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THE IMPACT OF COMMUNITY CULTURE, POLITICAL WILL, LAND GOVERNANCE ON THE DECISION-MAKING PROCESS THROUGH PARTICIPATION OF SOCIETY IN LAND ACQUISITION FOR SICINCIN-PADANG TOLL ROAD CONSTRUCTION, WEST SUMATRA

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Abstract

Land acquisition for the construction of toll roads is an important aspect of the development, but land acquisition experiences obstacles in its implementation. This study aims to explain the decision-making process in land acquisition planning by looking at the variables of community culture, political will, land governance, and community participation in the decision-making process. Data reveals this by distributing questionnaires to affected communities and then analyzing with a quantitative approach using structural equation modeling (Structural Equation Models). The study's results found that community culture, political will, and land governance had a significant effect on the decision-making process through the participation of the affected community.

Keywords: decision-making process; land acquisition; toll road; hybrid policy model

Introduction

The construction of the toll road in West Sumatra is also known as the Padang-Pekanbaru section toll road. This development is part of a national strategic project consisting of six roads. The section currently under construction is the Padang-Sicincin section, as it is known that the construction of toll roads begins with the land acquisition process. The implementation of land acquisition for the construction of the toll road in the Padang-Sicincin section has encountered problems. The process also requires a relatively long time and greater financing. Among the obstacles to land acquisition for

the construction of the toll road are: preparation of land acquisition planning documents has not been completed with the surveys required to prepare Land Acquisition Planning Documents (Dewi et al., 2020), so problems arise such as the community does not agree with the compensation value set by the appraisal team; the problem of customary land ownership; determination of the toll road construction route. This is by the results of previous research that the land acquisition stage experienced problems in the process of compensation for land and community land; there was a discrepancy between community opinion and the determination by the appraisal team, so the land acquisition was also delayed (Arifah & Putri, 2020) furthermore, because these obstacles occur continuously, eventually causing conflicts between the community and the government and ultimately involving law enforcement officers to resolve them (Urrahmi et al., 2020).

At the land acquisition stage, the involvement of the affected communities directly with the government is only at the public consultation stage. The public consultation in question is the socialization carried out by the government to the affected communities related to the determination of the location and the value of land compensation. However, the government determined the location and value in advance; the public is invited to listen to and socialize with the results. In this process, misunderstandings and problems tend to occur between the government and the community. Furthermore, it triggers a conflict that can hinder toll road construction.

Therefore, the purpose of this study is to explain the decision-making process through the cultural variables of the community, political will, land governance, and society participation which became the initial formulation of the hybrid policy model on land acquisition for the construction of toll roads in West Sumatra. This is important because decision-making process that only involves the government does not reflect the aspirations and interests of the affected communities comprehensively, so it is necessary to provide space for the participation of affected communities in land acquisition planning.

Conceptual Framework and Hypothesis

Politics as a science discusses several aspects, including the state, power; decision-making; public policy, and division (distribution) (Budiardjo, 2008). Public policy is every decision made by the state as a strategy to realize the goals of the state. Public policy studies how to solve problems by providing recommendations to solve them (Tilly & Goodin, 2006). Related to the research context, public policy politics is a discussion of the public policy decision-making process. So far, the decision-making process has been carried out in several ways. However, these have not shown good results for a public decision because there are differences in the composition of involvement between the government and other stakeholders, including the community. So, this study will explain the importance of the decision-making process by providing a wider space for public participation in national and local political decisions.

The policy politics referred to in this study are related to the decision-making process, so an explanation of this is needed in the research to be carried out. Decision-making theory studies normative claims about rational decision-making (Roeser et al., 2012). In rational decision-making theory, it is understood that a decision is believed to be achieved but also, from that decision, it is

assumed that it will cause certain effects or risks. The theory of decision-making is the selection of alternative policies made by policymakers based on rational considerations and paying attention to normative values for the public interest.

The decision-making process consists of several decision-making models, including rational models, incremental models, garbage can models, and so on (Budget, 2014). However, based on previous literature searches, these decision-making models have not shown a decision-making process that can accommodate all multi-stakeholder interests. Therefore, an alternative decision-making model is needed, considered more solutive than the existing model. So that a decision-making pattern is needed, which is considered relatively accommodating to all parties; this pattern combines a decision-making process that involves the government; private; proportionally to produce a policy which is also known as a hybrid process (Fauzi, 2017; Gunder et al., 2017; Habermas, 1984, 1987, 2006; Rustiadi et al., 2018; Steele, 2020). The hybrid policy decision-making process is carried out through a decision-making process that combines top-down processes (Rustiadi et al., 2018) with bottom-up (Arundel et al., 2019; Lebeau et al., 2018; Visser et al., 1999). The focus of the decision-making process in this study is related to land acquisition for the public interest (toll roads). A toll road is a freeway that is paid for and utilizes technology, communication, and information (Joewono et al., 2017). Toll roads are infrastructure projects that greatly affect the quality of life and economic activity; toll road projects can be built using a public-private partnership (PPP) scheme, involving various stakeholders with diverse interests and expectations. (Rohman et al., 2017).

Land procurement is any activity to obtain land by compensating those who release or surrender land, buildings, plants, and objects related to revocation of rights to buildings. (Bernhard Limbong, 2017). Land procurement provides land for development in the public interest by severing the legal relationship between the holder of land rights and their land rights by providing appropriate compensation (Arba, 2019). The land acquisition aims to develop the public interest and improve the community (Putri et al., 2021; Sufriadi, 2011; Tawas, 2013). The land acquisition consists of four stages of activities, including planning, preparation; implementation; yield submission. Based on the development of knowledge about the implementation of land acquisition (especially related to land acquisition for the construction of toll roads), previous studies explain that the implementation of procurement must be carried out based on formal legal rules that the government has set, a study of land acquisition decision making is carried out with a legal approach it turns out that it has not realized good land acquisition (Ekasetya, 2015; Tawas, 2013).

Furthermore, the implementation of land acquisition using a sociological approach and conflict theory has also not become an alternative to resolve disputes and conflicts in affected communities (conquest of customary land rights; land loss; job loss; experiencing poverty). (Rachmawati, 2014; Sufriadi, 2011). Research on land acquisition is also studied from a policy approach, namely creating policies or regulations for conflict resolution, such as policies to control agricultural land conversion and state land management for the public interest (Pertiwi, 2014; Santoso, 2012). However, this also has not realized the implementation of good land acquisition because it still poses negative risks, especially from the economic aspect and community income. So, it is necessary to conduct a study on land acquisition decision-making that accommodates the interests of all parties (hybrid policy model).

The theory and concept used in this research is the decision-making theory. Decision-making theory studies normative claims about rational decision-making (Roeser et al., 2012). Furthermore, other related theories are communicative action and communicative planning theory proposed by Jurgen Habermas (Habermas, 1984, 1987, 2006). The theory of communicative action and planning will lead this research to identify community involvement in the decision-making process on land acquisition for the construction of toll roads in West Sumatra. Furthermore, it can be seen the level of society participation, such as the concept of community participation proposed by Arnstein, society participation is synonymous with community power (Arnstein, 1969, 2019; Lahunduitang & Fela Warouw, 2013).

Furthermore, another concept in this study relates to community culture as a set of knowledge that includes beliefs, values, attitudes, and other constructs that need to interpret and navigate the various environments that make up social reality (Briley & Aaker, 2006). This community culture is related to the community's decision-making process regarding a policy. Political will of stakeholders, which is understood as committed support among key decision makers for specific policies, and solutions to specific problems (Post et al., 2010), is also related to the decision-making process because the decision-making process is related to actors, commitments, and policy solutions for land acquisition for the construction of toll roads in West Sumatra. Furthermore, the concept of social risk, which consists of the risk of transferring assets, social interaction and norms and culture, and the concept of social benefits that can be seen from the aspects of democracy and quality of life are also related to the decision-making process for land acquisition for the construction of toll roads in West Sumatra (Putri et al., 2021). So that it can be explained that aspects of community participation, community culture, and political will of stakeholders are related to the decision-making process for land acquisition for the construction of toll roads in West Sumatra, then later can formulate a relatively comprehensive decision-making process because it involves all parties which are also referred to as hybrid policy model decision-making process.

The concept of land governance is also an important aspect of this research. Land governance is an effort to determine and implement sustainable land policies and build strong relationships between people and land (Ghimire, 2017). This is considered to be related to making land acquisition decisions. This is because the aspects that become land governance indicators are relevant to the quality of decision-making. Among the indicators referred to are the rule of law – good law and regulation enforcement, then transparency of land compensation procedures – a process that the government must carry out to the community. Furthermore, justice in the implementation of land acquisition and finally, a land acquisition that is efficient and effective.

The hypotheses in this study are:

- There is a significant impact of community culture on the quality of decision-making through community participation
- There is a significant impact of political will on the quality of decision-making through community participation

- There is a significant impact of land governance on the quality of decision-making through community participation

Method

This research was conducted with a parametric quantitative approach. The study population consisted of people affected by land acquisition for the construction of toll roads in the Sicincin-Padang section in West Sumatra, amounting to 1465 owners of land parcels. The data collection technique used is the distribution of research questionnaires to 325 respondents (used the simple random sampling technique). The data analysis technique used is the structural equation model (SEM) modelling with smart PLS applications. That model analysis is related to the influence of norms and culture, political will, and land governance on the quality of decision-making through society participation.

Results

Based on the results of research collected through a questionnaire (questionnaire) of 325 community respondents who were in the location of land acquisition for the construction of the Sicincin-Padang toll road section, it can be seen that the influence of community culture; political will; land governance on the quality of decision-making through society participation in land acquisition for toll road construction is explained as follows:

1. Hypothesis testing

Before testing the hypothesis from the data obtained from this study, validity and reliability tests were conducted to test the feasibility of the instrument used using Smart PLS 3.2.9.

a. Validity and Reliability Test

This study uses internal consistency, convergent validity, and discriminant validity tests to test the instruments' validity levels. Hair (2017) explains that factor loadings and AVE are used to measure convergent validity. The results of the study can be seen in the table below.

Table 1 Measurement Model

Construct	Items	Loadings	AVE	CR
Community Culture	X1.1	0.903	0.789	0.882
	X1.2	0.874		
Political Will	X2.1	0.808	0.634	0.896
	X2.2	0.773		
	X2.3	0.743		
	X2.4	0.845		
	X2.5	0.809		
Land Governance	X3.1	0.790	0.681	0.865
	X3.2	0.828		
	X3.3	0.857		
Society Participation	X4.1	0.767	0.613	0.825

	X4.2	0.848		
	X4.3	0.729		
Decision-making	Y1	0.868	0.857	0.947
	Y2	0.949		
	Y3	0.958		

Source: Processed by researchers, 2022

Indicator loadings, AVE, and the CR shown in the table above explain that all loadings indicators are used in this study because they have exceeded the recommended value of 0.708 (Hair, 2017). The X2.6 item has a low loadings value, so the consequence is that the item is deleted in the next analysis. In addition, the five constructs met the minimum values for CR and AVE, where all CR values were greater than 0.7, and all AVE values were greater than 0.5 after deleting items with low loadings. It was concluded that the construct of this study had met the requirements of convergent reliability and validity.

Next is to test the discriminant validity of the construct. The indicator's value must be greater than other constructs in the model, and the average variance is shared between each construction. Its size must be greater than the variance shared between other constructs (Fornell & Larcker in Ramayah, 2018). The table below shows the results of the discriminant validity of the research results.

Table 2 Discriminant Validity using Fornell and Lacker Criterion

	Community Culture	Land Governance	Society Participation	Decision-making	Political Will
Community Culture	0.888				
Land Governance	-0.076	0.825			
Society Participation	-0.048	0.508	0.783		
Decision-making	0.340	0.154	0.248	0.926	
Political Will	0.031	0.562	0.474	0.308	0.796

Source: Processed by researchers, 2022

Table 2 shows that all constructs show good validity where the square root of the AVE is greater than the correlation for all existing constructs. Next is discriminant validity testing by comparing the cross-loadings between constructs. When using cross-loadings to assess discriminant validity, it is important to note that each indicator tested must have a greater value than the other constructs. To see the value of cross-loadings from this study, see the table below:

Table 3 Cross-Loadings

	Community Culture	Land Governance	Society Participation	Decision-making	Political Will
X1.1	0.903	-0.064	-0.062	0.317	0.033
X1.2	0.874	-0.071	-0.020	0.286	0.022
X2.1	-0.023	0.475	0.333	0.228	0.808
X2.2	0.045	0.435	0.315	0.271	0.773
X2.3	-0.001	0.448	0.445	0.174	0.743
X2.4	0.052	0.435	0.363	0.263	0.845
X2.5	0.053	0.437	0.395	0.298	0.809
X3.1	-0.114	0.790	0.352	0.144	0.380
X3.2	-0.010	0.828	0.434	0.148	0.505
X3.3	-0.073	0.857	0.462	0.094	0.494
X4.1	-0.077	0.333	0.767	0.210	0.331
X4.2	-0.069	0.553	0.848	0.193	0.441
X4.3	0.065	0.231	0.729	0.185	0.317
Y1	0.272	0.182	0.213	0.868	0.256
Y2	0.338	0.113	0.225	0.949	0.294
Y3	0.332	0.138	0.249	0.958	0.302

Source: Processed by researchers, 2022

As shown in the table above (table 3), all cross-loadings indicators are larger than other constructs. This indicates that discriminant validity has been achieved because the constructs that have been prepared are different from each other. The third method to assess discriminant validity is to use the HTMT technique developed by Henseler, Ringle, and Sarstedt (Ramayah, 2018). The following table shows that all values have met the HTMT criteria. In addition, the results of HTMT interference show that the confidence interval does not show a number more than 1 in any of the constructs (Hanseler in Ramayah, 2018). It can be concluded that this research instrument has met the discriminant validity requirements.

Table 4 HTMT Criterion

	Community Culture	Land Governance	Society Participation	Decision-making
Community Culture				
Land Governance	0.118			
Society Participation	0.124	0.642		
Decision-making	0.413	0.188	0.312	
Political Will	0.064	0.685	0.586	0.349

Source: Processed by researchers, 2022

The following is the measurement model obtained from the analysis using Smart PLS 3.2.9.

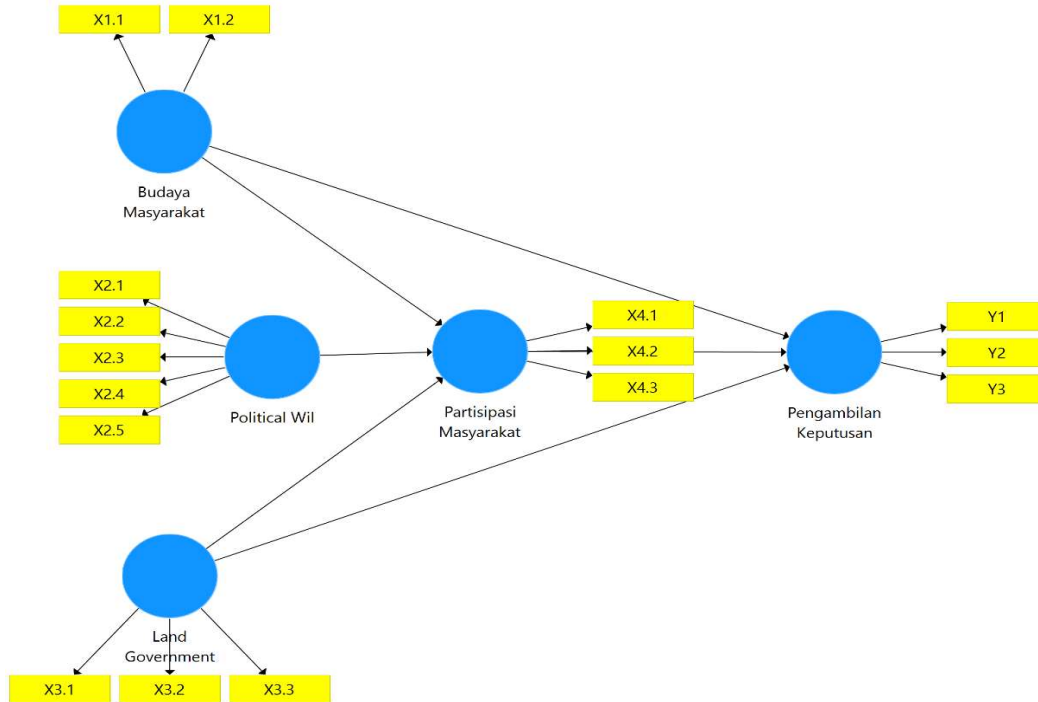


Figure 1 Measurement Model of Smart PLS-SEM Analysis Results (Processed by researchers, 2022)

b. Structural Model Evaluation

Before evaluating a structural model, it is important to ensure that there are no collinearity problems in the structural model. According to Kock and Lynn in Ramayah (2018), even if the discriminant validity criteria are met, the problem of lateral collinearity sometimes causes the research results to be wrong. According to Hair (2017) the size of the collinearity assessment is less than 5 and 3.3. The table below shows the results of the collinearity test.

Table 5 Collinearity Test

	Society Participation	Decision-making
Community Culture (<i>Budaya Masyarakat</i>)	1.014	1.006
Land Governance	1,480	1.353
Society Participation (<i>Partisipasi Masyarakat</i>)		1.349
Political Will	1,473	

Source: Processed by researchers, 2022

From the results of the analysis, it was found that all the VIF values of each variable were less than 5. This indicates that this study is free from the problem of collinearity. Next is the test of the

coefficient of determination related to the magnitude of the influence of the independent variable on the dependent variable. The following table is the result of the coefficient of determination test.

Table 6 Coefficient of Determination Test

	R Square
Society Participation	0.311
Decision-making	0.189

Source: Processed by researchers, 2022

Table 6 shows that the coefficient of determination of the variables forming or influencing the dependent variable has an adjusted R-square value that varies, with the highest value being the society participation variable with a value of 0.311. These results can be interpreted that the ability of the society participation variable is influenced by the independent variable, which is 31.1%. While decision-making has a coefficient of determination of 0.189, the independent variable influences the real behavior variable by 18.9%, and other variables influence the rest.

Next is to test the research hypothesis. The results of hypothesis testing in this study can be seen in the table below:

Table 7 Hypothesis Testing

H	Influence	Path Coefficient	t-statistics	<i>p-value</i>
H1	Community Culture -> Society Participation	-0.030	0.699	0.485
H2	Community Culture -> Decision Making	0.356	8.853	0.000
H3	Land Governance -> Society Participation	0.350	6,266	0.000
H4	Land Governance -> Decision Making	0.063	1,250	0.212
H5	Society Participation -> Decision Making	0.233	5,134	0.000
H6	Political Will -> Society Participation	0.278	5,004	0.000
H7	Community Culture -> Society Participation -> Decision Making	-0.007	0.672	0.502
H8	Land Governance ->	0.081	4,007	0.000

H	Influence	Path Coefficient	t-statistics	p-value
	Society Participation -> Decision Making			
H9	Political Will -> Society Participation -> Decision Making	0.065	3,231	0.001

Source: Processed by researchers, 2022

Table 7 explains the results of the bootstrapping analysis of community culture variables on decision making (H2), resulting in a t-value of 8.853 with a p-value of 0.000. Hair (2017) states that the significant size of the t-value is greater than 1.96, then there is a mediating effect between the variables. It can be concluded that the culture of the community directly influences decision-making. The results of the bootstrapping analysis further say that land governance has a significant effect on society participation (H3), society participation has a direct effect on decision making (H5), and political will has a direct effect on society participation (H6).

On the other hand, the two hypotheses have no direct effect because they have a p-value of more than 1.96. These hypotheses include community culture, which does not significantly influence society participation (H1), and the land governance hypothesis, which also has no influence on decision making (H4).

The results of the intervening influence test found that two hypotheses have a direct influence, including H8 and H9. H8 statistical results found that land governance affects decision-making mediated by society participation with a t-value of 4.007 and a p-value of 0.000. Hypothesis 9 (H9) also produces a t-value of 3.231 and a p-value of 0.001. Thus, it can be concluded that the effect of the independent variable through the intervening variable on the independent variable has a significant effect. Finally, the hypothesis test H7 found that the existing variables did not affect the dependent variable in this study, as evidenced by the t-statistic value exceeding 0.05 and the p-value exceeding 1.96.

Discussion

Based on the results of the above research on the influence of community culture, political will, and land governance on the quality of land acquisition decisions through society participation, it is known that each variable affects one another. Furthermore, the tendency of the influence of each of these variables varies according to the category. The results of data processing by modeling the structural equation model (SEM), it is known that there is a direct influence of society participation on the land acquisition decision-making process. Although there has been society participation, this has been carried out at the preparation and implementation stage of land acquisition but has not been carried out at the planning stage and results in submission. Furthermore, existing society participation is also fictitious because it is only in the form of socialization and public consultation. Arnstein explained that the best society participation is community involvement as partners and even delegates in

managing and managing several activities for their benefit (Arnstein, 1969, 2019; Hart, 1997).

Then the results of the study also explain that there is an influence of community culture on the quality of land acquisition decisions. This is following what was stated by the expert that one of the factors that influence decision-making in public policy is community culture (Harris & Nibler, 1998). It was further explained that societal and cultural differences affect decision-making and objectives. People with individualistic cultures tend to make personal or individual profit-oriented decisions. In contrast, people living with collective cultures tend to make decisions oriented towards group interests (Yi & Park, 2003). Therefore, research on the influence of community culture on the quality of toll road land acquisition decisions in West Sumatra tends to be oriented towards group interests. This is also supported by the opinion of experts related to the culture of the Minangkabau people in West Sumatra, that the people there carry out deliberation and consensus to reach an agreement for the benefit of *adat* (indigenous) and the community at large (Piliang & Sungut, 2020).

They were related to the study's results that politics will also affect the quality of decision-making. Political will is the committed support among key decision makers for a particular policy or solution to a particular problem (Post et al., 2010). According to Kpundeh (1998), political will is the credible intention of political actors (elected or appointed leaders, civil society watchdogs, stakeholder groups, etc.), to systematically attack perceived causes or effects (Post et al., 2010). Related to the research conducted, the tendency of the political will of the actors involved in land acquisition for the construction of this toll road is different; each actor has different interests. Actors who are government administrators carry out this land acquisition with the orientation of tasks and organizational goals. While actors who come from political officials (governors, regents, village heads or *Walinagari*) have different orientations, namely as part of what they claim to be political achievements that they have successfully fought for the benefit of the community, this is by one type of political will, namely political will, namely commitment, from politicians to invest political resources to achieve certain goals (Post et al., 2010).

Land governance factors also influence the decision-making process through society participation in land acquisition for the construction of the Sicincin-Padang toll road; this is by understanding land governance, namely activities on defining and implementing sustainable land policies and building strong relationships between people and land (Ghimire, 2017). Then the principle of land governance prioritizes the value of the rule of law; procedure transparency, fairness, impartiality, efficiency, and effectiveness are very important (Ghimire, 2017). The step is to listen to the community's aspirations and involve the participation in every stage of land acquisition to realize quality land acquisition decisions. Through the analysis of the structural equation model (SEM), it is known that community culture, political will, and land governance factors have a direct influence on the decision-making process. However, some variables influence because there is mediation (intermediary) from the society participation variable (see table 7).

Conclusion

The decision-making process for land acquisition for the construction of the Sicincin-Padang toll road is influenced by several variables. These variables include society participation, culture, political will,

and land governance. The research results show that the society participation variable strongly influences the land acquisition decision-making process (31.1%). This explains that research findings through questionnaires and interviews with stakeholders about the participation of affected communities in implementing land acquisition are very important. The planning stage of land acquisition is a stage that must involve the active participation of affected societies because it provides a space for discourse between the society and the government and investors related to land acquisition for the construction of toll roads so that communicative planning can be realized on land acquisition for the toll road. Furthermore, communicative planning can reduce the risk of land acquisition socially and in other aspects.

In addition to the planning stage, society participation, community culture, Political will, and land governance also affect the preparation, implementation, and delivery of land acquisition results for toll road construction. This is because these stages are interconnected and continuous. Furthermore, suppose the pattern of participation of the affected community at the above stage is still fictitious (not yet participating in the decision-making process). In that case, land acquisition cannot be categorized as sustainable land acquisition. Therefore, it is necessary to reconstruct the pattern or stage of land acquisition for the construction of the toll road, especially in land acquisition planning, by involving the affected community widely in the decision-making process (accommodating in Figure 1).

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