



## Management of Parking User Charges: Potential and Interaction among Actors

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**Abstract :** Parking is one of the income potentials of an area, including Malang City, which has 950 parking spots. The income from parking user charges in Malang City has an upward trend each year. On the other hand, the management of parking user charges is very complicated because it involves several actors, both formal and informal. This research aims at finding out the mechanism for managing parking user charges and the role of the actors involved. This research uses qualitative method. Data collection was carried out using primary and secondary surveys through interviews and observations. The result shows that the parking implementation in Malang City is not supported by the regulations that in depth discuss about the mechanism for collecting and depositing the parking user charges. It is evidenced by the lack of mayoral regulations concerning parking management in Malang City. Apart from that, the limited resources of supervisory apparatus from Transportation Office may trigger the emergence of parking user charge leakage.

**Keywords :** Parking User Charge, Potential, Legality, Management, Formal and Informal Actor.

## INTRODUCTION

Vehicles are needed for people mobility to carry out economic activities such as consumption, production and distribution. The number of motor vehicles in Indonesia has an increasing trend. Motorbike is the largest in number to exist. Similarly, the number of motor vehicles in Malang City also has an upward trend, contributing 0.35% of motor vehicles in Indonesia in 2020. The largest type of vehicle is motorbike, then the second is passenger car (Central Bureau of Statistics/BPS of Malang City, 2023). The high intensity of activity in an area has a major influence on the traffic of motor vehicles. As the result, the vehicle users will also be motivated to find and use more space available for parking, especially parking on the roadside (on street parking). The enhancing number of parking lots causes the increase of income from parking. The profitability from this business has many actors involved in

managing parking. Not only formal actors such as the government, but also other informal actors are involved in parking management.

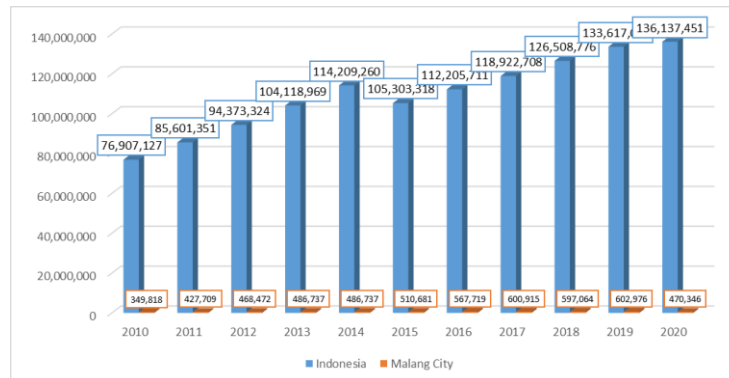


Figure 1. The Number of Motor Vehicles in Indonesia and Malang City (units)

The population of Malang City in 2022 reached 846,126 people with a population growth rate of 0.14 percent. The area of Malang City is 111,077 km<sup>2</sup> which is divided into five sub-districts, namely Kedungkandang, Sukun, Klojen, Blimbing and Lowokwaru. Motorcycles are the most widely used vehicles, reaching 348,960 units or around 76.7 percent of all vehicles in Malang City, followed by passenger cars, trucks and buses. The largest number of motorbikes is in Sukun which is 80,907 units, the largest number of passenger cars is in Lowokwaru, the largest number of trucks is in Blimbing and the largest number of buses is in Klojen.

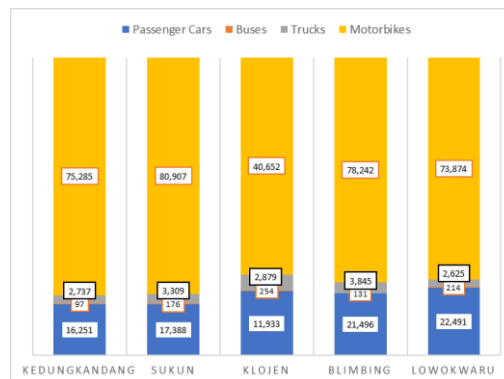


Figure 2. The Number of Vehicles per Sub-District in Malang City in 2022

There are various studies that analyze parking since its management impact may become regional income considering that the local government holds discretion over its management. Rye (2006) stated that the provision of parking in Europe is managed by not only the government, but also the private sector. ITP (2018) added if the fund management of indoor, outdoor or on the roadside parking fees makes a profit (surplus), then the funds are reinvested in parking functions and in regional transportation mobility. Cahyadi et.al (2011) revealed that Malioboro parking management involves the Technical Implementation Unit (UPT) of

Malioboro and Local People's Representative Council (DPRD) of Yogyakarta as formal actors and the Malioboro Parking Association 'Ahmad Yani' and the land owners as informal actors.

Sitorus, et al (2022) explained that state and illegality are inseparable entities. State & illegality occur due to the involvement of state actors in making a policy, especially in the case of minimarket parking in Rawalumbu, Bekasi. Migdal (2012) explained the concept of the state-in-society explains that the state and society shape and influence each other dynamically, where the power of the state depends on its ability to interact with and control social groups within society. Sipahutar, et al (2021) conveyed that parking management at Matahari Terbit Beach is a political arena for formal and informal actors. The formal actors involved are the Regional Parking Company which has legal legitimacy and the informal actors are the Sanur Traditional Village, the association of Sanur Bersatu and the private sector. Widyastuti, et al (2018) denoted that parking management in Samarinda City involves the Transportation Office and the third party, namely the Cooperative of Primokopad Kartika Aji Mustika Korem to provide guidance and control over illegal parking. Basri & Ashwad, (2020) noted that in Bener Meriah Regency, parking levies is managed by a third party, viz. the coordinator or the manager of the parking lot at each parking point.

Several other studies emphasize the importance of clear regulations and effective oversight in the implementation of parking fee systems. Low public awareness and weak enforcement or oversight systems are among the key factors hindering parking fee revenue collection in Batu City (Sopbaba et al., 2012). The Department of Transportation's parking management efforts face several constraints, including a shortage of supervisory personnel, limited budgets, and a lack of supporting infrastructure such as signage and parking structures (Widyastuti et al., 2018). Rosalina (2014) explained that management performance of on-street parking fees has become more effective and efficient due to more intensive supervision following the implementation of the regulation.

The increase in urban vehicle numbers has the potential to boost revenue from the parking sector, particularly through parking fees. However, without proper regulation and active involvement from relevant stakeholders, this growth could lead to issues such as illegal parking, and lost local revenue opportunities. The escalating number of parking lots increases the income from the parking business. The profitability makes many actors from both formal institutions like the government and informal ones involve in parking management. Based on the aforementioned description, this phenomenon is interesting to observe.

## **RESEARCH METHODS**

This study uses a qualitative approach. The data were collected by means of primary and secondary survey. The primary survey was conducted by seeking information directly through interviews, field observations, and documentation. The secondary survey was carried out by collecting data from related institutions in the form of written documents. To determine the informants, the researchers used a purposive technique, i.e. a technique for collecting data sources with certain considerations (Sugiyono, 2019). Some of the selected informants included implementers, people/parties who executed street-level bureaucratic policies, and the community of Malang City.

The sampling technique used in this study is a mix sampling technique, viz. a sampling technique carried out by combining several different techniques. The first is area sampling which is utilized on areas that are part of the population. The sample areas were the Pasar Besar area and the Agus Salim area. The second is incidental sampling which aims for the community and the official parking attendants. These type of people who accidentally met the researcher can be used as samples if they meet the criteria as the data sources. This study employed the Miles and Huberman model analysis, namely data reduction, data presentation, and verification.

## **RESULT AND DISCUSSION**

Parking management in Malang City is arranged in Regional Regulation (Perda) of Malang City Number 4 of 2009 concerning Parking Lot Management. Based on clause 3, the regulation of parking lot management aims at: (1) regulating parked vehicles by paying attention to the impact of parking on the surrounding environment; (2) ensuring tidiness, orderliness, and comfort of the environment around the parking lots; (3) anticipating and minimalizing criminal acts against vehicles in parking lots; and (4) providing protection against dangers and losses from criminal acts for the public who park their vehicles in designated parking lots. There are 4 regional regulations that become the legality of parking lot management in Malang City. First, Regulation of Malang City Number 4 of 2009 concerning Parking Lot Management which regulates parking lot management in general. Second, Regulation of Malang City Number 3 of 2015 concerning Public Service Levies which regulates general and incidental parking levies provided on the curb of public roads.

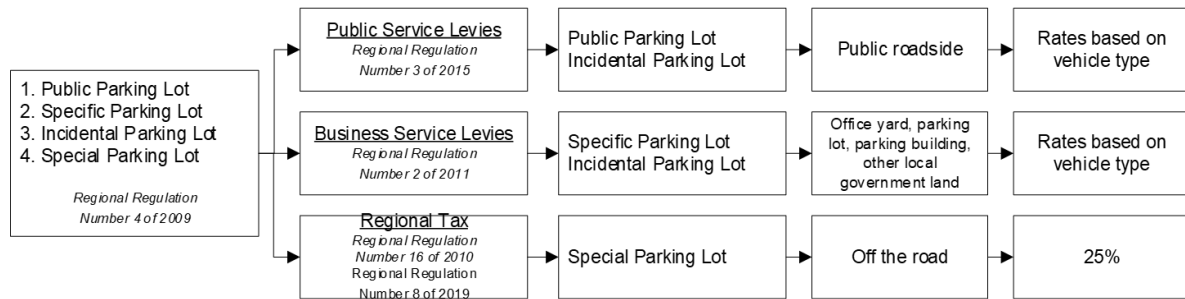


Figure 3. Legality of Parking Management

Third, Regulation of Malang City Number 2 of 2011 concerning Business Service Levies which regulates specific parking lot levies with objects including the yard of the Regional Government (Pemda) office, parking area, parking building, land owned by the Regional Government which specifically functions as a parking lot. Fourth, Regulation of Malang City Number 16 of 2010 as amended to Regulation Number 8 of 2019 concerning Regional Taxes which regulates specific parking lots organized outside the road, both those provided in connection with the main business and those provided as a business. Regulations serve as a reference in parking management, so the availability of regulations greatly supports the optimization of own local revenue. Rosalina (2014) explained that before the regional regulation was enacted, parking fees were managed by a third party with a lengthy process and monthly payments. After the regulation took effect, management was transferred to the Department of Transportation using a daily collection system. On the other hand, the results of Humairah et al., 2021 shows that the management of parking fees in Bandung City still does not fully comply with existing SOPs and regulations, leading to various issues that prevent revenue targets from being met.

Potential Parking User Charge. One of regional income sources is Local Own-Source Revenue (PAD) which consists of regional taxes, regional levies, management results of separated regional assets, and other legitimate PAD. Regional levies are payment for services or certain permits that are specifically provided and/or granted by the Regional Government for the benefit of individuals or agencies. One source of regional levies is the parking service levies collected as payment for parking on the curb of public roads. Based on clause 19 paragraph 1 in Regulation of Malang City Number 3 of 2015 concerning Public Service Levies, the object of roadside parking levies is the provision of roadside parking services determined by the Regional Government. In addition, there is also spesific parking based on Regulation of Malang City Number 2 of 2011 concerning Business Service Levies, namely parking place specifically provided, owned and/or managed by the Regional Government with the objects including the

office yard of the Regional Government Institutions, parking area, parking building, and land owned by the Regional Government that functions as parking place.

The number of parking points in Malang City is 950 (Transportation Office of Malang City, 2023). The largest number is in Klojen Sub-district with 538 parking points, followed by Blimbing Sub-district with 132 points, Lowokwaru Sub-district with 127 points, Kedungkandang Sub-district with 84 points, and Sukun Sub-district with 69 points. This is in line with the number of markets and businesses that are mostly in Klojen. The number of markets in Malang City is 26 markets. The Sub-district with the largest number of markets is Klojen with 14 markets, followed by Kedungkandang with 6 markets, Sukun with 3 markets, Blimbing with 2 markets, and Lowokwaru with 1 market. Then, the area with the most business places is Klojen reaching 8,101 and the least is Lowokwaru reaching 1,116. Based on the number of parking points spread throughout the sub-districts, Malang City has a fairly high potential for receiving parking user charges. In practice, the collection of parking fees is often unbalanced; a large portion of the revenue is kept by parking attendants—both official and unofficial—while only a small amount is remitted to the government. As a result, local revenue targets are not achieved (Budiarto, 2016).

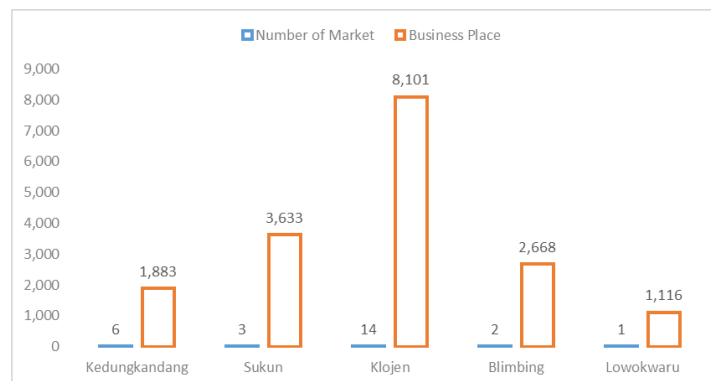


Figure 4. The Number of Markets and Business Places per Sub-District in Malang City in 2022

The realization of parking user charges in Malang City has increased from year to year. Nevertheless it decreased in 2020 due to the Covid-19 pandemic and increased again in 2021. In 2021, the realization from general and specific parking user charges reached IDR 7.2 billion. It is carried out based on the deposit-targeted system for each parking point which is agreed by the Regional Government, in this case the Transportation Office, and the parking manager (based on the broadness of the area and level of traffic). In determining the tariff for each parking point, the parking attendant's ability to deposit parking revenue daily to the Transportation Office is also considered. If both parties has agreed, the parking attendant publishes a statement of willingness to meet the target. Parking locations and the amount of

fees to be collected from each site are determined by the relevant agency based on surveys in areas identified as having parking potential, with decisions guided by the frequency of parking service usage (Sopbaba et al., 2012). The designation of parking zones in Samarinda City aligns with Regional Regulation No. 5 of 2015 on Parking Management and Zoning. The process considers seven aspects: spatial planning, traffic flow, safety, environmental impact, accessibility, disability inclusion, and minimum parking space standards (Widyastuti et al., 2018).

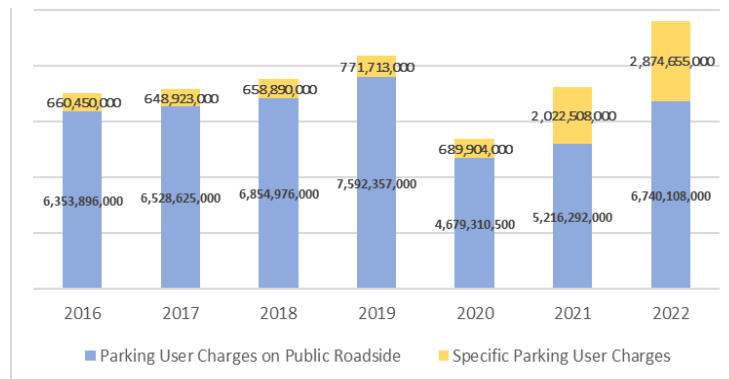


Figure 5. Receipt from Parking User Charges in Malang City

Management Mechanism. Malang City has not had a Mayoral Regulation that in detail regulates the collection and deposit of parking user charges. The four local laws only regulate the subjects, objects, and rates imposed on the parking user charges. Hence, the collection and the deposit systems become unstandardized (different between managers). This means that there are differences in the time and mechanism of deposit among parking user charges managers. Some said that the results of the user charges were deposited daily and some others told that they were deposited monthly. However, on the other hand, based on a statement from the Transportation Office, the Mayoral Regulation is in the process of being drafted.

The flow of collection and payment system of general parking user charges in Malang City is as follows: 1) Parking attendants collect parking user charges from the public by giving tickets based on the rates of general parking user charges according to Regional Regulation of Malang City Number 3 of 2015 concerning General Service Levies. 2) Parking attendants deposit the results of the collection of general parking user charges to the manager in their area; Parking attendants deposit the results of general parking user charges to the collector of Transportation Office (parking attendants who also role as managers). 3) Managers deposit the receipt results of general parking user charges to the collector of Transportation Office. 4) The collector submits the deposit results with the evidence to the Parking Assistant Treasurer of Transportation Office. 5) The Parking Assistant Treasurer of Transportation Office receives

and records the deposit results from the collectors, then submits it to the Receipt Treasurer of Transportation Office. 6) The Receipt Treasurer of Transportation Office receives and records the deposit, then submits it to the Regional Treasurer, in this case the Regional Finance and Asset Management Agency (BPKAD), 7) BPKAD verifies the deposit and delivers it to the Regional General Cash Account (RKUD).

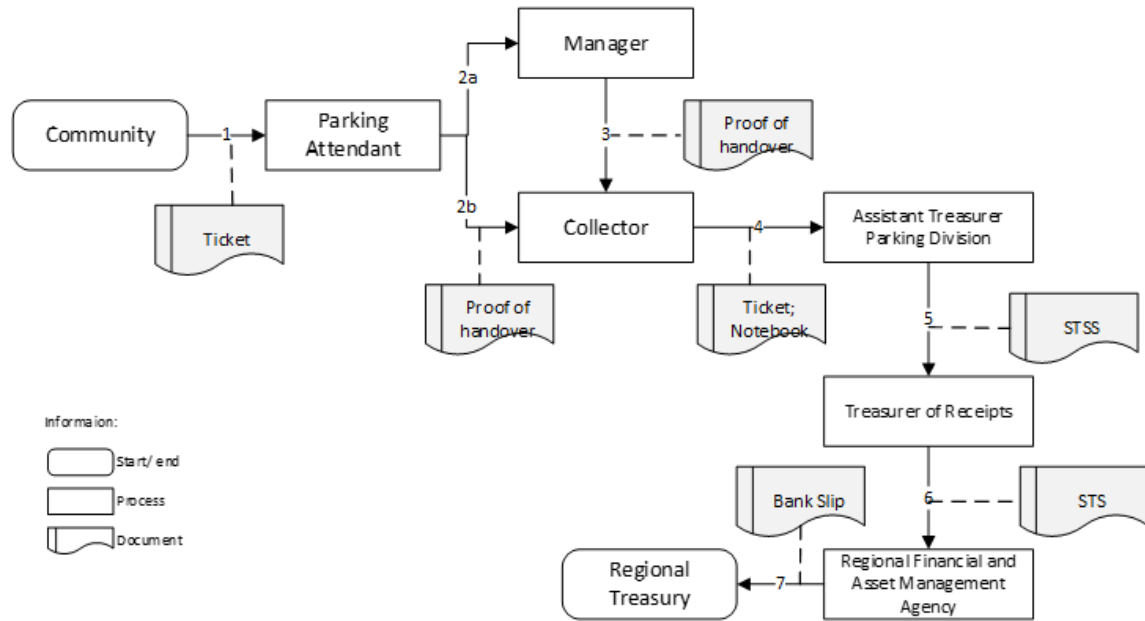


Figure 6. Flow of Collection & Deposit of Parking User Charges

Guidance and supervision for general parking and/or specific parking activities are carried out by the Mayor or an appointed official, who next provides both technical and operational guidance and instructions (Regional Regulation Number 18 of 2009, Clause 18 Paragraphs 1 and 2). Supervision and guidance on general and specific parking user charges are conducted by Transportation Office. Based on information from Transportation Office of Malang City, the number of parking supervisors is 8 people. Compared to the number of parking points i.e. 950 spots, the comparison ratio is 1:118 meaning that 1 officer supervises 118 parking points. Supervision is carried out by means of direct inspections based on public complaints and joint operations coordinating with the prosecutor's office. This limited number of supervisors increases the chance of leakage of parking user charges. On-street parking management in Bener Meriah Regency remains suboptimal due to a lack of supervisory staff, weak SOPs, and insufficient collaboration with third parties. These factors lead to revenue leakage and missed annual targets (Basri & Aswad, 2023).

Formal and Informal Actors. Transportation Office is the institution appointed to manage parking user charges. Transportation Office of Malang City has a special working unit that handles parking user charges, namely the Parking Management Division, which consists



of (1) Parking Service and Management Section and (2) Parking Supervision Section. Parking Service and Management Section has the main task of data collection, development planning, arrangement and management of parking. Meanwhile, Parking Supervision Section has the main task of supervising and coaching the implementation of parking on public roadsides and specific parking areas except for parking areas in the regional market environment. The collector is an officer who has the task to collect parking user charges from the manager. The number of collectors at the Transportation Office is 12 people. Then, based on clause 18 paragraph 2, coaching and supervision are carried out by providing both technical and operational guidance and instructions. The number of supervisors at the Transportation Office is 8 people.

Market Technical Implementation Unit of Trade Office. Based on Mayor Regulation of Malang Number 8 of 2019 concerning the Establishment of Market Technical Implementation Units of Trade Office, Market UPT has the task to perform operational and technical activities for market management. Based on clause 5 paragraph 2 point c, Market UPT has the task of supervising, securing and controlling, especially against the possibility of criminal acts and fire hazards in the market environment. Then, in clause 5 point g it is explained that Market UPT collects and administers Market Service Levies. It means that Market UPT does not have a role in managing parking user charges in the market environment, in terms of either collection or supervision.

Regional Revenue Agency. If parking user charges are managed by Transportation Office, parking taxes are managed by Regional Revenue Agency (Bapenda). Parking Tax is a tax on the provision of parking spaces outside the road, whether provided in connection with the main business or provided as a business, including the provision of a custody to board out motor vehicles. This means that parking tax is imposed on the provision of parking spaces outside the road, that is outside the part of the road that includes all traffic lanes and shoulders. The shoulder of the road is the side road for accommodating stopped or malfunctioned vehicles, emergency needs, and supporting the lower foundation layer, foundation layer, and surface layer. The example of parking points that is included in the parking tax is Indomaret, Alfamart, and shophouses along Jalan Soekarno Hatta.

Parking Lot Manager. Based on Regional Regulation of Malang City Number 4 of 2009, Clause 6 Paragraph 3, Regional Government can cooperate with people/individuals or agencies in managing parking lots. In the Regulation, there are only regulations regarding specific parking lot managers, there are no regulations regarding public parking lot managers. However,

to become a parking lot manager, you should first register and meet the specified requirements which include: 1) having written and stamped business actor permit; 2) registering to Transportation Office (KTP and KK); 3) getting letter of introduction from RT/RW; 4) getting approval as a parking lot manager from the Transportation Office. This approval will be given after the Transportation Office finishes reviewing the parking location and determines whether or not someone is approved as a parking manager.

**Parking Attendant.** Parking attendants are officers who are tasked to arrange the placement of parked vehicles. Based on the Local Regulation of Malang City Number 4 of 2009 Clause 15 Paragraph 1, in general and specific parking locations owned or managed by the Regional Government, each parking attendant is given a letter of appointment as a parking attendant in the relevant parking lot or location and is equipped with a Parking Attendant Membership Card (KTA). In addition, parking attendants will also be equipped with other parking attributes, such as vests and parking tickets. It is noted that the number of parking attendants in Malang City is 2,863 personnel. Parking Association of Malang City (Papakoma) is an association of parking attendants in Malang City. Papakoma functions to smoothen the communication between Transportation Office and parking attendants regarding information related to parking management, such as the latest regulations, implementation of training, etc.

Both formal and informal actors have their respective roles in parking management. Formal actors like PD Parkir hold legal authority, while informal actors involved include the Sanur Traditional Village, the Sanur Bersatu community group, and private entities such as Skyline (Sipahutar et al., 2021). Sitorus et al (2022) the relationship between community organizations and local agencies such as Bapenda and the Department of Transportation in managing parking around minimarts reveals that the interplay between the state and illegality is not limited to state officials it is also acknowledged and accepted by the public

## **CONCLUSION**

The results of the study stated that the formal actor involved in the management of parking user charges in Malang City includes Transportation Office, while the informal actors are Parking Managers and Parking Attendants. There are 4 regional regulations that become the legality for parking management in Malang City, namely Regulation of Malang City Number 4 of 2009, Regulation of Malang City Number 3 of 2015, Regulation of Malang City Number 2 of 2011, and Regulation of Malang City Number 16 of 2010. In its implementation, the parking system in Malang City still uses a target system to determine the revenue realization

by the Transportation Office. It is supported by the unavailability of Mayoral Regulation that in detail regulates the mechanism for collecting and depositing parking user charges. Moreover, the lack of Supervisory Apparatus Resources may trigger the emergence of parking user charge leakage.

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