

CONFLICT MANAGEMENT IN THE ENFORCEMENT OF REGIONAL REGULATIONS BY THE CIVIL SERVICE POLICE UNIT OF SUMENEP REGENCY



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Abstract

This research explores the conflict resolution methods employed by the Civil Service Police Unit (Satpol PP) in Sumenep Regency in the context of enforcing regional regulations, with a particular focus on the displacement of street vendors (PKL). The implementation of these regulations frequently leads to social tensions, especially when they impact marginalized groups like street vendors. Using a qualitative case study method, the study was carried out in urban parts of Sumenep, including Taman Tajamara and Giling Sumenep. Data were gathered through comprehensive interviews, on-site observations, and document analysis. The results indicate that coercive enforcement measures often provoke stronger public opposition, whereas approaches that encourage cooperation and community involvement are more successful in fostering mutual trust and resolving disputes peacefully. The research highlights the necessity of embedding social justice values and restorative approaches in regulatory enforcement to promote constructive and harmonious relationships between authorities and the public.

Keywords: Conflict Management, Local Regulation Enforcement, Civil Service Police Unit, Street Vendors, Social Justice

INTRODUCTION

The enforcement of regional regulations (Perda) is one of the key instruments in maintaining public order, protecting the public interest, and upholding the law at the local level. In Indonesia, this role is structurally carried out by the Civil Service Police Unit (Satpol PP), a local government apparatus tasked with enforcing Perda, maintaining public order, and protecting the community (Law No. 23 of 2014 on Regional Government, Article 255). However, in practice, the enforcement of Perda often encounters various social conflicts, particularly when it affects lower-income groups such as street vendors (PKL). This is also the case in Sumenep Regency, where the President of the Student Council at Wiraraja University of Madura harshly criticized the actions of Satpol PP, describing them as inhumane towards street vendors who are simply trying to earn a living in public spaces (Media Pribumi, 2024). Conflicts frequently arise between Satpol PP officers and street vendors, especially during relocation or enforcement operations that are perceived by the vendors as economically and socially harmful. In Sumenep, these conflicts often escalate during the implementation of Sumenep Regency Regional Regulation No. 11 of 2018 on the Structuring and Empowerment of Street Vendors, which governs the organization of street vendor business locations to promote order, aesthetics, and the proper function of public spaces (Sumenep Regency Government, 2018).

The regulation of street vendors not only sparks resistance from the vendors themselves but also affects social relations between the government and the community. If not managed properly, such conflicts can evolve into open disputes that erode public trust in local government (Fisher et al., 2000). Therefore, the conflict management capacity of Satpol PP is crucial—not only to ease social tensions but also to ensure that Perda enforcement is carried out in a humane, just, and rights-respecting manner.

In conflict management literature, the importance of collaborative approaches and participatory communication is frequently emphasized as essential to achieving peaceful and constructive resolutions (Rahim, 2011). Conflict resolution strategies such as mediation, negotiation, and community empowerment are particularly relevant when evaluating public policy implementation processes, including street vendor relocation in Sumenep. Studies on local law enforcement in developing countries show that conflicts between enforcement officers and grassroots communities are often closely linked to factors such as trust, policy legitimacy, and communication gaps between the government and the public (Tyler, 2006). In the Indonesian context, previous research has found that repressive approaches in managing street vendors tend to exacerbate conflicts and widen the social gap between the state and its citizens.

Therefore, a conflict management approach is needed that integrates the principles of social justice, participatory governance, and restorative public policy to ensure that the enforcement of regional regulations is not only legally formal but also ethical and socially just. Based on this premise, this study aims to analyze the conflict management strategies implemented by the Civil Service Police Unit of Sumenep Regency in the enforcement of regional regulations, particularly in relation to the relocation of street vendors (PKL). This research is expected to contribute theoretically to the development of conflict management in the public sector and practically to the improvement of local law enforcement policies that are more participatory and oriented toward social justice.

REVIEW OF LITERATURE

Conflict management in public administration, particularly in the enforcement of local regulations, has been widely discussed in governance and public policy literature. According to Rahim (2011), effective conflict management requires a balance between assertiveness and cooperativeness, emphasizing collaborative approaches to resolve disputes constructively. Fisher et al. (2000) argue that poor conflict management in policy enforcement can escalate tensions and erode public trust in government institutions. In the context of developing countries, Tyler (2006) highlights the critical role of procedural justice, legitimacy, and community trust in ensuring successful policy implementation. Several studies (e.g., Nugroho, 2019; Wijaya, 2021) have examined the tensions between municipal authorities and informal sectors, such as street vendors, noting that repressive enforcement strategies often lead to resistance and conflict. However, there remains a gap in localized analyses of conflict management practices by enforcement agencies such as the Civil Service Police Unit (Satpol PP), particularly in rural or less urbanized areas like Sumenep Regency. This study seeks to address that gap by examining the strategies employed by Satpol PP in navigating social tensions during the enforcement of regional regulations.

RESEARCH METHOD

This study employs a qualitative approach with a case study design. The case study method was chosen to explore in depth the social context, conflict dynamics, and managerial strategies implemented by the Civil Service Police Unit (Satpol PP) of Sumenep Regency in the enforcement of regional regulations, particularly Sumenep Regency Regional Regulation No. 11 of 2018 concerning the Structuring and Empowerment of Street Vendors. This approach is relevant for understanding complex and contextual phenomena that involve multiple social actors (Moleong, 2021). According to Yin (2018), case studies are especially appropriate when researchers seek to answer "how" and "why" questions and when the boundaries between the phenomenon and its context are not clearly defined.

Research Location and Subjects

The research was conducted in Sumenep Regency, with a focus on urban areas where the relocation of street vendors took place, particularly in Taman Tajamara Sumenep and Giling Sumenep. The research informants consisted of Satpol PP officers as the main actors in regulation enforcement, affected street vendors, NGO activists, and relevant community leaders. Informants were selected through purposive sampling, based on their direct involvement and informative capacity regarding the conflict and policies being studied (Sugiyono, 2021).

Data Collection Techniques

This study used a qualitative approach with multiple data collection methods to deeply and comprehensively explore the phenomena. First, in-depth interviews were conducted with affected residents, policy implementers, and street vendors (PKL) who underwent relocation. These interviews aimed to understand the informants' subjective perspectives on enforcement and its impact on their socio-economic lives. This technique aligns with Kvale and Brinkmann's (2015) assertion that in-depth interviews are highly effective for exploring social meanings and personal experiences within public policy contexts.

Second, field observation was carried out to directly observe the dynamics of the relocation process and the responses of the surrounding community. Observations included both participatory and non-participatory approaches, covering interactions between Satpol PP officers and street vendors, public reactions, and physical changes in public spaces following enforcement. This method is crucial for capturing contextual and behavioral data that cannot be obtained through interviews alone (Angrosino, 2007).

Third, document analysis was used to support field findings by examining various official and public documents. These included Sumenep Regency Regional Regulation No. 11 of 2018 on the Structuring and Empowerment of Street Vendors, activity and policy reports from Satpol PP Sumenep, and media coverage related to the relocation process. Document study provided historical, legal, and policy data that enriched the analysis through triangulation (Bowen, 2009).

Data Analysis Technique

The data in this study were analyzed using *Thematic Analysis*, referring to the systematic stages developed by Braun and Clarke (2021). Thematic analysis was chosen for its ability to organize and extract meaning from qualitative data in depth, particularly from narratives involving experiences, perceptions, and complex social practices such as those found in conflicts related to the enforcement of regional regulations. This method enables the identification of patterns and key themes that emerge from interview data, observations, and documents.

The data analysis process in this study followed the systematic steps of thematic analysis. It began with **familiarization with the data**, where the researcher thoroughly read and reviewed interview transcripts, field notes, and relevant documents multiple times to gain an initial understanding of the context and content. This was followed by **generating initial codes**, in which meaningful units such as phrases or sentences were identified and coded manually based on key aspects of the study, including conflict, actor responses, managerial strategies, and policy context. In the **theme searching** stage, codes with similar meanings were grouped together into preliminary themes. For instance, codes like “street vendor resistance” and “tension during enforcement” were combined under the broader theme of “social resistance to relocation.” The next step involved **reviewing themes** to ensure that the data supporting each theme were coherent and aligned consistently with the entire dataset. Finally, in the **defining and naming themes** stage, each theme was clearly defined and given a representative label to facilitate understanding and serve as a foundation for presenting the study’s findings.

The researcher constructed the findings narrative based on the established themes, supported by verbatim quotes from informants and interpretive analysis of the data. Thematic analysis was chosen for its flexibility in exploring complex social phenomena and its capacity to bridge empirical data with theoretical frameworks (Terry et al., 2017). Additionally, this method is widely used in studies of public policy, conflict management, and organizational studies that center on the lived experiences of field actors. Furthermore, this approach is inductive in its initial coding process but deductive in theme development, linking findings to theories of conflict management and participatory policy.

Data Trustworthiness Test

In qualitative research, data trustworthiness is ensured through the application of four criteria developed by Lincoln and Guba: *credibility*, *transferability*, *dependability*, and *confirmability* (Nowell et al., 2017). To ensure that the collected and analyzed data possess scientific integrity, the researcher implemented several verification techniques as follows:

a) Credibility

Internal validity was maintained through *member checking*, which involved confirming the interpretation of the data with informants to ensure that the meanings captured by the researcher aligned with the respondents' intentions. Additionally, *prolonged engagement* and *persistent observation* in the field were conducted to gain an in-depth understanding of the social and cultural context in which the phenomenon occurred (Cope, 2014).

b) Transferability

To guarantee the applicability of the findings to other relevant contexts, the researcher provided a *thick description* of the social setting, informant characteristics, and event dynamics. This allows readers or other researchers to make interpretations and judgments regarding the potential transfer of the findings to similar cases (Korstjens & Moser, 2018).

c) Dependability

Research process consistency was maintained through an *audit trail*, which is a systematic documentation of every research step—from problem formulation, design, interview and observation execution, to the analysis process. The researcher also conducted *peer debriefing* with colleagues or experts in conflict management to review the logic of the findings and interpretations (Nowell et al., 2017).

d) Confirmability

To ensure that the findings were unbiased and free from the researcher's personal interests, *source and method triangulation* was applied, along with the establishment of a *data trail* supporting the interpretation of results. Raw data, initial codes, analytical memos, and discussion documents were preserved as evidence of objectivity (Korstjens & Moser, 2018).

By applying these principles, this study aims to produce findings that are valid, trustworthy, and scientifically accountable.

RESULTS AND DISCUSSION

The results of this study describe the dynamics of conflict management in the enforcement of Sumenep Regency Regional Regulation No. 11 of 2018 on the Structuring and Empowerment of Street Vendors. The main findings are classified into three major themes: (1) Sources of conflict between street vendors and Satpol PP, (2) Conflict management strategies by Satpol PP, and (3) Public perceptions of the enforcement of the regional regulation.

Sources of Conflict: Relocation and Inequality in Socialization

The main conflict in the relocation policy for street vendors (PKL) often stems from the lack of meaningful involvement and effective communication between the government and the vendors. Many street vendors feel they were not substantively involved in the policy-

making process and that there was a lack of public communication from the government. One informant (PKL-03) stated:

"We learned about the relocation not from direct socialization but through rumors among the vendors. They said socialization had been carried out, but we never felt included in the official meetings."

This statement strengthens previous findings that policy conflicts are often triggered by miscommunication and weak public participation (Harsanto, 2022). The Satpol PP itself acknowledged limitations in resources and communication strategies. One informant from Satpol PP (Satpol-02) revealed:

"Our challenge is the number of personnel and time. Socialization is done gradually, but not all vendors can attend or receive the same message."

Several other street vendors also pointed out that the relocation sites were not suitable for their needs. One vendor (PKL-05) said:

"The new place is far from the crowds. If we move there, who will buy from us? We could incur losses."

Meanwhile, an informant from the sub-district office (Kel-01) explained: "We invited several representatives of the vendors for an initial discussion. But not all groups attended. There was also miscommunication about the time and place of the meeting." These findings indicate an imbalance in two-way communication between policymakers and the affected groups. The lack of meaningful involvement in the planning and implementation of the relocation policy increases the potential for social resistance (Kapele, Kawengian, & Rembang, 2018; Fitriana, Auliya, & Widiyarta, 2020).

Conflict Management Strategies: Persuasive and Humanistic

The Civil Service Police Unit (Satpol PP) of Sumenep Regency tends to use a persuasive-humanistic approach before taking repressive action. This approach aligns with the mandate in Article 15, Paragraph (1) of Regional Regulation No. 11 of 2018, which states that enforcement should consider humanitarian approaches and dialogue. One field officer (Satpol-05) said:

"We don't immediately carry out forceful enforcement. We send a notice three times. If they still refuse, then we take firm action. But we still use dialogue and assistance." This strategy supports the principle of conflict de-escalation, which emphasizes communicative approaches to reduce the potential for social conflict (Rahim, 2017; Weeks, 2020).

This persuasive approach is also reflected in a statement by the Head of Satpol PP Sumenep, who emphasized that they prioritize socialization and communication before enforcement:

"We always prioritize a persuasive and humanistic approach in every enforcement action, in accordance with the Regional Regulation and the instructions from the Regent."

A street vendor (PKL-07) also acknowledged the humanistic approach of Satpol PP:

"Satpol PP came politely, told us to move. They didn't immediately tear down our stalls, but gave us time to prepare." (PKL-07).

However, not all vendors felt the same way. Another vendor (PKL-08) said:

"We felt we were not involved in the relocation process. Suddenly, there was a notice without any prior dialogue." (PKL-08)

This indicates that while a persuasive and humanistic approach has been applied, challenges remain in ensuring effective communication and involving all relevant parties.

Public Perception: Between Order and Social Empathy

The general public shows diverse perceptions. Most support enforcement for the sake of city order, but also feel empathy for the street vendors affected. One resident (W-01) said: "If the city is more orderly, we are happy. But we also feel sorry for the vendors who lose their place to make a living."

Another informant (W-02) added:

"This enforcement is actually necessary, but we also need to consider its social impact, such as for street vendors who support their families from here."

These findings indicate a value conflict between the interests of public space order and social economic justice. As explained in the literature on conflict, this dynamic is a latent conflict that can resurface if not managed fairly (Deutsch et al., 2020). In line with this, a social expert (PS-01) explained:

"If enforcement is only seen from the perspective of order, we will ignore the economic justice aspect faced by those who depend on their livelihood in that area."

Conflict Dynamics in the Enforcement of Regional Regulations: Tension Between Order and Economic Rights

The enforcement of Regional Regulation (Perda) No. 11 of 2018 in Sumenep Regency, concerning the Arrangement and Empowerment of Street Vendors, is an important legal instrument in maintaining the aesthetics and order of public spaces. However, its implementation often creates friction between the formal interests of the government and the informal interests of the community, particularly the street vendors (PKL) who rely on economic activities in public spaces for their livelihood.

In an interview with one informant, a street vendor (PKL-02), stated:

"We don't oppose being regulated, but we need a clear place, and buyer access must remain. If we are just evicted without a solution, it will make us lose our livelihood."

Another informant (PKL-03), who had been selling in the area for two years, revealed: "I'm not against following the rules, but up until now, there has been no communication from the government before we are moved. Suddenly, officials come and dismantle our stalls."

Meanwhile, a resident (W-02) living near the street vendor area provided a different perspective:

"I understand they are making a living, but sometimes it gets messy and blocks the road. The government also needs to be firm, as long as it's not unjust."

These statements show that the conflict is not only legalistic but also touches on socio-economic, cultural, and psychological aspects of the community. This conflict reflects both conflict of interest and value conflict, as explained by Robbins and Judge (2019), where there is a clash between the values or interests of individuals or groups, leading to social and emotional tension. If this conflict is not handled through dialogue and solutions, it has the potential to develop into structural resistance against the policy.

Theoretical Perspective: Structural and Humanistic Approaches

From a structural approach, the enforcement of the Regional Regulation often positions the Civil Service Police Unit (Satpol PP) as the implementers of authority, operating within the confines of formal procedures but without enough space to negotiate empathetically. As one Satpol PP officer (Satpol-03) stated:

"We are just carrying out our duties. Sometimes it's a dilemma, because they are also residents. But if we don't take action, we are seen as negligent in enforcing the rules."

A similar statement was made by another officer (Satpol-04), who was involved in the field enforcement:

"We are often the targets of anger, even though the decision is not ours. We understand that vendors need to make a living, but we also have responsibilities."

This dilemma shows that field officers are under structural pressure, on one hand being required to enforce the law, while on the other hand being aware of the human impact of their actions. In this context, Galtung (1969) refers to this as a form of structural violence, a situation in which systems or policies systematically marginalize certain groups without direct physical violence. Enforcement actions carried out without a well-planned and participatory relocation process can be categorized as institutionalized structural violence, as it creates socio-economic vulnerability for marginalized groups, particularly street vendors.

Meanwhile, the humanistic approach encourages handling conflict by considering basic human needs such as safety, social recognition, and economic sustainability. Burton (1990) emphasized that social conflicts will not be resolved if basic human needs are ignored or repressed. In this case, the implementation of the Regional Regulation should not only focus on enforcement and control aspects, but also develop conflict resolution mechanisms based on social dialogue, citizen participation, and the fulfillment of basic needs.

A local community leader (TM-01) stated:

"If the government wants to enforce order, they should talk to the residents first. Don't just put up prohibition banners. Vendors need certainty, not just warnings."

This statement underscores the urgency of using a participatory approach in public policies that directly affect the lives of ordinary people.

Conflict Management Strategy: Collaborative, Persuasive, and Participatory

This study found that the most effective conflict management strategies are the collaborative and persuasive approaches. This aligns with the Thomas-Kilmann Conflict Model, which recommends the collaborating model as the best approach to resolving social conflicts, as it involves two-way communication and active negotiation of interests (Thomas & Kilmann, 2007).

Several participatory approaches have begun to be implemented by the Civil Service Police Unit (Satpol PP) of Sumenep, although the implementation is not yet comprehensive. For example, in several street vendor (PKL) locations in Sumenep, street vendors were given transition time, intensive socialization, and involvement in discussion forums before relocation took place.

One informant from the street vendor group (PKL-07) stated:

"When we were invited to a meeting and explained the relocation plan, we felt more respected. Even though we still had to move, at least we had time to prepare."

A Satpol PP officer (Satpol-02) also explained:

"In some locations, we tried an approach through deliberation first. We met with community leaders and then invited street vendors to talk. This was more effective than taking immediate action."

This strategy has proven to reduce community resistance and improve the effectiveness of enforcement policy implementation.

In the context of Indonesia, Hanifah & Mussadun (2014) noted that the success of street vendor relocation in Semarang was greatly determined by the active participation of vendors from the planning stage. This involvement fostered a sense of ownership and reduced the

potential for conflict. Their study highlighted the importance of strategic communication, transparency of information, and open dialogue between the government and affected citizens as the foundation of healthy and just social relations.

Public Perception, Social Stigma, and Policy Inequality

Relocation policies are often accompanied by a negative stigma towards street vendors (PKL), who are seen as 'disturbers' of urban order. However, the reality is more complex. Many street vendors are victims of urbanization and economic inequality. This negative labeling strengthens resistance and exacerbates the conflict. As explained by a community leader (TM-01):

"Street vendors are part of the pulse of the small economy. If they are evicted without a humane approach, it's not a solution, it creates new problems."

A street vendor (PKL-08) also expressed:

"We are not the ones ruining the city. We're just trying to make a living. But we are often treated like trash that needs to be removed."

These statements reflect how the negative stigma against street vendors can deepen social conflicts and hinder sustainable solutions.

The negative perception of street vendors is part of a dominant narrative that is often reproduced in public policy. This is where framing analysis in policymaking becomes important, not only to address the symptoms but also to tackle the root causes of social issues. Research by Romadhon (2019) shows that local media tends to frame street vendors as the cause of urban planning problems, without considering their socio-economic context. This reinforces the stigma and influences public policies that are less favorable to street vendors.

Policy Implications and Conflict Management Based on Local Wisdom

Conflict management within the context of the Satuan Polisi Pamong Praja (Satpol PP) in Sumenep Regency cannot be separated from the local and cultural values of the Madurese community, which uphold consensus, familial bonds, and social harmony. A purely formal-legal approach is often less effective in resolving conflicts rooted in long-term social relations. Therefore, integrating local wisdom is crucial in fostering sustainable peace. The Madurese people have a life philosophy, "Rampak Naong Bringen Korong," which literally means "seeking shelter together under a large banyan tree." This expression reflects values of togetherness, balance, and peace in community life. The implementation of these values is seen in daily practices, such as mutual cooperation (gotong royong) and deliberation (musyawarah) to solve problems collectively (Takdir, 2018).

Moreover, the concept of "Taretan Dhibi'," or close siblings, also plays a key role in maintaining harmonious social relations. This concept emphasizes the importance of preserving emotional bonds and maintaining social ties between individuals, which forms the basis for resolving conflicts peacefully and with familial care (Zubairi, 2019). According to Lederach (1997), the approach to peacebuilding should involve multiple layers of society and focus on long-term relationships. Lederach stresses the importance of creating social infrastructures that support reconciliation and the sustainable transformation of conflicts.

In the context of Sumenep, this approach could be implemented by involving community leaders, religious figures, and traditional institutions in the mediation and conflict resolution process. For example, in the relocation process of street vendors (PKL), Satpol PP could collaborate with these figures to develop more humane strategies that are accepted by the community.

CONCLUSION

The enforcement of Sumenep Regency Regional Regulation Number 11 of 2018 on the Organization and Empowerment of Street Vendors contains a high potential for conflict, particularly between the government's interests in maintaining public order and the economic interests of small-scale communities, especially street vendors (PKL). This conflict is not only structural but also social and cultural, requiring management with a multidimensional approach. Research findings show that in practice, the enforcement of the regional regulation by Satpol PP tends to focus on a coercive approach, although there have been some efforts to apply a persuasive approach in certain cases. Tensions arise due to the lack of effective communication, limited public involvement in the relocation planning process, and the absence of guarantees for the economic continuity of street vendors post-enforcement. On the other hand, Satpol PP faces a dilemma between exercising their authority and maintaining social relations with the community.

Conflict management in this context requires a collaborative approach based on dialogue, social sensitivity, and local wisdom. Conflict resolution will be more effective if it is based on humanistic principles, acknowledging the economic rights of citizens, and building mutual understanding between the government and the community through deliberation and participatory planning. Thus, the conflict in enforcing the regional regulation should not solely be viewed as a threat to public order, but also as a reflection of communication failures and a lack of public participation. Transforming the approach from a repressive to a collaborative one is key to building fair, humane, and sustainable regulatory governance.

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