



Exploring The Potential For Social Conflict In The Development Of Rusunawa: Towards Sustainable Urban Planning In Bandung City

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Abstract: *This study aims to analyze the potential for social conflict in the development of Sadangserang Flats in Bandung City through a sustainable planning perspective. The research method uses a case study with data collection through in-depth interviews and source triangulation. The results of the study indicate that the potential for conflict arises from three main sources, namely changes in land use, inequality in the provision of residential units, and unclear land ownership status. Changes in the function of the Sadangserang Market and Sadangserang Terminal risk triggering rejection from traders and drivers. The imbalance of commercial units and subsidies can cause access conflicts for low-income groups. Uncertainty in 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. Thus, it is hoped that Sadangserang Flats can provide optimal contribution to the provision of harmonious and equitable housing in Bandung City.*

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

1. INTRODUCTION

Bandung City is a city with a population density of 15,051 people/km², ranking second in Indonesia in 2023, the consequence of high population density is the large demand for the availability of habitable housing for its people, especially for low-income people. The city of Bandung's need for housing each year reaches 15,000 units. So the total need during 2018-2023 is estimated at 90,000 units. (RPJMD, 2018) Bandung

One of the slum areas with high density in the city of Bandung is Sadangserang Village, Coblong District, which is 273 people/ha (SNI 03-1733-2004, the ideal density is <200 people/ha)(SNI, 2019), to overcome the problem of the availability of habitable housing, the Bandung City Government plans to develop rusunawa which will be located in Sadangserang sub-district, Coblong district in the RT 10 RW 15 area with an area of ± 12,866.07 m², with the northern boundary: Jalan Terminal Sadangserang, MUI Bandung City Office, East: Jalan Masjid Annur, Residential area, South: SMP Negeri 63 Bandung, Residential area, West: Jalan Belakang Pasar, Residential area. Most of the planning area is built-up land, namely the market and city transportation terminal. As well as fields.

The development of rusunawa (simple rental flats) in Sadangserang will be a vital solution to overcome housing problems in the rapidly growing city of Bandung because rusunawa promises to fulfill the need for affordable housing for low-income people. However, behind its benefits, the development of rusunawa often has complex social risks and has the potential to cause conflict within the community.

Social risk is a concept used by social scientists to describe the potential negative impacts on individuals or groups of people that arise from a particular policy. Social risk can be uncertainty that affects social welfare, equity, and social inclusion in a society. Social risk is seen in changes in access to basic services such as education, health, and housing, as well as changes in community dynamics and social interactions. Social scientists look at social risk to identify ways to reduce social inequalities and promote greater social inclusion in a variety of contexts..(Kaufmann, FX, & Muscheid, 2021)

Ko, M. Y . conveyed that the social risks in the construction of rusunawa are: 1) Forced relocation, 2) Social conflict, 3) Inequality of Access, 4) Failure in Maintenance and Upkeep of Facilities. The relationship between social risk and social conflict as a consequence of problems that arise in society. Social risk includes various uncertainties, inequalities, or pressures that can trigger social tensions. When social risk is not managed properly, social conflict can arise as a response to feelings of dissatisfaction or injustice.(Ko, 2021)

Social conflict occurs due to differences in interests and values between individuals or groups, and can also be the result of unequal distribution of resources. Social conflict can arise openly or secretly..(Lewis A. Coser, Ralf Dahrendorf, Lewis A. Coser), is a common and natural phenomenon that can often give rise to various actions, including protests, demonstrations, or even violence.(Smelser, 2017)but it is important to manage it in maintaining social stability,(Fajri, MK, & Nurdin, 2015)

Meanwhile, Michel Wieviorka, a French sociologist, developed the concept of social conflict as a process related to social transformation. He argued that social conflict can be a source of positive social change if society is able to manage it well. 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 new approach portrays social conflict as an integral part of social dynamics and community development that can sometimes lead to change and innovation if managed constructively, while recognizing the potential for damage and tension that may arise. This reinforces the importance of understanding and intervening wisely in addressing social conflict to achieve a more just and inclusive society.

Previous studies on the planning of rusunawa development have proposed a deeper understanding of the social dimensions in rusunawa development, including social impact assessments and housing policy analysis. inequality of access to facilities and services, and social inclusion.

Development models that do not pay attention to the balance between economic, social, and environmental growth can lead to damaging consequences, such as 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 poverty eradication. This concept also emphasizes the importance of social justice, community participation, and protection of human rights. The relevant writing on this is "The age of sustainable development. Columbia University Press,". Sachs, J. D. explains how sustainable development can be a guide for countries and communities to achieve sustainable prosperity and address global challenges such as climate change and social inequality. (Sachs, 2019)

The development of theories in housing planning has underlined the importance of including social dimensions in the planning and development process of rusunawa. A deeper understanding of social, economic, cultural, and ethnic factors has a significant impact on the quality of life of rusunawa residents. Previous studies in this field have identified various social problems associated with rusunawa, such as inter-resident conflict, unequal access to facilities and services, and social isolation.

Previous studies have also proposed research methods that focus on a deeper understanding of the potential for social conflict in the development of rusunawa. Some of the approaches that have been used include social impact assessments, housing policy analysis, and case studies of rusunawa residents' experiences. The results of this study highlight the need for more holistic and sustainable planning that includes social aspects throughout the rusunawa development cycle, 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 rusunawa. By finding areas of conflict due to the Sadangserang rusunawa Development plan, and involving a sustainable planning perspective,

By exploring the potential for social conflict in the development of flats through the lens of sustainable planning, this study is expected to provide valuable insights and practical recommendations that can help create flats that are more harmonious and have a positive impact on the communities living in them.

2. METHOD

Using a qualitative approach with a case study method. The reason for choosing this method is to describe conditions, find causes, and enable researchers to find solutions to existing problems (Creswell, 2015). Data collection was conducted through in-depth interviews with community leaders, market communities, terminal communities, environmental groups, and housing rights advocacy groups. In addition to data collection, researchers also conducted triangulation and member checking to ensure the validity of the data. Triangulation is a technique for checking data from the sources being studied. (Sugiyono, 2018). The stages of using data triangulation in research include:

- 1) Collecting data from several different sources or methods
- 2) Data reduction, namely filtering raw data into more focused data.
- 3) Data analysis, which is comparing and combining data from different sources or methods to look for convergence or divergence in findings.
- 4) Data interpretation, namely drawing conclusions from findings obtained by considering different contexts and data sources.
- 5) Drawing conclusions, namely strengthening conclusions obtained by relying on more than one source or method. (Creswell, 2015)

Data analysis was carried out using references from Milliles and Huberman, namely carried out in several stages, including data collection, data reduction, data presentation, and drawing conclusions. (Miles, M. B.; Huberman, A. M., & Saldana, 2014)

3. FINDINGS 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 changes in land use. Conflicts can arise between the government, developers, and local communities regarding development decisions, relocation, compensation, or distribution of benefits. (Yacob, S., Shari, Z. A., & Suratkon, 2020) This shows the complexity of

interactions between various parties that can create friction or disagreement in 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, namely the market and 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 for social risks that will give rise 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.

a. Land Use Changes.

Bandung City in Regional Regulation No. 11 of 2021 concerning Amendments to Regional Regulation Number 3 of 2019 concerning 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 program that is built without evicting the community by temporarily moving the community to the needs of Public Flats with a Term ownership pattern with the concept of those affected by the program and then returning the community to their original place. While the ngaruh yuk program is a branding program of the Bandung City Government in order to meet the land used is local government land, built by the private sector, managed with the concept of utilization cooperation, and returned to the local government after that.

The development plan for Rusunawa in Sadang Serang sub-district, Coblong District, Bandung City requires a land area of $\pm 12,866.07$ m² which is currently used for 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 Sadang Serang Market which has 416 traders and Sadang Serang Terminal which serves 200 city transportation fleets with the Sadang Serang-Caringin route.

Conflicts often arise from changes in spatial planning and land use that force the relocation 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 important 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 the relocation are entitled to a replacement business premises during the relocation period, compensation, and assistance. However, according to(Achdiawan, 2017), often the rights of these traders are violated, triggering rejection and conflict to anarchic actions. Therefore, good socialization and negotiation are needed by involving related agencies and trader associations so that the relocation can run smoothly. In addition, research by(Nacu-Schmidt, A., Andrews, K. T., & Boykoff, 2018)in India also highlights the potential for similar conflicts. The study shows that market relocation in the context of housing developments has caused friction between traders and local authorities. Dissatisfaction arising from lack of involvement in decision-making processes and planning that does not take into account the real needs of traders is a major trigger for conflict in this context.

Meanwhile, the relocation of the Sadang Serang Terminal also risks causing conflict from 200 city transport 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 not balanced with adequate facilities and compensation.

In addition, the relocation of the terminal also has the potential to disrupt transportation access for residents of Coblong District and its surroundings 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 the terminal and market whose location is not yet known from the rusunawa development plan can be a point that triggers the potential for significant social conflict. Several studies provide a relevant picture related to this, namely a study 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. These relocations are often met with dissatisfaction and resistance from affected traders or terminal users. Conflicts arise from concerns about loss of livelihoods, uncertainty regarding compensation or alternatives provided, and the loss of social and cultural aspects of the established market or terminal environment.

From the analysis of several references, it can be concluded that the temporary relocation of terminals and markets for the construction of rusunawa can trigger complex social conflicts. Lack of involvement and lack of adequate compensation or alternatives for those affected are the main driving factors of this conflict. Therefore, planning that involves the active participation of local communities, developers, and the government is very important to reduce the potential for such conflicts. 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.

b. 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 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 greater than Rusunami for MBR.

The development plan for the Sadang Serang Rusunawa has its own complexity because it will be privately funded, so the number of non-subsidized Rusunawa units is greater, namely 123 units compared to 719 Rusunami units and 208 Rusunami units. According to (Giamarino, 2022), the dominance of commercial housing often pushes out the MBR group because the selling price exceeds their purchasing power.

Furthermore,(Aristiani, R., 2017)explained that the imbalance of residential units based on economic status has the potential to trigger social conflict in Rusunawa.

This inequality of access to Rusunawa is expected to trigger rejection and conflict from the MBR group in Coblong District who do not get 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:

- 1) Conducting mapping of housing needs for MBR groups in the city of Bandung
- 2) Determining the criteria for recipients of rusunami in a transparent and open manner to the public.
- 3) Allocate at least 30% of rusunawa units in accordance with Law No. 1/2011 concerning Housing and Settlements.
- 4) Implementing a cross-subsidy scheme so that rusunami remains affordable for MBR even though it is offered in the same complex as rusunawa.
- 5) Involve MBR groups and related NGOs in preparing plans for the provision and allocation of rusunami units.
- 6) Conducting transparent socialization regarding the criteria and mechanisms for accepting rusunawa and rusunami to the wider community.

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

c. Land Ownership Status

Most of the land for the development of Sadangserang flats is an asset of the Bandung City Government. The land for the Sadangserang soccer field is owned by the Bandung City Government, but based on data from the bhumi.atrbpn.go.id website, the land has not been registered. The land for the Sadangserang Market is owned by the Bandung City Government 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 existing flat land is currently owned by the Bandung City Government with the status of SHP No. 40 dated March 29, 2001. Meanwhile, a small part of the land within the site is residents' houses which, based on data from the bhumi.atrbpn.go.id website, are still empty and have never been measured by the ATR.

Land ownership status within development land can be summarized into three different categories, namely:

- 1) Registered Land Area with Building Use Rights

One plot of land registered as a building use right (HGB) is the Sadang Serang Market area.

- 2) Unregistered Land Area

There are two plots of land that have not been registered, namely the plot of land used as the Sadangserang Flats and the Sadang Serang Football Field.

- 3) The Land Area is Still Empty and Has Never Been Measured

The land in question is land occupied by residents' houses and is located to the south of the Sadang Serang Market and directly borders the Football Field on the east side.

Based on the survey results on the land ownership status at the Sadangserang rusunawa development location, it is known 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 need attention so as not to cause potential conflicts in the future.

The land for the Sadangserang soccer field, although owned by the Bandung City Government, based on data from the National Land Agency website, 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 that needs to be reconfirmed. The unclear ownership status has the potential to cause ownership disputes in the future.(Harsono., 2013)

A small portion of the land within the site is owned by residents, which based on data from the National Land Agency website is also still empty. This condition indicates that some of the residents' land has not been registered or certified. Without 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 from the land ownership status, the Bandung City Government needs to immediately clarify, register and certify the land whose ownership status is still unclear. This process is important to provide legal certainty and prevent horizontal and vertical conflicts in the future related to the rusunawa development plan. Thus, the rusunawa development can run smoothly without any obstacles related to land ownership disputes.(Winoto, 2014).

Sustainable Planning

The birth of the concept of sustainable development is based on the need to address the serious challenges faced by humans and the planet in the long term. Experts recognize that development models that do not pay attention to the balance between economic, social and environmental growth can lead to damaging consequences, such as 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 the protection of human rights. The latest relevant reference is "(Sachs, 2019). The age of sustainable development. Columbia University Press," in which Jeffrey D. Sachs explains how sustainable development can guide countries and societies to achieve sustainable prosperity and address global challenges such as climate change and social inequality.

Sustainable Planning Perspective in the study "Exploring the Potential for Social Conflict in Rusunawa Development: Towards Sustainable City Planning in Bandung. In this context, sustainable planning includes several key elements:

- a. **Environmental Considerations:** Sustainable planning must consider the environmental impacts of the flats development. This includes proper site selection, natural resource management, and reducing environmental impacts such as air pollution or waste.
- b. **Social Justice:** Sustainable planning ensures fair and equitable access to affordable housing. This means ensuring that low-income or vulnerable residents benefit from the development of low-cost housing.
- c. **Community Participation:** Active community participation in planning and decision-making is essential. Involving residents in the planning process allows for better identification of potential social problems and solutions.

Reducing the Risk of Social Conflict: Sustainable planning must also take into account the potential risk of social conflict that may arise as a result of 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.

In the perspective of sustainable planning, efforts are directed to achieve a balance between economic growth, social justice, and environmental protection in the development of rusunawa. 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, and conversely, sustainable development that does not pay attention to the risks of social conflict can face serious challenges. Social conflict, such as inter-group conflict or resource distribution conflict, can hinder sustainable development efforts by disrupting social and economic stability. In the "United Nations Development Programme (UNDP) Human Development Report 2020," it is emphasized that social conflict and violence can hinder progress towards sustainable development goals, such as poverty alleviation and environmental management. Therefore, handling social conflict and efforts to create social inclusion are important 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 needs to be understood and managed wisely in an effort to achieve sustainable development.

The sustainable development planning strategy for Sadang Serang flats, to reduce the potential for conflict due to changes in land use, inequality in unit provision, and land ownership status is:

First, carry out intensive outreach using various media to affected residents so that they understand the plan to build flats.(Suharto, 2015). With good understanding, it is hoped that residents can accept changes in land use.

Second, involving residents and community leaders through participatory planning forums.(anuwidjaja, Gunawan and Mr, Mustakim and Hidayat, Maman and Sudarman, 2012). Participation is important to accommodate the needs and aspirations of residents in the planning of flats.

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, 2nd Justice, 2022)

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

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

CONCLUSION

From the research results it can be concluded that the potential for social conflict in the development of flats: a sustainable planning perspective as follows;

- 1) The potential for social conflict in the development of the Sadangserang Rusunawa comes from three main sources, namely changes in land use, inequality in the provision of units, and unclear land ownership status.
- 2) Land use changes for the construction of Rusunawa have the potential to trigger conflicts from Sadangserang Market traders and Sadangserang Terminal users affected by the temporary relocation. Without proper management, this can lead to rejection and social friction in the community.
- 3) The imbalance between commercial Rusunawa and Rusunami units risks creating inequality of access for low-income groups. This has the potential to trigger conflict without adequate inclusion policies.

- 4) The unclear ownership status of several Rusunawa land plots opens up opportunities for conflicts of interest and land disputes in the future. Clarification and certification are needed to prevent this.
- 5) Sustainable planning strategies are needed to reduce the potential for social conflict in the development of Rusunawa. Key strategies include community socialization and participation, socio-economic surveys, and land status clarification.
- 6) 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 in providing decent housing for Bandung City residents.

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