

Policy Governance Analysis: A Study of Illegal Parking on One-Way Traffic in Malang City, Indonesia

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Abstract

This Article aimed to study (1) parking governance and policies in Malang City, Indonesia, (2) networking between the transportation office and the parking office to manage illegal parking in one-way traffic, and (3) rationalization of parking governance and policy to manage illegal parking in one-way traffic. The research sample included transportation agencies and parking officers in Jenderal Basuki Street, Malang City, Indonesia. In determining the subject through purposive sampling, the informant was selected based on his understanding of the research focus. Data collection techniques are done through observation, interviews, and documentation. Data analysis techniques through data collection, reduction, presentation, and conclusion drawing. The research results were found as follows;

1). In the governance of parking policies in Malang City, Indonesia, especially on Jenderal Basuki Street, implemented on (TJU), several types of vehicle coverage must be classified in the management and control of parking.

2). A network of cooperation between the transportation agency and parking officers by providing signs such as KTA, PDH, and parking tickets labeled with the local government of Malang City, Indonesia.

3). (Calculability), the government enacted a policy to unravel congestion. (Efficiency), The collection of parking funds is only done through the Letter of Assignment. (Control), control is only carried out once in three weeks. (Predictability), suboptimal control causes parking attendants to violate the rules. (Irrational Consequences), inefficient governance is increasing the number of illegal parking officers. (Human Resources Becoming Non-human), irrational consequences force the government to create an e-parking formulation that will later replace humans with machines.

Keywords: Policy Governance; Illegal Parking; One-way Traffic

Introduction

On February 20, 2023, a one-way policy was established on the Street of Jenderal Basuki Rahmat Malang City, Indonesia. This raises a perspective of pros and cons for the people of Malang. Instead of breaking down congestion, implementing one-way policies takes time in riders' mobility activities. Moreover, more optimization of parkland management needs to be carried out by the Malang City Transportation Office. This raises another problem. Namely, the path intended for bicycle users is used as a parking lot for owners of motorized and four-wheeled vehicles. The development and issues of urban communities related to parking problems have been widespread. Parking is one of the main problems that arise against the background of high levels of road traffic and the construction of transportation infrastructure every year. Transport is a term derived from the Latin word "*transportare*",

which means opposite, and "*portare*," which means to transport. Thus, transportation can be interpreted as an element that transports goods or other things to the other side. In addition, transportation can also be construed as a business or activity that transports goods and passengers from one place to another. In addition, transportation can also be interpreted as a business or activity that transports goods and passengers from one place to another. Transportation services are needed in economic development activities. Transportation is helpful as a means of accessing the creation of the economy of a region and country (Sutandi, 2015).

The existence of transportation provides a forum for citizens to be on the agenda for the fulfillment of life that correlates with economic aspects. In addition, transportation can also provide public access to activities and mobility. The benefits of increasing mobility in transportation as a public interest are activities to minimize negative impacts on the economic, social, and environmental sides. Transportation can consistently provide access to and develop people's basic needs towards safety. In transportation, traffic jams constantly plague big cities in Indonesia. It is not merely not causing problems; traffic jams can have consequences for economic and immaterial aspects, such as stress due to inefficiency (Alhadar, 2011). In 2010, the population of Malang City was registered at 820,243 people, and in 2011, it was 894,653 people. This is the cause of the population density in Malang City. Based on geographical aspects, the area of Malang City is recorded at 110.06 km² in the middle of Malang Regency. Thus, it causes public problems, including traffic jams (Ekawati et al., 2013). Malang City Regional Regulation Number 1 of 2002 concerning parking operators and parking management functions to improve services to the community and tourists (Pratiwi & Mahagangga, 2016).

However, in practice, parking attendants in Malang City often make the public and tourists uneasy with the attitude of service they receive. This can be seen from the fight between the parking attendant and the driver of the Rosalia Tour Bus, where a video of the fight went viral on social media at the end of 2023. This is not only a case of the attitude of the parking attendant toward the community, but the existence of parking attendants who need to provide parking tickets and parking rates that are not by the value stated on the ticket. This is certainly different from Malang City's regional regulations regulating parking (Firdani, 2020).

Research Objective

1. Find out the parking governance and policies in Malang City, Indonesia
2. Find out the network between transportation and parking offices to eliminate illegal parking in one-way traffic
3. Find out the rationalization of parking governance and policy to manage illegal parking in one-way traffic

Literature Review

Based on statistical data, it is stated that in 2017, the total number of motorized vehicles in Indonesia reached 138,556,669 units. Based on that number, it is noted that the classification of vehicle types is motor vehicles with a total of 113,030,793 million units, car vehicles (goods) totaling 7,523,550 units, and bus car vehicles totaling 2,509,258 million units. From these data, it can be ascertained that the number of cars is increasingly rapid, so adequate parking space is needed. Parking is an inseparable part of transportation activities. In some cities with high activity, parking lots are one of the central aspects of increasing economic, social, and political activity. In some cities with high activity, parking lots are one of the central aspects of increasing economic, social, and political growth (Anggraini et al., 2020). Focusing on democratic politics will allow civil society to formulate public policy by raising equity, justice, and social, economic, and cultural diversity. The concept of regional autonomy is intended to improve the quality of life and welfare of the community. With UU No. 23 of 2014 concerning Regional Government, Regional Governments or City Governments can create policies based on referring to UU No. 25 of 2004 concerning the National Development Planning System (Oktariansyah, 2020). Thus, regions or cities must have adequate road infrastructure to support the improvement of the community's quality of life (Fleming, 2017). This quality of life includes the creation of comfort, safety, security of the living environment, community welfare, economic activity, and easy access from the community to transportation facilities. The existence of transportation can also cause very complex problems. In general, the stages in development are highly dependent on an effective and efficient transportation system as one of the conditions to provide a sustainable effect and guaranteed execution of development (Iheanacho (2014). The government bears the burden of building facilities and infrastructure based on concentration, decentralization, and assistance (Scown et al., 2023). The 1974 Law on Local Government Principles explains that the division of power and functions between the central government and the government is divided into levels (Hoff, 1993).

Research Methodology

This research researchers used qualitative research methods with a case approach. According to Cresswell, a case study is an exploration of related systems or cases. A case has the power to be examined because of the presence of characteristics. So that it has meaning for others (Raco, 2010), it obtains data from observations, interviews, and documentation. Secondary data contains journals, books, and laws. The data collection technique uses purposive sampling using the primary informants of the Malang City Transportation Office and the Parking attendant. In this study, the research subject plays a vital role because it is from there that data about the research will be observed (Salim & Sahrums, 2012). The number of samples depends on what the researcher wants to know. The purpose of the researcher is considered valid. It can be done with the available time, so in this study, the subject is a parking attendant located on the Street of Jenderal Basuki Rahmat, Malang City, Indonesia. The primary informants in this study are the Malang City Transportation Office and the Parking attendant. The data analysis technique uses the Miles and Huberman model, including data collection, reduction, presentation, and conclusion drawing. Data validity techniques using triangulation and theoretical concepts identify theories that aim to make a basis for thinking to carry out research. In other words, they can be called by describing the frame of reference or

theory used to study a problem. In general, researchers use Max Weber's theory of rationality. Concluding using inductive patterns or generalizations.

Conceptual Framework

Long-term governance and development as a way to grow and develop the Indonesian nation on its strength are oriented towards a just and prosperous society based on Pancasila. This includes economic, religious, socio-cultural, political, and security defense aspects. To achieve these goals, ideas, and thoughts are needed to provide development potential based on participation and achievements of national development by raising the balance and harmony of development (Thohir, 1985). Development is a dynamic mechanism created in one part of the ecosystem that affects human life. Development, in a broad sense, means an integral and complex social mechanism (Wittig, 2016). This includes economic growth and social change, which are oriented toward the prosperity of society (Hák et al., 2016). In terms of application, development must be considered in the ecological and economic sectors so that the implementation of development runs effectively (Supardi, 2003). Community development is an effort to improve community skills and mobilize aspirations in participation in development aspects (Effendi, 2000).

Based on the Indonesian Republic Law No. 23 of 2014 concerning Regional Government, each Region has the authority as an autonomous region. This means that each area has the right to regulate its government system or, in other words, as a concept of decentralization (Mookherjee, 2015). The central government's fundamental purpose in creating autonomous regions is to integrate aspects of good governance (Griggs, 2014). Focusing on democratic politics will allow civil society to formulate public policy by raising equity, justice, and social, economic, and cultural diversity (Gadenne & Singhal, 2014). The concept of regional autonomy is intended to improve the quality of people's lives and welfare. With the existence of Law No. 23 of 2014 concerning Regional Government, Regional Governments or City Governments can create policies based on referring to Law No. 25 of 2004 concerning the National Development Planning System (Oktariansyah, 2020).

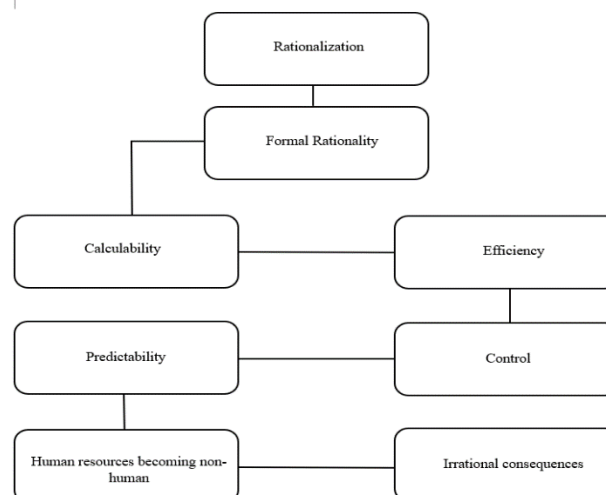


Fig.1 Theoretical Framework of the Rationalization Theory

Based on Figure 1, In examining problems in this practice, the theory used is Rationalization by Max Weber. Max Weber's concept of sociology is based on his views on social action. Weber focused his analysis on actions that have meaning and are created by the occurrence of a stimulus with a response. According to Max Weber, the function of sociology is to assume actions based on their subjective meaning. One of the theories put forward by Max Weber. Rationalization focuses on a type of formal rationality. According to the perspective of formal rationality, rational structures, and institutions emphasize calculability. It has to do with something that can be considered or not (Ritzer, 2014).

Research Results

Parking Governance and Policy in Malang City, Indonesia. Governance of parking policies in Malang City, Indonesia, especially on Jalan Jenderal Basuki, which experiences a one-way road policy, parking control, and governance scope includes roadside parking lots (TJU), office parking, both government and private, shop parking, and mall parking. In this case, several types of vehicle coverage must be classified in the management and control of parking.

Network Between Transportation and Parking Offices to Eliminate Illegal Parking in One-Way Traffic. The network of cooperation between the transportation agency and parking officers manages policies to eliminate illegal parking practices by providing signs such as KTA (Member Identity Card), PDH (Daily Service Clothing), and parking tickets labeled with the local government of Malang City, Indonesia. This is done to distinguish between official and illegal parking officers.

Rationalization of Parking Governance and Policy to Manage Illegal Parking on One-way Traffic. The rationalization of parking policy governance, especially on the one-way road policy as an effort to eliminate illegal parking, does not seem optimal; this is based on the analysis of Max Weber's perspective rationalization theory. First, at the stage (Calculability), the Malang City Regional Government, through the Malang City Transportation Office, enforced a one-way policy to unravel congestion. Still, this condition then resulted in illegal parking. Second, at the stage (efficiency), actualization in the collection of parking management funds from parking officers who enter the BAPPENDA (Regional Revenue Agency) and then become part of the PAD (Regional Original Revenue) is only carried out based on a Letter of Assignment (ST). Second, at the control stage, the parking governance control mechanism is only carried out for a short period, once every three weeks. At this stage (Predictability), what the unfortunate city government did not predict regarding parking governance was strict control. The reason is that several parking officers who have used PDH gave statements that they do not cooperate with the Malang City Transportation Office. Income obtained through parking is not deposited to the Transportation Office, thus violating the provisions of the applicable rules. At the (Irrational Consequences) stage, the irrational consequence is that inefficient governance is increasing the number of illegal parking officers in Malang City. At this stage (Human Resources Becoming Non-Human), formulating the E-Parking policy becomes a dilemma, considering replacing humans with machines, which will eliminate people's jobs.

Parking Governance and Policy in Malang City, Indonesia

Parking problems need serious attention, especially in big cities. This correlates with traffic congestion and impacts Local Original Revenue (PAD), community welfare (parking attendants), and smooth traffic. In its implementation, the implementation and management of parking are owned by officials appointed by the Regional Government of Malang City to carry out the implementation of parking management and control. In this case, the Malang City Transportation Office can control and organize parking management. This can be done to determine parking angles on road sections or (TJU) to refer to road traffic management and be determined as road markings.

Determining parking locations and constructing parking facilities for the public requires attention to the general spatial plan referring to Law No. 26 of 2007 concerning spatial planning, traffic impact analysis, and user efficiency. Parking Control and governance scope includes roadside parking lots (TJU), government and private office parking, shop parking, and mall parking. In this case, it is necessary to classify several types of vehicle coverage in the management and control of parking. This is shown by vehicle parking, which is grouped as a levy for all parking spaces in the Region and managed by the Regional Government. In addition, vehicle parking is identified as a tax on owned parking lots and business entities with business licenses. In addition, the orientation of parking control and governance is to regulate parking vehicles by considering the implications of parking on the environment and ensuring order and comfort in the parking environment. Anticipate and suppress crime in parking vehicles and protect against community vehicle dangers and losses from crime in designated parking lots.



Fig.2 Road Condition Basuki Rahmat Malang City

Based on some of the factors above, determining parking locations also has an essential function in parking management activities. Determining the location and construction of parking facilities for the public is carried out by the Regional Government, which always pays attention. In determining the stability of parking locations, it is necessary to internalize several procedures, including Public parking lots located on roads commonly referred to as (TJU) that

face and can directly access the highway are carried out using parking signs or parking markings or parking lot signs, special parking which is land owned by the Malang City Government, The parking includes office yards owned by the Regional Government and land owned by the Regional Government outside the preservation yard owned by the Regional Government, public roadside parking (TJU) which is on the edge of public roads and pages of trading places or shops that are integrated with public roads in the Malang City area. In carrying out policies regarding control and management related to parking, it is necessary to focus on the Shrimp Law.

In this case, the Department of Transportation always refers to UU Number 22 of 2009 concerning Road Traffic and Transportation (Law Number 22/2009), Government Regulation 32 of 2011 concerning Management and Engineering (Government Regulation Number 32/2011), Impact Analysis and Management of Traffic Needs, Government Regulation Number 79 of 2013 concerning Road Traffic and Transport Networks (Government Regulation Number 79/2013), Government Decree of Transportation Number 66 of 1993 concerning Public Parking Facilities (Keputusan Pemerintah Perhubungan Nomor 66 Tahun 1993 Tentang Fasilitas Parkir Untuk Umum, 1993), Decree of the Minister of Home Affairs Number 73 of 1999 concerning Guidelines for the Implementation of Parking in the Regions (Misterial Decree Number 73/1999), Malang City Regional Regulation Number 4 of 2009 concerning Parking Lot Management (Regional Regulation Number 4/2009), Malang City Regional Regulation Number 3 of 2015 concerning Public Service Retribution (Regional Regulation Number 3/15).

Network Between Transportation and Parking Offices to Eliminate Illegal Parking in One-Way Traffic

The Department of Transportation needs to work with local parking officials to improve the efficiency of parking control and organization. In this case, the parking officer must have a Letter of Appointment from the Head of the Transportation Office. To get a Letter of Appointment to be a Parking Officer Coordinator, the parking coordinator must apply to the Head of the Transportation Office. Therefore, several requirements are needed to establish cooperation between the parking manager or, in this case, the Transportation Office and the parking driver. In this case, the parking officer must have a Letter of Appointment from the Head of the Transportation Office. To get a Letter of Appointment to be a Parking Officer Coordinator, the parking coordinator must apply for the Head of the Transportation Office. To carry out parking management activities, Public Roadside Parking Officers (TJU) must wear uniform clothing and other equipment stipulated by the Decree of the Head of the Transportation Office. In addition, uniforms and other equipment are the full responsibility of the Regional Government through the Department of Transportation.



Fig.3 Terms and conditions for using PDH (Daily Service Clothing) on parking officers

If the completeness aspects of the parking assignment are not appropriate, the public can report it to the local Transportation Office. In terms of control, control, and supervision, parking activities are required to have parking tickets for each type of motor vehicle as intended (marking). The form of parking rental tickets for the required sheets and loose sheets contains the logo of the Malang city government, serial number and face value, color of parking tickets, and vehicle numbers.



Fig.4 Parking ticket on Street of Basuki Rahmat Malang City, Indonesia

Regarding tickets, the Department of Transportation pays attention in the form of regulations as a prohibition in implementing parking attendants. That is, they must determine and sell parking tickets that are not by the provisions of laws and regulations, must not change, delete, or make such a stamp or other form of tickets, and cannot give parking tickets that have been used or used repeatedly to parking lot users, cannot sell and transfer to other people without permission or approval from the Malang City Transportation Office. In the contest, several sanctions will be imposed by the Department of Transportation against parking attendants who carry out duties not by procedures, including verbal warning, reprimand of written warning Letter 1 (one) time, minor Crime (*Tipiring*), revocation of appointment letter and KTA

(*Member Identity Card*), termination of parking activities, if the manager is free to park does not have a permit, parking activities will be stopped.

The Department of Transportation will take them over. In the case of Special and General Parking, Retribution Collection is carried out every day by an Officer equipped with a Letter of Duty issued by the Malang City Transportation Office. Collection of Incidental Parking Retribution to the Parking Officer: The officer must have a Letter of Duty as a collector issued by the Malang City Transportation Office. The collection system is on target, and parking tickets are given. In this case, the Transportation Service Officer identifies the parking attendant according to the intensity of parking visitors. Thus, withdrawing parking retribution by Transportation Agency officers against parking officers can be carried out. Construction and supervision of Public Roadside Parking (TJU) or Crime Scene (TKP) activities are carried out by the Department of Transportation.

Guidance is carried out in the form/form of socialization of regional regulations, technical guidance on parking, and technical and operational instructions. Routine supervision of parking attendants is carried out continuously every 3 weeks; special supervision is carried out for parking officers based on public complaints. In parking management, innovation is needed in government institutions. One of the innovations that must be done is related to monitoring and evaluation. Monitoring can be carried out in an ongoing monitoring effort on the role of substantial activities based on theoretically designed expectations (Seyselis & Pradana, 2021).

Rationalization of Parking Governance and Policy to Manage Illegal Parking on One-way Traffic

The concept of effective governance has indicators in its processes and results. Government planning on development activities can run synergistically if it does not universally contradict the community's interests (Ulisah, 2016). Regional development can be interpreted as a phase when local governments and communities can control and organize existing resources and create a line of partnership between local governments, stakeholders, in this case, the private sector, to form new jobs and surplus strength in economic activities in the Region (Mashur, 2016). Minimizing adverse implications for the creation of general welfare, high hopes for policy effectiveness must be based on development policies aimed at development (Yusuf, 2014). Cities are more dynamic than villages. The city's ecology has a specific pattern in harmony with the population's orientation to foster and build the city. Each city is required to provide maximum convenience and adjustment for the community. Although some cities do not occupy ideal conditions, city governments are required to form public policies in the long term as a reference for the development of facilities and infrastructure (Asy'ari, 1993).

Table.1 Analysis of Parking Governance and Policy through Rationalization Theory

No	Criteria	Description
1	Calculability	The Malang City Regional Government, through the Malang City Transportation Office, enacted a one-way policy to alleviate congestion, but this policy resulted in illegal parking.
2	Efficiency	The governance of parking policies in Malang City is inefficient, considering that the actualization taking parking funds, which will later be included in BAPPENDA (Regional Revenue Agency), which will later become part of PAD (Regional Original Revenue), is only carried out based on a Letter of Assignment (ST).
3	Control	The Malang City Transportation Agency controls parking governance through cooperation with parking officers. This control is carried out to prevent “ <i>pungi</i> ” or other detrimental actions to the community. However, this control mechanism is only carried out every three weeks.
4	Predictability	The Malang City government did not predict that parking governance would be strictly controlled. Several parking officers who have used PDH said they do not cooperate with the Malang City Transportation Office. Income obtained through parking is not deposited to the Transportation Office. This indicates negligent action from the Transportation Department and a lack of firm authority in implementing parking governance policies.
5	Irrational Consequences	The irrational consequence is the increasing number of illegal parking officers in Malang City. This is based on the transportation agency's lack of effective control mechanisms, which only conducts them once every three weeks.
6	Human Resources Becoming Non-human	The irrational consequences then became the basis for the transportation agency, through cooperation with the DPRD, to make a formulation regarding the reduction of parking points, which currently has 19 parking points, making only 9. It is also driven by the E-Parking mechanism, so the work humans initially did turns into machines.

Based on the analysis above, the management and supervision of the parking system carried out by the Malang City Transportation Office, especially in Parking Management, tend to run poorly. Supervising and controlling parking activities are done only once every three weeks. The lack of supervision has terrible implications for the parking control process, so many people still carry out parking actions on the shoulder of the road on the Street of Jenderal Besuki Rahmat, Malang City. In addition, parking distribution mechanisms that tend to be open have negative impacts. For example, illegal levies “*pungli*”. To support transportation activities, the Malang City Transportation Office is expected to provide efficiency and the essence of formal rationality to reduce human labor and replace it with machine power. This can be done to increase the efficiency of human error and other violations by human activities by creating an E-parking system. The E-parking system can narrow the parking lot points that initially had 19

points to a smaller scale so that it can have a more effective and efficient impact on control. In addition, the Department of Transportation must improve and control how they go directly to TJU (Public Roadside) to review parking activities carried out by parking attendants at least once a week.

Knowledge from Research

Good parking policy governance will be able to increase PAD (Regional Original Revenue) and eliminate illegal parking actions that violate applicable rules. Parking management in Malang City, especially Jalan Jenderal Besuki Rahmat, is not optimal. This is due to several factors, namely the lack of control from the transportation dinar, the absence of a suitable mechanism in the allocation of parking fund deposits, the number of parking officers who violate the rules related to the allocation of deposit funds, and the formulation of the e-parking policy that is being worked on makes the dilemma regarding the consequences of the unemployment rate which will increase as a result of the transformation of humans into machines.

Conclusion

Based on the above analysis, the researcher concluded that the governance of parking policies in Malang City, Indonesia, especially on Jenderal Basuki Street, which experiences a one-way road policy, parking control, and governance scope includes roadside parking lots (TJU), office parking, both government and private, shop parking, and mall parking. In this case, several types of vehicle coverage must be classified in the management and control of parking. In carrying out control and cooperation, the network of cooperation between the transportation agency and parking officers in order to manage policies to eliminate illegal parking practices is by providing signs such as KTA (Member Identity Card), PDH (Daily Service Clothing), and parking tickets label with the local government of Malang City, Indonesia. This is done to distinguish between official and illegal parking officers.

However, the rationalization of parking policy governance, especially on the one-way road policy as an effort to eliminate illegal parking, seems like it could be more optimal. This is based on the analysis of Max Weber's perspective rationalization theory. First, at the stage (Calculability), the Malang City Regional Government, through the Malang City Transportation Office, enforced a one-way policy to unravel congestion. However, this condition then resulted in illegal parking. Second, at the stage (efficiency), actualization in the collection of parking management funds from parking officers who enter the BAPPENDA (Regional Revenue Agency) and then become part of the PAD (Regional Original Revenue) is only carried out based on a Letter of Assignment (ST). Second, in the (Control) stage, the parking governance control mechanism is only carried out for a short period, once every three weeks. At this stage (Predictability), what the unfortunate city government did not predict regarding parking governance was strict control. The reason is that several parking officers who have used PDH said they do not cooperate with the Malang City Transportation Office. Income obtained through parking is not deposited to the Transportation Office, thus violating the provisions of the applicable rules. At the (Irrational Consequences) stage, the irrational consequence is that inefficient governance is increasing the number of illegal parking officers in Malang City. At this stage (Human Resources Becoming Non-Human), formulating the

E-Parking policy becomes a dilemma, considering replacing humans with machines, which will eliminate people's jobs.

Suggestions

The researcher suggests that changing the policy from manual parking to e-parking is a progressive step from the Malang City transportation office in eliminating the existence of illegal parking. However, this policy needs to require the aspirations of all official parking officers. This is considering the decrease in the number of parking lot points, which has the potential to eliminate their jobs. Thus, it will increase the unemployment rate in Indonesia.

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