

## Implementation of Parking Management Policy in Addressing Illegal Parking Attendants on Cipto Mangunkusumo Street, Cirebon City

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**Abstract:** Illegal parking attendants remain a public service issue in urban transportation management, particularly on Cipto Mangunkusumo Street, Cirebon City, where high parking demand, limited official parking spaces, and weak public compliance contribute to traffic disorder and unauthorized parking practices. This study aims to analyze the implementation of parking management policy by the Cirebon City Transportation Agency in addressing illegal parking attendants, including the obstacles encountered and the efforts made to improve policy effectiveness. This research used a qualitative descriptive method, with data collected through interviews, field observations, and document analysis. The analysis was based on Van Meter and Van Horn's policy implementation model, which includes policy standards and objectives, resources, characteristics of implementing agencies, inter-organizational communication, implementer disposition, and social-economic conditions. The results show that the policy has been implemented according to applicable regulations and standard operating procedures, but its implementation has not been fully optimal. The main obstacles include limited supporting facilities, insufficient surveillance infrastructure, inconsistent inter-agency coordination, low public awareness, and the economic dependence of some illegal parking attendants on parking activities. The discussion indicates that policy enforcement requires not only legal action but also persuasive, social, and economic approaches. This study concludes that strengthening coordination, improving infrastructure, and providing alternative livelihood strategies are necessary to enhance sustainable parking management in Cirebon City.

**Keywords:** policy implementation; parking management; illegal parking attendants; Transportation Agency; Cirebon City.

## INTRODUCTION

Parking management is an important aspect of urban public policy because it is closely related to traffic order, road safety, public service quality, and the use of public space. In areas with high mobility and dense economic activity, the need for parking spaces tends to increase along with the growth of trade, services, offices, and public facilities. When the availability of official parking spaces is limited, informal parking practices often emerge, including the presence of illegal parking attendants who operate without official authorization. This condition may cause several problems, such as traffic congestion, disorderly use of road shoulders and sidewalks, unclear parking fees, reduced public comfort, and potential loss of local revenue. Therefore, parking management policy needs to be implemented effectively through clear regulations, adequate supervision, inter-agency coordination, and community compliance.

The implementation of public policy is not only determined by the existence of formal regulations, but also by how these regulations are carried out by implementing agencies in the field. Public policy is basically a government effort to respond to public problems and achieve certain social objectives (Suwitri, 2008). In this context, policy implementation becomes a crucial stage because a well-formulated policy may not produce the expected results if it is not supported by proper resources, communication, organizational capacity, and implementer commitment. Kasmad (2013) explains that the success of public policy implementation depends on the interaction between policy objectives, implementing institutions, available resources, and the external environment surrounding the target group. Thus, parking management policy requires not only legal enforcement, but also administrative capacity and social support from the community.

Cirebon City is one of the urban areas in West Java that has strategic economic and transportation functions. One of the roads with high activity intensity is Cipto Mangunkusumo Street, which is surrounded by commercial areas, offices, health facilities, restaurants, and other public service centers. The high demand for parking in this area has created challenges for the local government, especially when official parking facilities are not sufficient to accommodate road users. This situation provides opportunities for the emergence of illegal parking attendants who manage parking spaces without official permission. The existence of illegal parking attendants has become a policy problem because it affects traffic order, public convenience, and the effectiveness of local parking governance. The manuscript shows that the Cirebon City Transportation Agency has implemented parking management policy based on applicable regulations and Standard Operating Procedures, but the implementation has not been fully optimal due to limitations in facilities, infrastructure, coordination, and socio-economic conditions of the community.

The legal basis for parking management in Cirebon City is Regional Regulation Number 11 of 2019 concerning Parking Management. This regulation provides guidelines for the local government in managing parking activities, determining parking locations, providing supervision, and enforcing sanctions against parking violations. Handayani (2022) states that the implementation of Regional Regulation Number 11 of 2019 is intended to create orderly parking management in Cirebon City. However, the existence of this regulation still needs to be supported by consistent implementation in the field. In practice, the problem of illegal parking is not only related to the clarity of regulations, but also to the availability of human resources, supporting facilities, supervision systems, and coordination between the Transportation Agency, Public Order Agency, police, and local authorities.

Several previous studies have shown that illegal parking remains a recurring problem in various cities in Indonesia. Arma et al. (2023) found that the implementation of Transportation Agency policy in Medan Marelan was influenced by the availability of resources, communication, and the level of public compliance with parking rules. Noviantoro and Rosando (2023) also explained that the role of the Transportation Agency in controlling illegal parking attendants in Surabaya requires strong supervision and law enforcement because illegal parking practices often involve individuals who benefit economically from unauthorized parking activities. Similarly, Dewi (2024) found that the government still faces difficulties in handling community complaints related to illegal parking attendants in Ngawi because illegal parking practices are connected to public order and local socio-economic conditions. These findings indicate that the problem of illegal parking is multidimensional and cannot be solved only through formal regulation.

Studies on illegal parking enforcement also emphasize the importance of consistency in supervision and sanctions. Parwata et al. (2021) found that the effectiveness of controlling illegal parking in the Ubud tourism area was influenced by law enforcement, public awareness, and continuous supervision. In the context of Cirebon City, Riyanto, Setiawan, and Darwanto (2024) showed that efforts to control illegal parking attendants at the roadside by the Cirebon City Transportation Agency were still constrained by several factors, including limited facilities, weak public awareness, and the need for stronger coordination among related institutions. These findings are relevant to the present study because they show that policy implementation in parking management requires an integrated approach involving regulation, enforcement, public communication, and socio-economic consideration.

Theoretically, this study refers to the public policy implementation perspective, particularly the model of Van Meter and Van Horn as discussed in policy implementation literature. This model explains that policy implementation is influenced by several variables, including policy standards and objectives, resources, characteristics of implementing organizations, inter-organizational communication, implementer disposition, and social, economic, and political conditions. These variables are relevant to analyze parking management policy because illegal parking enforcement depends not only on the Transportation Agency's formal authority, but also on the availability of officers, monitoring infrastructure, coordination with other agencies, the attitude of implementers, and the economic dependence of illegal parking attendants on parking activities. Therefore, the Van Meter and Van Horn model provides a suitable framework for understanding why parking management policy in Cirebon City has not been fully optimal.

Based on the review of previous studies, the research gap lies in the need for a more specific analysis of parking management policy implementation on Cipto Mangunkusumo Street, Cirebon City, as one of the areas with high parking demand and recurring illegal parking practices. Previous research has discussed illegal parking control in several cities, including Medan, Surabaya, Ngawi, Ubud, and Cirebon. However, studies that specifically examine the implementation of parking management policy by the Cirebon City Transportation Agency on Cipto Mangunkusumo Street using policy implementation variables are still limited. Therefore, this study aims to analyze the implementation of parking management policy by the Cirebon City Transportation Agency in addressing illegal parking attendants, identify the obstacles faced in the implementation process, and describe the efforts that can be developed to improve the effectiveness of parking management in Cirebon City.

## **RESEARCH METHOD**

This study used a qualitative approach with a descriptive research design. The qualitative approach was selected because this study aimed to understand in depth the implementation process of parking management policy by the Cirebon City Transportation Agency in addressing illegal parking attendants on Cipto Mangunkusumo Street. Qualitative research is appropriate for examining social phenomena, policy practices, institutional actions, and the meanings constructed by actors involved in a particular public issue (Creswell, 2012). Meanwhile, the descriptive method was used to systematically describe the policy implementation process, the obstacles encountered, and the efforts made by the implementing agency in managing illegal parking practices. Descriptive research is useful for explaining a phenomenon based on facts found in the field without manipulating the research object (Sugiyono, 2019).

The research was conducted on Cipto Mangunkusumo Street, Cirebon City, because this area is one of the strategic roads with high traffic intensity, dense commercial activity, and recurring illegal parking practices. The Cirebon City Transportation Agency was selected as the main institutional focus because it has authority in parking management, supervision, and enforcement based on local parking regulations. The object of this research was the implementation of parking management policy, while the research subjects consisted of actors involved in or affected by the policy, including Transportation Agency officers, field supervisors, parking attendants, and road users around the research location.

The data used in this study consisted of primary and secondary data. Primary data were obtained through interviews and field observations. Interviews were conducted with selected informants who had knowledge, experience, or direct involvement in parking management and illegal parking practices. Field observations were carried out to examine the actual condition of parking activities, the presence of illegal parking attendants, traffic order, parking signs, and supporting facilities in the research area. Secondary data were obtained from official documents, local regulations, previous studies, reports, and other relevant literature related to parking management and public policy implementation. The use of multiple data sources was intended to obtain a more complete understanding of the research problem.

Informants were selected using purposive sampling. This technique was applied because the informants were chosen based on specific considerations, namely their relevance to the research focus and their ability to provide information related to the implementation of parking management policy (Sugiyono, 2019). The informants included officials or staff of the Cirebon City Transportation Agency, parking supervisors, official and unofficial parking attendants, and members of the public who used parking services on Cipto Mangunkusumo Street. Through this technique, the study was able to obtain information from parties who were directly connected to the implementation and impact of the policy.

The data collection techniques in this study included in-depth interviews, observation, and documentation. In-depth interviews were used to explore information related to policy implementation, coordination among institutions, obstacles faced by implementers, and the responses of parking attendants and road users. Observation was conducted to identify field conditions directly, including parking behavior, road use, and the availability of supporting facilities. Documentation was used to collect written data such as regulations, reports, previous research, and institutional documents. According to Moleong (2016), interviews, observations, and documentation are important techniques in qualitative research because they allow researchers to obtain rich and contextual data.

The data were analyzed using an interactive analysis model consisting of data reduction, data display, and conclusion drawing or verification. Data reduction was carried out by selecting, simplifying, and

organizing the data that were relevant to the research focus. The reduced data were then presented in a descriptive narrative form to show the relationship between field findings and the variables of policy implementation. The final stage was drawing conclusions by interpreting the data and verifying the consistency of findings obtained from different sources. This analysis process is in line with the qualitative data analysis perspective which emphasizes the continuous process of organizing and interpreting data to produce valid findings (Qomaruddin & Sa'diyah, 2024).

The analysis in this study was guided by the policy implementation model of Van Meter and Van Horn, which includes six variables: policy standards and objectives, resources, characteristics of the implementing organization, inter-organizational communication, disposition of implementers, and social, economic, and political environment. These variables were used to examine how the parking management policy was implemented by the Cirebon City Transportation Agency and why the policy had not been fully optimal in addressing illegal parking attendants. The model was considered relevant because policy implementation is influenced not only by formal regulations, but also by institutional capacity, communication, implementer commitment, and external social-economic conditions (Kasmad, 2013; Suwitri, 2008).

To ensure the validity of the data, this study used triangulation techniques. Triangulation was carried out by comparing data obtained from interviews, observations, and documentation. In addition, information from different informants was compared to identify the consistency of statements and field conditions. Triangulation is important in qualitative research because it strengthens the credibility of findings and reduces the possibility of subjective bias in interpreting data (Moleong, 2016; Sugiyono, 2019). Through this procedure, the findings of this study are expected to provide a reliable description of the implementation of parking management policy in addressing illegal parking attendants in Cirebon City.

## **RESULTS AND DISCUSSION**

### **Results**

The results of this study show that the implementation of parking management policy by the Cirebon City Transportation Agency on Cipto Mangunkusumo Street has been carried out based on the applicable regulations and operational procedures. The policy is directed toward creating orderly parking management, reducing illegal parking practices, improving traffic flow, and maintaining the function of public spaces such as sidewalks and road shoulders. Field findings indicate that officers of the Transportation Agency understand the objectives of the parking management policy, particularly in relation to the prohibition of parking in unauthorized areas and the control of illegal parking attendants. However, the implementation of this policy has not yet achieved optimal results because illegal parking practices still occur in several points around Cipto Mangunkusumo Street.

Based on the aspect of policy standards and objectives, the parking management policy in Cirebon City already has a clear legal basis through Regional Regulation Number 11 of 2019 concerning Parking Management. This regulation provides guidance for the local government in managing parking locations, supervising parking activities, and enforcing sanctions against violations. The findings show that the policy objectives have been understood by the implementing officers, especially in maintaining traffic order and preventing the misuse of public roads for illegal parking. Nevertheless, the clarity of policy standards has not fully ensured compliance in the field. Some road users continue to park in prohibited areas due to practical reasons, limited official parking spaces, and the perception that illegal parking is more accessible.

In terms of resources, the implementation of the policy is supported by officers from the Cirebon City Transportation Agency who conduct supervision and control activities in the field. However, the available resources are still not fully adequate to support effective implementation. The number of officers is relatively limited compared to the area that must be supervised, while parking activities on Cipto Mangunkusumo Street are dynamic and occur at different times throughout the day. In addition, supporting facilities and infrastructure remain insufficient. The lack of monitoring facilities such as CCTV cameras, limited no-parking signs, and the inadequate availability of official parking facilities make it difficult for officers to supervise illegal parking practices continuously. These limitations reduce the effectiveness of parking control and allow illegal parking attendants to continue operating in certain locations.

The characteristics of the implementing organization also influence the implementation process. The Cirebon City Transportation Agency has authority in parking management, supervision, and public guidance. However, in law enforcement activities, the agency cannot work independently and must coordinate with other institutions, such as the Public Order Agency, police, and local authorities. The findings show that the division of roles among institutions already exists, but coordination has not always been carried out routinely and consistently. This condition affects the effectiveness of enforcement, especially when illegal parking control requires immediate and firm action in the field.

Communication between implementing organizations has been carried out through coordination among the Transportation Agency, Public Order Agency, police, and other related institutions. This coordination is important because the problem of illegal parking involves aspects of transportation management, public order, and law enforcement. However, the findings indicate that communication and coordination still need to be strengthened. Enforcement activities are often conducted only at certain times and have not yet become a sustainable routine program. In addition, communication with the public and parking attendants is still limited. Some road users and parking attendants do not fully understand or obey the parking regulations, which indicates that public education and socialization need to be improved.

The disposition or attitude of policy implementers shows that Transportation Agency officers have a commitment to implementing parking management policy. This can be seen from the efforts to conduct supervision, provide warnings, and coordinate with other agencies before enforcement actions are taken. The implementation process is generally carried out gradually, beginning with socialization and guidance before moving to stricter enforcement. However, resistance from illegal parking attendants remains a challenge. Some parking attendants view the policy as a threat to their income because they depend on parking activities for their livelihood. This condition creates a conflict between policy objectives and the socio-economic interests of the target group.

The social and economic environment is one of the most influential factors in the implementation of parking management policy. Illegal parking practices on Cipto Mangunkusumo Street are not only caused by weak supervision, but also by the economic dependence of some individuals on parking activities. For illegal parking attendants, parking is a source of daily income. Meanwhile, road users often choose illegal parking because it is considered easier, closer, and more practical than official parking spaces. This shows that the problem of illegal parking is not only a legal or administrative issue, but also a social-economic issue. Therefore, the implementation of parking management policy requires not only enforcement, but also a persuasive and humanistic approach.

Overall, the results show that the implementation of parking management policy by the Cirebon City Transportation Agency has been carried out in accordance with the applicable policy framework, but has not been fully effective. The main obstacles include limited facilities and infrastructure, inadequate monitoring systems, inconsistent inter-agency coordination, low public compliance, and the economic dependence of illegal parking attendants. These obstacles indicate that the success of parking management policy depends on the integration of regulation, resources, coordination, public awareness, and socio-economic solutions.

### **Discussion**

The findings of this study confirm that policy implementation is a complex process that is not only determined by the existence of regulations, but also by the interaction between policy standards, resources, implementing institutions, communication, implementer attitudes, and the external environment. In the context of this study, the Cirebon City Government already has a formal regulation concerning parking management. However, the persistence of illegal parking attendants on Cipto Mangunkusumo Street shows that formal regulation alone is not sufficient to solve the problem. The implementation process must be supported by adequate institutional capacity, consistent supervision, and public participation.

From the perspective of policy standards and objectives, the parking management policy has clear goals, namely to create orderly parking services, improve traffic flow, protect public spaces, and reduce illegal parking practices. However, the gap between policy objectives and field conditions indicates that policy standards have not been fully internalized by the target group. Road users still park in prohibited areas, while illegal parking attendants continue to operate because they see parking activities as an economic

opportunity. This finding is in line with the concept of policy implementation which states that policy success depends on the ability of implementers to translate policy objectives into effective field actions.

The limitation of resources is a major obstacle in policy implementation. Although the Transportation Agency has officers responsible for supervision, the lack of supporting facilities reduces the effectiveness of control. The absence of CCTV cameras and limited parking signs make monitoring dependent on direct field supervision. This condition is problematic because illegal parking practices are dynamic and may occur when officers are not present. Therefore, strengthening infrastructure is essential. Parking management should be supported by surveillance technology, clear parking signs, sufficient official parking areas, and an integrated reporting system. Without adequate resources, the policy will remain difficult to implement consistently.

The findings also show that inter-agency coordination plays an important role in controlling illegal parking. The Transportation Agency requires support from the Public Order Agency, police, and local authorities because illegal parking involves both administrative violations and public order issues. However, coordination that is not routine and sustainable may weaken enforcement. This indicates that the implementation of parking policy requires a more structured coordination mechanism, such as regular joint operations, clear division of authority, shared monitoring data, and periodic evaluation among institutions. Stronger coordination will help ensure that enforcement is not only reactive, but also preventive and sustainable.

Communication with the public is another important issue. The study found that low public awareness and compliance contribute to the persistence of illegal parking. Some road users park in prohibited areas because they prioritize convenience and proximity. This shows that policy communication has not fully changed public behavior. Therefore, socialization should not only inform the public about parking rules, but also explain the consequences of illegal parking for traffic congestion, road safety, and public order. Public communication must be carried out continuously through signs, campaigns, direct education, and digital media. Effective communication can help build public awareness and support for parking management policy.

The disposition of implementers is generally positive, as officers have shown commitment to enforcing parking regulations through gradual actions. However, the success of implementation is also influenced by the response of the target group. Illegal parking attendants may resist enforcement because parking activities are related to their economic survival. This finding indicates that a purely punitive approach may not be sufficient. Enforcement must be combined with persuasive and socio-economic strategies, such as registering eligible parking attendants, providing guidance, offering alternative livelihood programs, and involving local communities in maintaining parking order. Such strategies can reduce resistance and increase policy acceptance.

The social-economic environment is the most challenging dimension in the implementation of parking management policy. Illegal parking attendants continue to operate because parking provides daily income, while road users continue to use illegal parking because it is practical. This reciprocal relationship creates a pattern that sustains illegal parking practices. Therefore, parking management policy should be designed as an integrated urban governance strategy. The government needs to provide adequate official parking facilities, regulate parking attendants more formally, improve supervision, and create alternative economic opportunities for those affected by enforcement. By addressing the social-economic roots of the problem, the policy can be implemented more effectively and sustainably.

Compared with previous studies, the findings of this research are consistent with studies conducted in Medan, Surabaya, Ngawi, Ubud, and Cirebon, which show that illegal parking control is commonly constrained by weak supervision, limited resources, low public compliance, and socio-economic factors. This study strengthens previous findings by showing that the implementation of parking management policy on Cipto Mangunkusumo Street requires a combination of legal, institutional, technical, and social approaches. The novelty of this study lies in its focus on a specific urban road segment in Cirebon City and its use of policy implementation variables to explain the obstacles and improvement strategies in parking management.

Based on the discussion, several efforts are needed to improve the effectiveness of parking management policy in Cirebon City. First, the Transportation Agency needs to improve supporting facilities and infrastructure, including CCTV, parking signs, official parking spaces, and field equipment. Second, inter-agency coordination must be strengthened through routine joint operations and clear enforcement mechanisms. Third, public education should be carried out continuously to increase awareness and compliance. Fourth, illegal parking attendants need to be approached through persuasive and socio-economic strategies, including guidance, registration, and alternative livelihood programs. Fifth, policy evaluation must be conducted periodically to assess whether the implementation process has achieved its objectives.

Thus, the implementation of parking management policy in addressing illegal parking attendants on Cipto Mangunkusumo Street has shown institutional efforts, but still faces several obstacles that limit its effectiveness. The policy will be more successful if it is supported by adequate resources, consistent coordination, stronger public communication, committed implementers, and a socio-economic approach that considers the interests of affected communities.

## CONCLUSION

The implementation of parking management policy by the Cirebon City Transportation Agency in addressing illegal parking attendants on Cipto Mangunkusumo Street has been carried out based on applicable regulations and operational procedures. The policy aims to create orderly parking management, improve traffic flow, protect public spaces, and reduce unauthorized parking practices. However, the findings show that the implementation has not been fully optimal. Several obstacles still limit the effectiveness of the policy, including limited supporting facilities and infrastructure, the absence of adequate monitoring systems, inconsistent coordination among related institutions, low public compliance, and the socio-economic dependence of some illegal parking attendants on parking activities. These conditions indicate that illegal parking is not only a matter of law enforcement, but also a public service and socio-economic problem that requires a comprehensive approach. Therefore, the effectiveness of parking management policy can be improved by strengthening inter-agency coordination, increasing supervision facilities such as CCTV and parking signs, expanding official parking areas, intensifying public education, and providing persuasive guidance or alternative livelihood options for illegal parking attendants. This study concludes that sustainable parking management in Cirebon City requires integration between regulation, institutional commitment, public participation, and socio-economic intervention so that the policy can be implemented more effectively and consistently.

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