



# Government Policy Evaluation on Parking Management for Commercial Buildings: Implications for Educational Management and Public Service Effectiveness

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## ABSTRACT

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This study aims to evaluate government policies in the arrangement and security of parking facilities for commercial buildings by integrating an educational management perspective, particularly in relation to policy planning, coordination, supervision, and stakeholder participation as learning processes within public sector governance. The evaluation framework is based on the theory of Egon G. Guba and Yvonna S. Lincoln, which includes five indicators: effectiveness, efficiency, responsiveness, suitability, and policy impact. This research employed a qualitative descriptive method using in-depth interviews, observations, and document analysis involving eleven informants from relevant government agencies, law enforcement units, business actors, parking attendants, and community members. The findings indicate that the implementation of parking policies has not been effective or efficient due to weak inter-agency coordination, limited supervision mechanisms, and inadequate parking infrastructure. From an educational management perspective, these weaknesses reflect insufficient institutional learning, lack of systematic capacity development, and limited dissemination of policy understanding among implementers and stakeholders. Nevertheless, responsiveness is relatively strong, as authorities promptly address public complaints through established communication channels. Although the policy aligns with urban planning objectives, it has not been adaptive to the rapid growth of vehicles and economic activities. The policy impact on traffic order and public comfort remains partial, with persistent issues of illegal parking and congestion. The study implies that strengthening educational management principles such as continuous institutional learning, competency based training, digital supervision systems, and community-based policy education is essential to improve the effectiveness and sustainability of parking policy implementation.

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## INTRODUCTION

Rapid urban development in Indonesia has generated complex governance challenges that directly affect public welfare, one of which is parking management in commercial areas (Dewi, 2025; Kusumawati, 2025; Najiburohman et al., 2025; Syafiih, 2025). This issue is important for society because parking systems influence traffic circulation, pedestrian safety, environmental quality, and economic efficiency. From a public management and educational management perspective, effective parking governance reflects the capacity of institutions to plan, coordinate, supervise, and continuously learn from policy implementation processes. Evidence from major Indonesian cities shows that poorly managed parking contributes to congestion, urban disorder, and declining livability (Wibowo & Ardiansyah, 2022). These conditions indicate not only technical shortcomings but also weaknesses in institutional learning and managerial competence. In educational management terms, policy implementation should function as an ongoing learning system that enables organizations to adapt to change, improve human resources, and refine governance practices. Therefore, examining parking policies is socially significant because it provides insights into how public institutions learn, manage resources, and respond to societal needs, ultimately determining the sustainability and quality of urban life.

The main problem faced by Indonesian cities is the imbalance between rapid motor vehicle growth and the limited availability of formal parking facilities. This imbalance has resulted in illegal parking practices, misuse of sidewalks, traffic congestion, and declining public order. Such conditions reflect weak policy implementation and insufficient managerial capacity at the local government level. According to the Institute for Transportation and Development Policy (2019), ineffective parking management reduces road efficiency, damages the urban environment, and leads to local revenue losses. Although regulations such as Law No. 22 of 2009 on Road Traffic and Transportation and Government Regulation No. 34 of 2006 on Road Infrastructure exist, their enforcement remains inconsistent (Hidayat & Sari, 2021). From an educational management perspective, this problem suggests inadequate policy socialization, limited competency development of implementers, and weak coordination mechanisms. These issues indicate that parking management is not merely a transportation problem but also a managerial and educational challenge involving institutional learning, communication, and human resource development.

Empirical conditions in many Indonesian cities demonstrate persistent parking problems in commercial and tourism areas. In Jakarta, zoning systems and progressive tariffs have failed to eliminate illegal parking in Tanah Abang

and Mangga Dua (Maulana & Widiastuti, 2022). Similar situations occur in Bandung and Semarang, where congestion remains chronic due to insufficient parking infrastructure (Rachmawati, 2021). Medium-sized cities such as Bukittinggi and Pariaman also experience roadside parking caused by tourist influxes without adequate facilities (Nofrida & Marlina, 2023). These phenomena highlight weak supervision, fragmented coordination, and limited adaptive capacity of local institutions. In the context of educational management, such conditions reflect the absence of reflective learning processes within public organizations (Badriyah, 2025; Masrum et al., 2023; Suroiyah & Wahyudi, 2023). Policies are implemented as static rules rather than as dynamic learning tools. Consequently, implementers often lack shared understanding, updated competencies, and systematic evaluation mechanisms, leading to repetitive policy failures and unresolved urban problems.

Previous studies on parking management in Indonesia largely focus on administrative effectiveness, technical infrastructure, and revenue optimization. Research by Wibowo and Ardiansyah (2022) emphasizes the role of parking regulation in reducing congestion, while Hidayat and Sari (2021) highlight enforcement weaknesses at the municipal level. Other studies discuss tariff systems, zoning strategies, and regulatory compliance (Maulana & Widiastuti, 2022; Rachmawati, 2021). However, most of these studies treat parking management as a technical or administrative issue, paying limited attention to institutional learning processes. From an educational management viewpoint, this represents a significant gap, as policy success depends on how policies are understood, internalized, and implemented by human actors within organizations. The lack of focus on managerial learning, capacity building, and policy communication limits the explanatory power of previous research.

Furthermore, existing research rarely integrates policy implementation and evaluation frameworks in a single analytical model. Studies often analyze either implementation barriers or policy outcomes separately, without examining how institutional learning influences both processes. The use of George C. Edwards III's implementation model or Guba and Lincoln's evaluation framework is typically fragmented. This creates a research gap in understanding how communication, resources, disposition, and bureaucratic structure interact with effectiveness, efficiency, responsiveness, and appropriateness. From an educational management perspective, this separation overlooks the role of continuous evaluation as a learning mechanism for organizations. Without such integration, policy recommendations remain superficial and fail to address structural weaknesses. Therefore, there is a need for research that synthesizes implementation and evaluation theories while emphasizing managerial learning and adaptive governance in urban policy contexts.

The novelty of this study lies in integrating policy implementation and evaluation theories through an educational management lens. By combining Edwards III's implementation model with Guba and Lincoln's evaluation indicators, this research treats parking policy as an institutional learning process rather than a static regulatory tool. This approach moves beyond conventional administrative analyses by highlighting how communication, supervision, and capacity development shape policy outcomes. It also emphasizes responsiveness and adaptability as key managerial competencies. This state-of-the-art perspective is important because urban challenges evolve rapidly, requiring governments to function as learning organizations. Addressing parking governance through educational management principles contributes to more sustainable, transparent, and responsive public services, making this issue both theoretically and practically urgent to resolve.

Based on these conditions, this study addresses the following research problem: how effectively are commercial building parking policies implemented, and to what extent do they reflect principles of effective educational management? The argument of this study is that weak parking governance is not solely caused by regulatory limitations but also by insufficient institutional learning, coordination, and competency development. By examining policy implementation and evaluation simultaneously, this research contributes to public administration and educational management literature by demonstrating how learning-oriented governance can improve urban policy outcomes. The findings are expected to offer strategic insights for policymakers to strengthen coordination, digital supervision, and community participation through structured learning and capacity-building processes.

## RESEACH METHOD

This study employed a qualitative descriptive research design to evaluate the implementation of commercial building parking policies (Niam et al., 2024). This design was chosen because it enables an in-depth exploration of policy processes, institutional interactions, and stakeholder perceptions within real-life contexts. From an educational management perspective, qualitative research is particularly appropriate for examining how policies are understood, communicated, and implemented as part of an organizational learning process. The study draws on the policy evaluation framework proposed by Egon G. Guba and Yvonna S. Lincoln, which emphasizes effectiveness, efficiency, responsiveness, suitability, and policy impact. This framework allows the research to capture not only policy outcomes but also learning gaps, managerial capacities, and adaptive responses within public institutions. By focusing on actor interactions, institutional mechanisms, and socio-spatial dynamics, this

approach provides a comprehensive understanding of parking governance as a managerial and educational process rather than merely a technical regulation.

The research was conducted in Padang City, selected due to its role as a provincial capital characterized by rapid economic growth, intensive tourism activity, and the expansion of commercial buildings such as cafés, restaurants, and business centers. Specific research sites included Jalan Samudera, Bandar Purus, Veteran, and the Siteba–Jati corridor, which experience high parking demand and recurring congestion problems. These locations were chosen because they represent areas where policy implementation pressures are most visible. From an educational management perspective, these sites provide a relevant setting to examine how local government institutions manage policy learning, coordination, and supervision in complex urban environments. The imbalance between commercial development and parking provision in these areas reflects challenges in institutional planning capacity and adaptive governance, making them suitable cases for evaluating policy implementation performance.

The study utilized both primary and secondary data sources to ensure comprehensive and credible findings. Primary data were collected through in-depth interviews and field observations. Interviews involved officials from the Transportation Office, village-level administrators, business actors, parking attendants, and community members directly affected by parking problems. These informants were selected to capture diverse perspectives on policy understanding, implementation practices, and institutional coordination. Field observations were conducted to document parking patterns, enforcement practices, and spatial conditions in the study areas. Secondary data were obtained from regional policy documents, laws and regulations, official government reports, publications of the Central Bureau of Statistics (BPS), and local media reports. From an educational management standpoint, this multi-source approach supports policy learning by integrating experiential knowledge with formal institutional documentation.

Data analysis followed the interactive model developed by Miles, Huberman, and Saldaña (2014), emphasizing source triangulation to enhance the validity and reliability of findings. The analysis consisted of three interrelated stages: data reduction, data display, and conclusion drawing and verification. Data reduction involved organizing and coding interview transcripts, observation notes, and documents to identify patterns related to policy effectiveness, coordination, supervision, and responsiveness. Data display was conducted through thematic matrices and narrative descriptions to facilitate interpretation. Finally, conclusions were drawn by continuously verifying findings across data sources. From an educational management perspective, this

analytical process reflects reflective institutional learning, enabling the identification of managerial strengths, weaknesses, and opportunities for capacity development. The results are expected to inform more effective, transparent, and adaptive parking policy governance.

## **RESULT AND DISCUSSION**

### **Result**

Overall, the implementation of parking policies for commercial buildings has not produced optimal outcomes. Based on interviews, field observations, and document analysis, this study found that policy implementation continues to face significant challenges related to institutional capacity, infrastructure limitations, and low levels of compliance among business actors and road users. When assessed using the responsive evaluation framework of Egon G. Guba and Yvonna S. Lincoln (1981), the dimensions of effectiveness, efficiency, responsiveness, relevance, and policy impact have not been comprehensively achieved. From an educational management perspective, these shortcomings indicate weaknesses in institutional learning processes, policy socialization, coordination mechanisms, and capacity development among implementing agencies.

One of the most prominent findings is the persistence of commercial buildings operating without fulfilling parking requirements as part of their building permits. Observations in areas such as Jalan Samudera, Bandar Purus, and Veteran revealed cafés, restaurants, and shop-houses that failed to provide adequate parking spaces. Consequently, visitors park on road shoulders and sidewalks, disrupting traffic flow and endangering pedestrians. In terms of effectiveness, this condition shows that the policy has not achieved its primary objective of regulating public space usage in an orderly and lawful manner. From an educational management standpoint, this reflects weak supervision systems and insufficient institutional learning within licensing authorities. The absence of consistent monitoring and corrective feedback indicates that policy implementation has not been treated as a continuous learning process aimed at improving compliance and managerial performance.

### **Limited Parking Capacity in High-Density Areas**

Another critical issue identified is the limited availability of parking spaces in densely populated commercial areas. The rapid growth of vehicles has not been matched by proportional spatial planning for parking facilities. As a result, traffic lanes are frequently converted into informal parking areas. This condition demonstrates inefficiency, as public spaces are not utilized according to their designated functions. In the context of educational management,

inefficiency arises from inadequate planning competencies and a lack of adaptive learning within local institutions. Effective management requires data-based planning, forecasting, and continuous capacity enhancement. The failure to anticipate urban growth reflects a gap between policy formulation and institutional learning practices necessary to manage dynamic urban environments.

### **Use of Road Shoulders as Informal Parking Areas**

The widespread use of road shoulders as informal parking spaces further highlights weak policy enforcement. In areas such as Khatib Sulaiman, Andalas, and Siteba, business owners often place “customer parking” signs on public roads, treating them as private property. This practice violates traffic regulations and creates disorder. The responsiveness dimension of the policy remains low, as enforcement actions are typically reactive and only occur after public complaints or media exposure. From an educational management perspective, low responsiveness indicates ineffective communication channels and limited participatory learning. Policies are implemented in a top-down manner without continuous dialogue, feedback, and shared understanding among stakeholders.

### **Low Compliance of Road Users and Business Actors**

The study also found low levels of compliance among road users and business owners. Many drivers continue to park in restricted areas, often directly beneath “No Parking” signs, citing convenience or lack of alternatives. Business owners, meanwhile, prioritize economic interests over regulatory compliance, causing inconvenience to nearby residents and triggering social tensions. This condition reflects weak policy internalization and limited public awareness. In educational management terms, this indicates insufficient policy education, socialization, and behavioral change strategies. Policies that are not internalized through effective learning processes tend to be perceived as formal obligations rather than shared social norms.

### **Policy Impact on Urban Order and Public Comfort**

The impact of weak policy implementation is evident in increased congestion, declining urban comfort, and reduced pedestrian safety, particularly in areas. Community complaints highlight the limited positive impact of existing regulations. From an educational management perspective, the limited policy impact suggests the absence of systematic evaluation and reflective learning mechanisms. Without structured feedback loops, institutions fail to learn from implementation shortcomings and adapt policies accordingly. As a result, urban governance remains reactive rather than proactive.

## **Evaluation Based on Guba and Lincoln's Framework**

Based on Guba and Lincoln's evaluation dimensions, the policy has not achieved effectiveness due to persistent violations and weak coordination among agencies such as the Transportation Office, Satpol PP, and the Public Works Department. Efficiency remains low due to revenue leakage, non-transparent levy systems, and limited supervision capacity. Policy relevance is also weak, as regulations do not adequately accommodate the constraints faced by small and medium business actors. Responsiveness is limited by one-way policy communication, while policy impact remains partial and uneven across locations.

In conclusion, this study demonstrates that the parking policy for commercial buildings has not been implemented effectively, efficiently, or equitably. Weak inter-agency coordination, inconsistent supervision, and low transparency remain major obstacles. From an educational management perspective, these findings underscore the need to strengthen institutional capacity through continuous learning, competency-based training, participatory policy education, and digital supervision systems. By treating policy implementation as a learning-oriented management process, local governments can transform parking policies into effective instruments for creating orderly, comfortable, and sustainable urban spaces.

## **Discussion**

This discussion connects the empirical findings with the theoretical frameworks underpinning the analysis, particularly policy implementation theory and responsive policy evaluation, while integrating an educational management perspective. Based on interviews, field observations, and policy document analysis, the implementation of parking policies for commercial buildings has not achieved optimal performance. Key issues include weak supervision, limited parking infrastructure, and low compliance among building owners regarding parking provision requirements. From an educational management standpoint, these problems indicate deficiencies in institutional learning, managerial competence, and policy internalization processes within local government organizations. Policies are implemented as formal administrative mandates rather than as learning instruments designed to improve organizational performance and public understanding over time.

Referring to George C. Edwards III's (1980) policy implementation model, policy success is shaped by communication, resources, disposition of implementers, and bureaucratic structure. The findings reveal that these four dimensions have not functioned synergistically. Inter-agency communication

remains fragmented, policy socialization is largely procedural, and coordination among local government agencies is inconsistent. From an educational management perspective, ineffective communication reflects the absence of systematic policy learning and shared understanding among implementers. Limited human resources and monitoring facilities further constrain effective supervision, while tolerant attitudes toward violations indicate weak professional ethics and accountability mechanisms.

In line with Guba and Lincoln's (1981) responsive evaluation theory, policy effectiveness must be assessed from the perspectives and experiences of affected stakeholders. The findings show that the parking policy is perceived as ineffective and inefficient due to non-transparent levy mechanisms, weak field coordination, and regulations that are not fully aligned with the socio-economic realities of business actors. This underscores that policy effectiveness depends not only on regulatory design but also on continuous evaluation and feedback processes key principles in educational management that emphasize reflective practice and institutional learning.

The suboptimal implementation of parking policies has generated significant social and spatial consequences. Illegal parking in commercial areas such as Purus, Taplau, and Veteran contributes to traffic congestion, reduces pedestrian safety, and disrupts the orderliness of public spaces. Community complaints highlight declining accessibility and comfort, particularly during peak hours. Economically, weak supervision and non-transparent parking levies lead to potential losses in Regional Original Revenue (PAD). From an educational management perspective, these impacts reflect the failure to translate policy objectives into shared norms and behaviors. Without effective policy education and participatory engagement, regulations are perceived as coercive rather than collaborative, exacerbating non-compliance and social inequality between formal and informal parking operators.

To enhance policy effectiveness, the local government must strengthen inter-agency communication and coordination through structured learning forums and cross-sector training programs. Capacity building for parking supervisors should be prioritized to improve professional competence, ethical standards, and accountability. Updating regulations should be accompanied by continuous policy socialization and stakeholder dialogue. The digitization of parking levy systems represents an important learning-oriented reform that promotes transparency, accountability, and efficiency. From an educational management perspective, such initiatives support continuous improvement and adaptive governance. Ultimately, treating parking policy implementation as a learning process enables the development of responsive, inclusive, and sustainable urban management practices.

## CONCLUSION

This study provides an important lesson that the effectiveness of parking policy implementation for commercial buildings is not solely determined by the existence of regulations, but by the capacity of institutions to manage, learn, and adapt. The most significant finding reveals that weak coordination, limited supervision resources, and low compliance among business actors and road users stem from insufficient institutional learning and policy internalization. From an educational management perspective, policy implementation has not functioned as a continuous learning process involving communication, capacity building, supervision, and feedback. As a result, the policy has failed to achieve the dimensions of effectiveness, efficiency, responsiveness, suitability, and policy impact as proposed by Egon G. Guba and Yvonna S. Lincoln. The study highlights that improving urban governance requires strengthening organizational learning, enhancing human resource competencies, and fostering participatory policy education to create shared understanding and compliance.

The strength of this study lies in its academic contribution through the integration of policy implementation theory (George C. Edwards III) and responsive policy evaluation theory (Guba & Lincoln) within an educational management framework. This integrative approach enriches the discourse in public administration and educational management by positioning policy implementation as a learning-oriented managerial process rather than a purely administrative function. However, this research is limited by its qualitative scope and focus on specific urban areas, which may restrict generalizability. Future research is recommended to employ comparative or mixed-method approaches, explore the role of digital learning systems in policy governance, and examine how structured training and community-based policy education can enhance compliance and sustainability in urban management policies.

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