of social justice, community participation, and the protection of human rights. A relevant work on this topic is "The Age of Sustainable Development." Columbia University Press." Sachs, J. D. explains how sustainable development can serve as a guide for countries and communities to achieve sustainable welfare and address global challenges such as climate change and social inequality. (Sachs, 2019)

The development of theory in housing planning has highlighted the importance of incorporating social dimensions into the planning and development process of low-cost apartments. A deep understanding of social, economic, cultural, and ethnic factors has a profound impact on the quality of life for residents of low-cost apartments. Previous studies in this field have identified various social issues associated with low-cost apartments, including conflicts among residents, unequal access to facilities and services, and social isolation.

Previous studies have also proposed research methods focused on a deeper understanding of the potential for social conflict in the development of low-cost apartments. Several approaches have been employed, including social impact assessment, housing policy analysis, and case studies on the experiences of low-income apartment residents. The results of this research highlight the need for more holistic and sustainable planning that incorporates social aspects throughout the development cycle of low-cost apartments, from initial planning to management.

This study aims to fill the gap in the literature that is still lacking in understanding the potential for social conflict in the development of runaways. By finding areas of conflict due to the Sadangserang Rusunawa Development Plan and involving a sustainable planning perspective, By examining the potential for social conflict in the development of flats through the lens of sustainable planning, this study aims to provide valuable insights and practical

recommendations that can help create flats that are more harmonious and have a positive impact on the communities residing within them.

2. RESEARCH METHODS

This study employs a qualitative approach, utilizing a case study method, to explore in depth the potential for social conflict in the development of Rusunawa Sadangserang. The selection of this method is based on its ability to provide a more holistic understanding of the social dynamics that emerge in urban housing development projects. Case studies enable researchers to examine the social, economic, and policy factors that contribute to conflict, as well as to understand how the actors involved respond to changes in land use.

Data collection was conducted through in-depth interviews with various stakeholders, including community leaders, market trader communities, public transportation driver communities, environmental groups, and housing rights advocacy groups. To enhance data validity, this study employed source triangulation techniques, where information gathered from one respondent was compared with data from other sources to ensure consistency and accuracy. Additionally, method triangulation was used by combining in-depth interviews, field observations, and the analysis of policy documents related to runaway planning.

The collected data were analyzed using the (Miles, M. B.; Huberman, A. M., & Saldana, 2014), which consists of four main stages: (1) data reduction, where the collected information is selected and categorized according to the research theme; (2) presentation of data in the form of descriptive narratives that facilitate understanding of patterns and relationships between variables; (3) thematic analysis to identify key issues that trigger potential social conflict; and (4) concluding by linking research findings to sustainable urban planning theory and relevant housing policies.

The justification for using this method is based on the nature of the research, which focuses on the social aspects of urban development, making it challenging to measure solely with a quantitative approach. Case studies offer the flexibility to explore the dynamics of social conflict in a specific context, providing results that not only offer academic insights but also offer evidence-based policy recommendations for more inclusive and sustainable housing planning.

3. RESULTS AND DISCUSSION

Potential for Social Conflict

The potential for social conflict in development refers to the possibility of conflict or tension between various community groups involved in the development process of a particular project. Experts often associate this conflict with social, economic, or environmental changes caused by development. According to Yacob in the journal "Understanding the Social Conflicts in Urban Development Projects in Malaysia: A Literature Review," the potential for social conflict in development often arises due to changes in social structure, resource distribution, economic interests, and alterations in land use. Conflicts can occur between the government, developers, and local communities regarding development decisions, relocation, compensation, and the distribution of benefits.(Yacob, S., Shari, Z. A., & Suratkon, 2020) This illustrates the complexity of interactions between various parties that can lead to friction or disagreement during the development process.

The construction of Rusunawa Sadangserang is one of the government's efforts to provide affordable housing for low-income people (MBR) in the city of Bandung. The planned construction of Rusunawa is in the area of RT 10 RW 15 with an area of $\pm 12,866.07$ m², with the boundaries to the north: Jalan Terminal Sadangserang, MUI Office of Bandung City, to the east: Jalan Masjid Annur, Residential area, to the south: SMP Negeri 63 Bandung, Residential area, to the west: Jalan Belakang Pasar, Residential area. Most of the planned footprint of Rusunawa Sadang Serang is built-up land, including the market, city transportation terminal, and field.

Starting from the use of the market and terminal for the location of the Rusunawa construction, this project has the potential to give rise to social risks that may lead to conflict. From the researcher's analysis, the social risk that will occur is the Risk of Temporary Relocation of the Sadangserang Terminal and Market, which will result in Social Tension and a Decrease in the Quality of Life of the Surrounding Environment.

1. Land Use Changes

The City of Bandung, in Regional Regulation No. 11 of 2021, concerning Amendments to Regional Regulation No. 3 of 2019, specifically the 2018-2023 Regional Medium-Term Development Plan, has several housing programs, namely the "rowhouse" program and the "ngaruh yuk" program. The rowhouse program is a community-driven initiative that is built without evicting residents by temporarily relocating them to Public Flats, which offer term ownership. This approach considers the needs of those affected by the

program and then returns the community to its original location. The Ngaruh Yuk program is a branding initiative of the Bandung City Government. It aims to utilize local government land that has been built by the private sector, managed with the concept of utilization cooperation, and subsequently returned to the local government.

The development plan for Rusunawa in Sadang Serang sub-district, Coblong District, Bandung City requires a land area of approximately 12,866.07 m², which is currently used for the Sadang Serang Market, Sadang Serang city transportation terminal, and fields. This land acquisition has the potential to cause conflict because it will involve the temporary relocation of the Sadang Serang Market, which has 416 traders, and the Sadang Serang Terminal, which serves 200 city transportation fleets on the Sadang Serang-Caringin route.

Conflicts often arise from changes in spatial planning and land use that force the displacement of a group of people from their original location (Fisher, S., Abdi, D. I., Ludin, J., Smith, R., Williams, S., & Williams, 2000) Furthermore, Schreck explained that the eviction of traditional markets often triggers conflict and rejection from the community, especially market traders. This is because the market is an essential source of livelihood and social interaction space for them. (Schreck, 2013)

The relocation of Sadang Serang Market is expected to cause rejection and conflict from 416 affected traders. According to Permendagri No. 20 of 2012, market traders affected by relocation have the right to replace their business premises during the relocation period, as well as to receive compensation and assistance. However, according to (Achdiawan, 2017), these traders' rights are often violated, triggering rejection and conflict, leading to anarchic actions. Therefore, adequate socialization and negotiation are necessary to involve relevant agencies and trader associations, ensuring the relocation runs smoothly. In addition, research by (Nacu-Schmidt, A., Andrews, K. T., & Boykoff, 2018) in India also highlights the potential for similar conflicts. This study demonstrates that market relocation in the context of housing development can lead to friction between traders and the local government. Dissatisfaction arising from the lack of involvement in the decision-making and planning process, which fails to address the real needs of traders, is the primary trigger for conflict in this context.

Meanwhile, the relocation of the Sadang Serang Terminal also risks causing conflict between 200 city transportation drivers and other terminal workers. According to Permendagri No. 41 of 2012, the terminal is obliged to provide replacement terminal facilities, conduct socialization, and provide compensation during the relocation period. However, research (Hadiyanto, 2020) found that terminal relocation often reduces the income

of drivers and terminal workers by up to 40% during the relocation period. This can trigger rejection if it is not balanced with adequate facilities and compensation.

Additionally, the relocation of the terminal also has the potential to disrupt transportation access for residents of the Coblong District and its surrounding areas who rely on the Sadang Serang Terminal. According to Permendagri No. 41 of 2012, terminal organizers are responsible for ensuring the continuity of public transportation services for the community during the relocation. If public transportation access is disrupted without adequate alternative solutions, this can trigger complaints and protests from residents.

The temporary relocation of terminals and markets whose locations are not yet known, resulting from the planned development of Rusunawa, can be a point that triggers significant potential for social conflict. Several studies provide relevant descriptions related to this, namely a survey conducted by (Wang, J., Gao, H., Zhao, H., & Zhang, 2020) in China revealed that the relocation of markets or terminals for infrastructure development has caused complex social conflicts. This relocation often faces dissatisfaction and resistance from traders or users of the affected terminal. Conflicts arise due to concerns about losing livelihoods, uncertainty regarding compensation or alternatives provided, and the loss of social and cultural aspects of the established market or terminal environment.

Based on an analysis of several references, it can be concluded that the temporary relocation of terminals and markets for the construction of a runaway can trigger complex social conflicts. The lack of involvement and inadequate compensation or alternatives for those affected are the primary driving factors of this conflict. Therefore, planning that involves the active participation of local communities, developers, and the government is crucial in reducing the potential for such disputes. Providing fair compensation, empowering local communities, and considering their needs and interests can be key steps in reducing the potential for social conflict in the relocation of markets and terminals related to Rusunawa construction.

2. Social Inequality

Rusunawa Sadang Serang is planned to provide 208 non-MBR Rusunami units, 719 MBR Rusunami units, and 123 Rusunawa units, with funding from a cooperation between the Bandung city government and the private sector. Based on Permenpera No. 14/PERMEN/M/2007, the construction of Rusunawa with the KPS (Government Cooperation with the Private Sector) scheme gives the private sector the freedom to determine the portion of residential units. This has the potential to cause inequality in access to flats for MBR

(Low-Income Communities) if the proportion of Rusunawa units for commercial is more significant than Rusunami for MBR.

The development plan for the Sadang Serang Rusunawa is complex because it will be privately funded, resulting in a higher number of non-subsidized Rusunawa units, specifically 123 units, compared to 719 Rusunami units and 208 Rusunami units. According to (Giamarino, 2022), the dominance of commercial housing often displaces the MBR group because the selling price exceeds their purchasing power. Furthermore, (Aristiani, R., 2017) explains that the imbalance of residential units based on economic status has the potential to trigger social conflict in Rusunawa.

This inequality in access to Rusunawa is expected to trigger rejection and conflict from the MBR group in Coblong District, who do not receive a Rusunami unit. According to Permendagri No. 14/2006, every family has the right to a habitable house, so the government is obliged to provide Rusunami for the MBR group. If the need for Rusunami is not met due to the dominance of commercial Rusunawa, this can trigger protests and demands for additional Rusunami quotas.

To mitigate this potential conflict, the Bandung City Government and Rusunawa developers need to take several strategic steps. First, they must map the housing needs of the MBR (low-income community) group in Bandung to ensure proper allocation. Additionally, it is essential to determine the criteria for Rusunami recipients transparently and openly, making the information publicly accessible to avoid misunderstandings. In accordance with Law No. 1/2011 concerning Housing and Settlements, at least 30% of Rusunami units must be allocated to the MBR group to guarantee their access to affordable housing.

Furthermore, implementing a cross-subsidy scheme is necessary to keep Rusunami affordable for MBR, even though it is offered within the same complex as Rusunawa. The involvement of MBR groups and related NGOs in planning the provision and allocation of Rusunami units will ensure that the policies align with their needs. Lastly, transparent socialization regarding the criteria and mechanisms for accepting Rusunawa and Rusunami tenants must be conducted to inform the broader community and prevent potential disputes.

With this inclusion-based mitigation, it is hoped that the construction of the Sadangserang runaway can take place without social unrest due to the inequality of access for MBR. Ensuring the fulfillment of decent housing rights for all levels of society will be key to realizing a harmonious Rusunawa in the city of Bandung.

3. Land Ownership Status

Most of the land for the development of Sadangserang flats is an asset of the Bandung City Government. The Bandung City Government owns the land for the Sadangserang soccer field; however, according to data from the bhumi.atrbpn.go.id website, the land has not been registered. The Bandung City Government owns the land for the Sadangserang Market, and based on data from the bhumi.atrbpn.go.id website, the land has been registered. The land is used as capital participation for Perumda Pasar Sadang Serang. The terminal land is still in the form of a deed of sale and purchase (AJB) whose ownership in its name needs to be reconfirmed. The Bandung City Government currently owns the existing flat land with the status of SHP No. 40 dated 29 March 2001. Meanwhile, a small part of the land within the site is occupied by residents' houses, which, based on data from the bhumi.atrbpn.go.id website, are still empty and have never been measured by the ATR.

The land ownership status in the development area can be categorized into three different types. The first category is land plots registered with Building Use Rights (HGB), which includes the Sadang Serang Market area. The second category consists of land plots that have not yet been registered, specifically the plots used for the Sadangserang Rusunawa and the Sadang Serang Football Field. The third category refers to land plots that are still empty and have never been officially measured. This particular plot is currently occupied by residents' houses and is located south of the Sadang Serang Market, directly bordering the Football Field on its eastern side.

Based on the survey results regarding land ownership status at the Sadangserang Rusunawa development location, it is evident that most of the land belongs to the Bandung City Government. However, there are several important notes related to the land ownership status at the location that require attention to avoid potential conflicts in the future.

Although the land for the Sadangserang soccer field is owned by the Bandung City Government, according to data from the National Land Agency website, it has not been officially registered. Therefore, it is necessary to register the land first to ensure the City Government's ownership of the land (Suharto, 2015). Furthermore, the ownership status of the terminal land is still in the form of a deed of sale and purchase, which needs to be reconfirmed. The unclear ownership status has the potential to lead to future ownership disputes. (Harsono., 2013)

A small portion of the land within the site is owned by residents, which, according to data from the National Land Agency website, remains empty. This condition indicates that some of the residents' land has not been registered or certified. Without the certainty of clear

ownership status, it has the potential to cause vertical conflict between the government and residents regarding the planned development of flats on the residents' land (Sumardjono, 2018)

Therefore, to minimize the potential for conflict regarding land ownership status, the Bandung City Government needs to immediately clarify, register, and certify the lands whose ownership status remains unclear. This process is crucial for providing legal certainty and preventing future horizontal and vertical conflicts related to the Rusunawa development plan. Thus, the runaway development can run smoothly without any obstacles related to land ownership disputes (Winoto, 2014).

Sustainable Planning

The concept of sustainable development emerged in response to the need to address the long-term challenges faced by humans and the planet. Experts recognize that a development model that fails to strike a balance between economic, social, and environmental growth can lead to severe consequences, including environmental degradation, poverty, and inequality. Therefore, the concept of sustainable development emerged as an effort to achieve economic growth that is in line with the preservation of natural resources and the eradication of poverty. This concept also emphasizes the importance of social justice, community participation, and protection of human rights. The latest relevant reference is (Sachs, 2019) *The Age of Sustainable Development*. Columbia University Press," where Jeffrey D. Sachs explains how sustainable development can serve as a guide for countries and communities to achieve sustainable prosperity and overcome global challenges, such as climate change and social inequality.

Sustainable Planning Perspective in the study "Exploring Potential Social Conflicts in Rusunawa Development: Towards Sustainable City Planning in Bandung. In this context, sustainable planning includes several key elements: Environmental Consideration: Sustainable planning must consider the environmental impacts of runaway development. This includes selecting suitable sites, managing natural resources, and minimizing environmental impacts, such as air pollution and waste. Social Justice: Sustainable planning ensures fair and equitable access to affordable housing. This means ensuring that low-income or vulnerable residents benefit from runaway development. Community Participation: Active community participation in planning and decision-making is essential. Involving residents in the planning process enables the better identification of potential social problems and their corresponding solutions.

Reducing the Risk of Social Conflict: Sustainable planning must also consider the potential risk of social conflict that may arise from dissatisfaction or inequality. This includes transparency in housing allocation and efforts to prevent conflict.

Sustainable Management: Long-term management of the flats is also an important aspect. This includes maintenance, renewal, and care that ensures the flats remain sustainable and provide long-term benefits.

From the perspective of sustainable planning, efforts are directed at achieving a balance between economic growth, social justice, and environmental protection in the development of runaway areas. The goal is to create a housing environment that supports the welfare of today's society without sacrificing the interests of future generations and reducing the potential risk of social conflict in the process.

Social conflict and sustainable development have a complex relationship, where social conflict can be an obstacle to achieving sustainable development. Conversely, sustainable development that overlooks the risks of social conflict can face significant challenges. Social conflict, such as inter-group conflict or resource distribution conflict, can hinder sustainable development efforts by disrupting social and economic stability. The United Nations Development Programme (UNDP) Human Development Report 2020 emphasizes that social conflict and violence can hinder progress toward sustainable development goals, such as poverty alleviation and environmental management. Therefore, addressing social conflict and efforts to promote social inclusion are crucial in the context of sustainable development. Conversely, a sustainable development approach that focuses on justice, participation, and sustainable resource management can also help reduce the risk of social conflict and create a more stable and harmonious society. Thus, the relationship between social conflict and sustainable development is an issue that requires careful understanding and management in order to achieve sustainable development.

Sustainable development planning strategies for Sadang Serang flats, to reduce the potential for conflict due to changes in land use, inequality in unit provision, and land ownership status are:

First, conduct intensive socialization using various media to inform affected residents about the flat development plan (Suharto, 2015) With a good understanding, it is hoped that residents can accept changes in land use.

Second, involve residents and community leaders through participatory planning forums (Anuwidjaja, Gunawan and Mr, Mustakim and Hidayat, Maman and Sudarman, 2012). Participation is essential to accommodate the needs and aspirations of residents in flat planning.

Third, conduct a comprehensive socio-economic survey of affected residents so that the provision of flat units is fair and according to needs (Arifin Utha, 2022).

Fourth, carry out land certification and consolidation to provide certainty of ownership status for residents and the government (Santoso, 2015).

With these strategies, it is hoped that conflicts arising from the construction of flats can be avoided and inclusive, sustainable planning can be achieved.

4. CONCLUSION

From the research results, it can be concluded that the potential for social conflict in the development of Rusunawa: a sustainable planning perspective as follows; The potential for social conflict in the development of Rusunawa Sadangserang stems from three primary sources: changes in land use, inequality in the provision of units, and unclear land ownership status. Changes in land use for the development of Rusunawa have the potential to trigger conflicts between Sadangserang Market traders and Sadangserang Terminal users who are affected by the temporary relocation. Without effective management, this can lead to rejection and social friction within the community.

The imbalance between commercial Rusunawa units and Rusunami risks causing inequality of access for low-income groups. This has the potential to trigger conflict without adequate inclusion policies in place. The unclear ownership status of several Rusunawa land plots presents opportunities for conflicts of interest and future land disputes. Clarification and certification are needed to prevent this. A sustainable planning strategy is needed to reduce the potential for social conflict in the development of Rusunawa. Key strategies include community socialization and participation, socio-economic surveys, and clarification of land status. With planning that takes into account environmental, social, and economic aspects in a balanced manner, it is hoped that the Sadangserang Rusunawa can contribute optimally to providing decent housing for residents of Bandung City.

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