



Implementation of Community Participation Policies in the Road Infrastructure Development

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ABSTRACT

This study describes community participation and analyzes the supporting and inhibiting factors in implementing the Malang Regent Decree on Determining the Status of Road Sections as Regency Roads. The research was conducted in the Pakisaji Subdistrict, Malang Regency. The data analysis technique in this research uses qualitative analysis. The results show that implementing community participation policies in road infrastructure development based on the Malang Regent Decree has been carried out quite well by Edward's theory, which includes communication, resources, disposition, and bureaucratic structure. However, according to Cohen's theory, the implementation has not fully met the level of community participation, especially in the evaluation of activities. Supporting factors for success include the quality of human resources, community awareness, leadership commitment, understanding of road infrastructure, and access to information. The inhibiting factors include limited human resources, budget constraints, geographical challenges, the absence of a unique team, and less detailed technical regulations. Policy implementers are expected to increase the workforce, form special teams, analyze budgets in detail, optimize resources, and adjust technical regulations to increase community participation in road infrastructure development.

Keywords: Community Participation, Infrastructure Development, Public Policy Implementation.

1. INTRODUCTION

The principle of accurate, broad, and responsible regional autonomy is an option in the governance, development, and community empowerment system throughout the territory of the Unitary State of the Republic of Indonesia as part of the reform demands. The principle of decentralization allows regions to develop strategies to utilize their potential appropriately, effectively, and efficiently for the community's welfare (Kusnadi, 2020). Power sharing is needed to promote independence and protect individuals from arbitrary action (constitutional effect). In advancing equality, government power must provide broad opportunities for citizens to participate in political decision-making (democratic effect). Meanwhile, to promote welfare, government power needs to effectively meet the needs of the people, reflecting the dynamic relationship between government and society (Sukowati, 2010).

The Government of Malang Regency aims to realize equitable distribution of community welfare through road infrastructure development as the central pillar of public services and resource utilization. Road infrastructure is planned with a regional development approach to improve connectivity between activity centers, equitable development, and the regional economy (Sihombing, 2023). Development planning involves political, technocratic, participatory, top-down, and bottom-up approaches. The participatory approach involves community participation in road implementation, guidance, and supervision. This is reinforced by the Regent's Decree and Permendagri No. 86/2017, which states that regional development planning aims to increase income, access to public services, and regional competitiveness.

Community participation is the participation of individuals or groups in development programs, from planning to evaluation, which can support development success (Ismatullah, 2021). Participation includes decision-making, implementation, benefits, and evaluation as a development cycle (Cohen & Uphoff, 1980). Road supervision aims to optimize infrastructure implementation, prevent deviations, and achieve development goals (Arisandi, 2023). Steady roads have physical and service conditions that meet minimum operational standards. In 2023, Malang Regency's road stability was 72.62%, the fifth lowest in East Java (Widjajanto, 2017). Traffic loads and construction negligence exacerbate road deterioration, requiring construction management (Anwar, 2012). Road condition assessment is

measured using the International Roughness Index (IRI) according to the Minister of PUPR Regulation, with the results reflecting the road surface's smoothness level.

This study aims to describe community participation and analyze the supporting and inhibiting factors in implementing the Malang Regent Decree on the Determination of Road Status as Regency Roads in Pakisaji Sub-district, Malang Regency. The results of this research are expected to make practical and theoretical contributions to the advancement of public administration science. Practically, this research can encourage better community participation so that road infrastructure development becomes more aligned with community needs while increasing effectiveness and efficiency in resource allocation. Theoretically, this research contributes to the development of public participation theory, particularly in understanding the factors that influence the success of the development planning process.

2. LITERATURE REVIEW

Policy is a series of activities or decisions the government makes to plan specific programs to overcome obstacles and take advantage of opportunities to achieve goals (Agustino, 2017 in Marwiyah, 2022). According to Jones (1970), public policy is the relationship between specific government units and their environment, while Jenkins (1978) defines it as interrelated decisions by political actors to achieve specific goals within the limits of their authority. Dye (1987) adds that public policy includes actions that the government does or does not take to regulate conflict and achieve societal goals. Anderson classifies policies into several types, such as substantive and procedural, distributive, regulatory, and redistributive, and material, symbolic, public goods, and private goods policies, each regulating aspects of people's lives.

Public policy implementation is an important stage in the policy process because only through implementation can policy objectives and results (outputs and outcomes) be achieved (Sutmasa, 2021). Abdoellah and Rusfiana (2016) define implementation as a series of activities after formulating the policy. Without implementation, policies will only be documents without real impact. Grindle (1980) emphasizes that implementation not only includes bureaucratic procedures but also involves conflict, decisions, and distribution of policy benefits. However, there is often an implementation gap, which is the difference between policy plans and results. Factors influencing implementation include internal factors, such as policies and their supporters, and external factors, such as the environment and stakeholders (Abidin in Abdoellah & Rusfiana, 2016). George C. Edwards III identified four important factors: communication, resources, disposition, and bureaucratic structure, which must run effectively to ensure policy success.

Community participation theory explains the importance of people's mental and emotional involvement in development through ideas, initiatives, or direct actions (Bachmid, 2021). Moeljarto (1987) emphasizes that development should focus on people's welfare, starting from the needs and potential of the community. Participation includes four stages: decision-making, implementation, utilization, and evaluation (Cohen & Uphoff in Khikmawanto, 2022). In addition, Pretty (2015) divides participation into seven levels, from passive participation to self-mobilization. Forms of participation can be vertical, where the community is the beneficiary, or horizontal, where the community participates equally (Efendi in Kaehe, 2019). Participation is also divided into physical, such as cooperation, and non-physical, in the form of ideas and input (Basrowi in Kaehe, 2019).

Indicators of community participation include internal and external factors. Internal factors include the characteristics of individuals in the group, such as age, gender, education, occupation, income, and level of involvement in development activities, which strongly influence participation (Watson in Kaehe, 2019). External factors include the direct influence of interested individuals or groups (stakeholders) in decision-making (Sunarti in Kaehe, 2019). Community participation includes policy, strategy, communication tools, dispute resolution, and therapy (Carter in Kaehe, 2019). Its benefits include creating a responsible society, enhancing learning, reducing alienation, encouraging government support, increasing political awareness, and ensuring decisions reflect the community's needs. With active participation, community disapproval of development is expected to be minimized.

Development, according to Sondang (in Kaehe, 2019), includes all efforts of community groups to improve local and national life in a planned manner towards modernity. Development is a continuous process carried out consciously and structured, aiming to create a better, advanced life and improve mastery of science and technology. According to Grigg in Lubis et al. (2017), infrastructure is a physical system that includes transportation, drainage,

buildings, and public facilities that support social and economic needs. As a vital development element, road infrastructure supports the mobility of goods and people, facilitates economic distribution, and improves access to public services. Road conditions are assessed based on the appropriate stability level, divided into steady, unsteady, and critical roads (Srianty, 2017).

3. RESEARCH METHODS

3.1 Research Design

This research uses a descriptive qualitative approach based on postpositivism to understand problems with data in words or pictures, emphasizing meaning rather than generalization (Sugiyono, 2013). This method includes observation, questionnaires, interviews with informants, and reflective data analysis to describe perceptions, involvement, and barriers to community participation in road construction.

3.2 Research locations

The locations of this research include the Malang District Regional Development Planning Agency (Bappeda), the Malang District Bina Marga Public Works Office, and the Pakisaji Sub-district. Pakisaji Sub-district was chosen because of the unequal road quality comparison with other Malang District sub-districts. Many roads in Pakisaji are still or severely damaged, although they should be passable.

3.3 Data Analysis Technique

This research uses qualitative data analysis techniques with the Miles and Huberman interactive model, which includes three stages: data reduction, data presentation, and conclusion drawing and verification. Data from interviews, observations, and questionnaires were reduced to summarize the main things according to the research objectives. Furthermore, the data was presented narratively to make it more organized and easily understood. Conclusions were drawn gradually and verified through triangulation, and the representativeness of the data was checked to ensure the validity of the research results.

4. RESULTS AND DISCUSSION

4.1 Research Results

According to Miles and Huberman (in Abdussamad, 2021), qualitative data analysis is conducted interactively and continuously until it reaches data saturation, when no new information is obtained. In implementing the Malang Regent Decree on Determination of Road Status, data collection was conducted through field surveys and interviews with various resource persons, including policy implementers, to obtain accurate information. According to Miles and Huberman's theory, data was presented through narrative descriptions, charts, or flowcharts (Sugiyono, 2013). This research uses Cohen's participation approach, including decision-making, implementation, benefits, and evaluation. Interviews were conducted with the Bina Marga Public Works Office, Bappeda, and residents of Pakisaji Sub-district, including Ibu Ayu and Ibu Endang, at the sub-district office.

This research aims to determine the extent of community participation in road development and the efforts made by the Bina Marga Public Works Office as the policy implementer and Bappeda as the compiler of the Regional Apparatus Work Plan. Communication indicators are one of the main aspects of the successful implementation of public policies. Communication is carried out through policy socialization to implementers and the community to equalize stakeholder perceptions. Based on interviews, the Bina Marga Public Works Office has conducted direct socialization with the community, collected testimonials, and held discussion forums related to the General Road Network Plan (RUJJ). Although not all communities understand the importance of participation, these methods are effective as more citizens understand the authority and mechanism of development proposals. Furthermore, in-depth interviews were conducted to analyze the level of community participation based on Cohen's theory, including decision-making, implementation, benefits, and evaluation.

This research explores community participation in road development through interviews with policy implementers, Regional Apparatus Work Plan verifiers, and Pakisaji Sub-district residents. Based on the interviews, road development needs were identified through field surveys using the technocratic approach, development planning deliberation (musrenbang), and the council's main ideas. One informant stated, "Through the technocratic approach, planning is carried out with field surveys by the technical development division, plus previous survey data as a

reference for the urgency level of road improvements". The community is involved through musrenbang at the village and sub-district levels. However, not all proposals can be accommodated. Another informant mentioned, "Community proposals depend on the APBD budget, but if there are additions from the APBN, such as DAK, some additional proposals can be accommodated". Coordination is carried out by incorporating musrenbang proposals into the Annual Work Plan (Renja).

The people of Pakisaji Sub-district have participated quite well through musrenbang and direct proposals, but some proposals have not been maximally accommodated. The informant stated, "Every proposal from village representatives is always accommodated and discussed, but implementation follows the available budget". Meanwhile, another informant revealed, "Many proposals are not passed, so the community is still not optimistic about musrenbang activities". Information on road authority is routinely conveyed before the sub-district development planning meeting (musrenbangcam). However, some communities admitted that they did not understand the technical details, such as differences in road markings. An informant said, "We often receive information related to a road authority, but sometimes we are confused about the difference between yellow and white road markings". These results show that community participation has been facilitated, but the accommodation of proposals and technical understanding still needs to be improved.

Community participation in implementing road construction in the Pakisaji Sub-district was identified through interviews with several informants. According to one informant, "Before we carry out physical activities in the field, we always go to the field first to coordinate with the village or sub-district. We usually ask the village to help us with socialization beforehand so as to avoid conflicts". Regarding labor, another informant mentioned, "Third parties usually involve local labor because it is more practical, especially for work that does not require special skills". Implementation information is conveyed to the village government to be forwarded to the community. "We provide information directly to the village government, they should forward it to the community", said the informant. Regarding supervision, Bappeda conducts monitoring and evaluation (MONEV) and holds a Public Consultation Forum. One resident said, "Usually we are involved in the construction workforce, like when the road in Kebonagung was repaired, the local workforce was used". Another resident added, "I have never been directly involved, only helping to provide drinks if the work is near my house". These results show that there is community involvement, although the roles vary.

Community participation in benefiting from road construction in the Pakisaji Sub-district was identified through interviews with various informants. One informant stated, "We have a team that collects community testimonies regarding road construction, including asking about the quality of the road whether it is as expected or not". Post-development surveys are also conducted by Bappeda through monitoring and evaluation (Monev) activities every semester to ensure that the benefits of development meet community needs. Another informant explained, "Monev is conducted by going directly to the field to meet with village and sub-district governments and local residents". In addition, Bappeda analyzes the alignment of development with regional goals listed in the RPJMD, such as prioritizing roads that support economic access, such as agriculture and trade.

The Bina Marga Public Works Office indirectly involves the community in the evaluation by collecting testimonials to assess road quality. The informant said, "We use the survey results and community input as a reference for the following year's development, while the already good roads are only maintained in function". Bappeda, through M&E activities, also receives community criticism and input to improve the planning quality. One resident stated, "I hope the evaluation involves the community more so that our complaints are followed up and informed". Another resident added, "We hope that the evaluation of road construction explains the reasons for proposals that were not passed so that the community can better understand and accept the results".

Resources, including human and capital resources, are important indicators of successful policy implementation. Based on interviews, the budget available for socialization activities and testimonial collection is sufficient. One informant stated, "Because our activities are socialization and testimony collection, the existing budget is sufficient, not as large as physical activities". The ability of the implementers is also considered good, as stated by the informant, "Implementers who go to the field have usually been stationed at the UPT in the Pakisaji area for a long time, so they understand their duties". Supporting facilities such as operational vehicles and laptops are also adequate, as mentioned, "We have vehicles such as double cabin cars and Innova for activities, as well as 3-4 laptop units in each UPT, including Pakisaji".

Disposition plays a role in maintaining the consistency of policy implementers. The informant mentioned, "The leadership's commitment is already there, as seen from the provision of budgets and directives to always involve the

community”. The attitude of implementers in the field is also maintained even though they sometimes face challenges, such as conflicts with the community. “There are quarrels with the community, especially provocative ones, but we still report their input as evaluation material”, explained one informant. Community trust in the government’s intentions is quite good, reflected in the number of Musrenbang proposals that come directly from the community. The informant added, “Most of the proposals that come to us are input from the community, not just the village or sub-district government”.

An effective bureaucratic structure is also key to successful policy implementation. The informant explained that Dinas PU Bina Marga has seven UPTs for several sub-districts. “If there are difficulties in implementation, the Bina Teknik field will directly assist the UPT in the field”, said the informant. Coordination is done through face-to-face meetings for complex issues, while quick communication uses WhatsApp or Google Meet for simple issues. Regarding regulations, the informant mentioned, “There are no detailed technical guidelines, we only refer to the laws that discuss road administration and conduct activities based on experience”. This suggests the need to develop more explicit regulations to improve the effectiveness of community participation.

Based on interviews, factors supporting the successful implementation of the Malang Regent Decree include internal and external factors. Internally, human resources (HR) competence is the primary determinant. The informant stated, “If the human resources understand the contents of the decree, they will know what to do to increase community participation”. In addition, the leadership’s commitment can also be seen in the provision of an adequate budget, as mentioned by the informant, “The budget for socialization is sufficient, especially when compared to physical activities”. Externally, community awareness of the importance of participation is a key factor. The informant added, “Community awareness is important to promote welfare, so we routinely conduct surveys and socialization to the villages”. The support of the village government, which is active in inviting the community, is also considered very helpful.

Factors inhibiting policy implementation include internal and external barriers. Internally, the quality of human resources can be an obstacle if they do not understand their duties. The informant mentioned, “If human resources are insufficient, the task of socialization will be difficult to carry out, even though the tools and technology are adequate”. In addition, budget constraints remain a challenge, even though there is sufficient budget for socialization activities. Externally, the low awareness of some communities of the importance of development participation is a significant obstacle. “Public awareness is still low, so we need a special team to handle this”, said one informant. Other obstacles include the less-than-optimal role of the village government in inviting the community to participate, as well as geographical challenges in remote areas of Malang District where access to development information is complex.

4.2 Discussion of Research Results

The research results on community participation in road infrastructure development in the Pakisaji Subdistrict are based on the Law of the Republic of Indonesia Number 2 of 2022. Article 3 mandates the importance of community participation in road implementation. At the same time, Article 62 gives the community the right to provide input, participate, obtain benefits, and file a lawsuit for road development losses. Surveys and interviews show that the implementation of this policy faces technical challenges. However, the Bina Marga Public Works Office has made every effort through the programs listed in the 2024 Work Plan. The Malang District Head’s Decree on Road Status Determination is less evident in providing technical direction to increase community participation. However, various socialization activities have been carried out to support community participation.

Socialization activities to increase community participation have been included in the Regional Apparatus Work Plan and budgeted for in the “ROAD ORGANIZATION PROGRAM” without being separated into specific accounts for specific programs, activities, or sub-activities. For example, in the routine road maintenance handling type, the budget for community socialization and evaluation is included in the sub-activity. This research uses Edward’s primary theory of public policy implementation, which includes four success factors: communication, resources, disposition, and bureaucratic structure. These factors work simultaneously and interact with each other to support successful policy implementation if implemented optimally. As a complement, Cohen’s participation theory is used to analyze the results, emphasizing the importance of community participation in supporting the success of public policies.

The discussion of community participation based on Cohen’s theory is linked to the communication factor from Edward’s theory, which highlights four levels of participation: decision-making, implementation, benefit-taking, and evaluation. Based on the results of observations and interviews, communication is the main supporting factor in policy

implementation. The Bina Marga Public Works Office has conducted socialization and testimony collection, which are effective for increasing community participation in road infrastructure development in the Pakisaji Sub-district. This aligns with public policy communication theory, emphasizing the importance of informing stakeholders. In addition, available resources, such as budget, competent implementers, and supporting facilities, such as vehicles and supporting tools, are also adequate. Policy implementers have a good understanding of local conditions and communities, supporting the success of this program.

Disposition is an important factor in policy implementation. Based on interviews, policymakers are firmly committed to involving the community, which is realized through providing budgets and explicit directions for implementing activities. Although sometimes there are differences of opinion between implementers and the community, implementers consistently report input as material for development evaluation. The level of community trust in the government is also reflected in active participation in the Musrenbang forum. This shows the responsiveness of the Malang District Government, especially the Bina Marga Public Works Office, in involving the community fairly. In addition, the bureaucratic structure supports policy implementation through flexible coordination between the seven UPTs using WhatsApp, Google Meet, or face-to-face meetings. However, the Regent Decree does not include technical guidelines for community involvement, so implementation is still based on annual experience.

Observations and interviews show that community participation in road development includes decision-making, implementation, benefit-taking, and evaluation. The community can participate in proposing road sections to be built or repaired through the Musrenbang, the Council's main ideas, and the technocratic approach. The Bina Marga Public Works Office has increased community participation through socialization and evaluation activities outlined in the Regional Apparatus Work Plan. In addition, Bappeda also plays an active role by monitoring and evaluating twice a year or more according to field needs. Bappeda also holds Public Consultation Forums to absorb community complaints and input, either directly or through representatives of village and sub-district governments, to ensure that development plans align with community needs.

The level of participation in implementation shows that conflicts that arise during road construction have been minimized by the Bina Marga Public Works Office through early coordination before physical activities are carried out. Coordination was carried out through direct information to the community and the Village Government, which then forwarded the socialization to the residents. In addition, the use of local labor by third parties has also been carried out, although it is not yet mandatory because no specific regulation governs it. These efforts have helped to create community involvement in the implementation of road construction in the Pakisaji Sub-district. However, there is still room for further development regarding regulations that can strengthen community involvement.

In participation in benefit capture, the Bina Marga Public Works Office has conducted surveys and collected community testimonials to assess the benefits of road construction. Bappeda also conducts periodic monitoring and evaluation to ensure development aligns with Malang District's RPJPD and RPJMD objectives. The community of Pakisaji Subdistrict feels the benefits in the form of easy access to public and social facilities and the comfort of the improved road. However, residents consider that there is a need for a School Safety Zone (ZOSS) to protect students crossing the road around the school. In the evaluation, the Bina Marga Public Works Office made the maximum effort by collecting testimonials related to road stability. However, the community has not been directly involved in the evaluation process because there is no clear technical direction.

The Bina Marga Public Works Office and Bappeda emphasized that the results of collecting community testimonials and monitoring and evaluation carried out during the current fiscal year will be used as evaluation material for road development planning in the following year. Community testimonies are included in the data collection on the condition and function of District roads to facilitate the process of selecting and prioritizing the handling of road sections through a technocratic approach. However, the community in Pakisaji Sub-district feels that they have not participated in the evaluation of development results, as evaluation activities generally only involve Village Government officials. Residents hope that a new policy will allow them to be directly involved in the evaluation process so that community aspirations can be conveyed more optimally to improve the quality of road development in the future.

Supporting factors in implementing the Malang Regent Decree include various conditions and resources that strengthen community involvement in road development. Based on observations and interviews, the main supporting factor is the quality of human resources in the Bina Marga Public Works Office, which is exceptionally qualified in understanding policies and implementing activities. In addition, the leadership's commitment to encouraging community participation is also an important aspect, primarily through straightforward directions and adequate budget

support for socialization activities. This budget is used to increase community awareness and involvement in every stage of road construction so that the policy can run more effectively and according to community needs.

The inhibiting factors in implementing this policy include various challenges that reduce community involvement. Based on observations and interviews, one of the main obstacles is the condition of human resources. Although it can be a support, human resources can also be an obstacle if they are inadequate, both in number and competence. In addition, the geographical challenge of Malang District, the second largest in East Java, is also a significant obstacle. The size of the area with diverse infrastructure conditions makes it difficult for the Bina Marga Public Works Office to reach the community optimally in road construction activities. This affects the effectiveness of efforts to increase community participation, especially in remote areas with limited accessibility.

5. CONCLUSIONS AND SUGGESTIONS

The following conclusions are presented based on the research results regarding road infrastructure development in the Pakisaji Subdistrict. The implementation of the community participation policy in road infrastructure development based on the Malang Regent Decree has been carried out smoothly by the policy direction. Based on Edward's theory, the implementation of this policy includes communication factors, resources, disposition, and bureaucratic structure. However, the results show that the four levels of community participation according to Cohen's theory - namely participation in decision-making, implementation, benefit-taking, and evaluation - have not been fully met. In particular, community participation in evaluating road infrastructure development activities still needs to be improved. This suggests that there is room for improvement in comprehensive community engagement to ensure that road development is more in line with the needs and expectations of local communities.

Supporting factors in implementing this policy include the quality of human resources who understand the technicalities of the policy, public awareness of the importance of participation, and public understanding of the quality of road infrastructure. Leadership commitment and adequate access to information are also important elements. However, there are inhibiting factors such as limited human resources to handle all roads, budget constraints, and the absence of a dedicated team focused on increasing community participation. The geographical challenges of Malang District and the absence of technical regulations related to methods of increasing community participation are also significant obstacles. These factors indicate the need for strategic efforts to overcome obstacles in implementing road development policies.

Based on the research analysis results, several strategic steps can be used as a reference for policy implementers to increase community participation in road infrastructure development. First, increasing the number of workers is necessary to support increased community participation. Second, it is necessary to form a special team that handles efforts to increase community participation in a more focused manner. Third, a detailed analysis of the budget requirements for road infrastructure development is needed to ensure the proper allocation of funds. Fourth, resource optimization can be carried out through cooperation with third parties and the involvement of local workers to overcome the geographical constraints of the Malang Regency area. Finally, it is important to add technical explanations or make adjustments to the Malang Regent Decree so that community involvement in development is more focused and effective.

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