

Legal Reformulating Illegal Parking Supervision through Participatory Governance and Sadd al-Dzari'ah Principles

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Abstract

This study is motivated by the widespread practice of illegal incidental parking during carnival events in the City of Malang, which has caused losses to the public and reflected the weak supervision of the local government. The limited resources of the Malang City Transportation Agency have hindered effective monitoring across all locations, thereby necessitating an alternative mechanism through community participation-based supervision. This research aims to examine the role of the Malang City Transportation Agency in addressing such violations and to analyze them from the perspective of sadd al-dzari'ah. This study employed an empirical juridical research method with sociological and statutory approaches. Primary data were obtained through interviews and observations, while secondary data were derived from relevant regulations and literature. The findings reveal that community participation-based supervision is implemented through public reporting, coordination with local village officials, and follow-up actions by the Transportation Agency. This mechanism is considered effective in overcoming the limitations of formal supervision and enhancing efforts to address illegal incidental parking practices. From the perspective of sadd al-dzari'ah, participatory supervision serves as a preventive measure to block pathways leading to harm, such as illegal levies, public inconvenience, and social conflict. Therefore, community involvement in supervision represents a relevant strategy that aligns with the preventive principles of Islamic law in creating order and justice in the management of incidental parking during carnival events in Malang City.

Keywords: Incidental parking; Supervision; Department of Transportation; Malang City Carnival; Sadd al-dhari'ah.

Research Background

The Malang City Carnival is an annual event that promotes local culture and economy and becomes a tourist attraction.¹ However, behind the excitement, there are serious problems related to illegal incidental parking practices that are troubling the community.² The latest news highlights the complaints of residents who are forced to pay for unreasonable parking, from Rp3,000 to Rp10,000,³ even when returning home, showing the rampant practice of incidental parking. This violates Malang City Regional Regulation Number 2 of 2011 concerning business service charges and Number 3 of 2015 concerning public service charges.⁴ This problem requires handling from the Malang City Transportation Department (Dishub). However, the problem is that the Transportation Department often gets information late and is not optimal in coordinating and handling illegal levies, including illegal interinstitutional parking practices. This is due to the many carnival holding points in Malang City that cannot be accommodated by the Malang City Transportation Agency as a whole, causing delays in handling or even no handling at all. Therefore, active reporting from community participation is needed to be integrated into supervision so that the Malang City Transportation Department is always agile in responding to problems quickly.

Community participation-based supervision is the active involvement of residents in supervising policies or activities in their environment,⁵ which plays an important role in tackling illegal parking practices. This mechanism is needed because the government has limited resources and reach, so it cannot monitor every corner of the city at all times.

¹ LEE EVELINE, "PERANCANGAN MOTION GRAPHIC TEMATIK SEBAGAI MEDIA KOMUNIKASI VISUAL PADA AKUN INSTAGRAM MALANG FLOWER CARNIVAL (MFC)" (Sarjana, Sekolah Tinggi Informatika & Komputer Indonesia, 2024), <https://www.stiki.ac.id>.

² Mohammad Riyan Hidayatulloh, "Penerapan Sanksi Pidana Terhadap Pungutan Liar Oleh Penyelenggara Parkir Ilegal," *Jurnal Legisia* 15, no. 1 (2023): 36–49.

³ "Pungli Parkir Event Viral, Dishub Malang Perkuat Pengawasan - Indonesia Online," preprint, t.t.

⁴ Nazhifah Husna S, "Penyelenggaraan parkir insidental menurut tiga peraturan daerah Kota Malang dan hukum Islam" (undergraduate, Universitas Islam Negeri Maulana Malik Ibrahim, 2018), <http://etheses.uin-malang.ac.id/14022/>.

⁵ Ade Jafar Sidiq dan Risna Resnawaty, "PENGEMBANGAN DESA WISATA BERBASIS PARTISIPASI MASYARAKAT LOKAL DI DESA WISATA LINGGARJATI KUNINGAN, JAWA BARAT," *Prosiding Penelitian dan Pengabdian kepada Masyarakat* 4, no. 1 (2017): 38, <https://doi.org/10.24198/jppm.v4i1.14208>.

The public, as the party most affected by illegal parking practices,⁶ can act as the government's "eyes and ears" on the ground. They have up-to-date information about the location and time of the violation. Without the active role of the community, enforcement of parking rules is often ineffective⁷, plus the incidental nature of these violations is difficult to reach with limited formal oversight. Thus, community participation-based supervision is a relevant solution that transforms the community from a victim to an active supervisor, to ensure that any violation can be reported and followed up quickly while strengthening the effectiveness of the government, and closing the surveillance gap that has been the main cause of incidental illegal parking violations.

Sadd al-dhari'ah is one of the rules of Islamic law which means 'closing the path to destruction'.⁸ In addition to a form of social concern, public participation in complaining about illegal parking practices is a manifestation of the principle of *sadd al-dhari'ah* to prevent greater damage.⁹ In the perspective of *sadd al-dhari'ah*, community-based supervision is an urgency that needs to be implemented to close the door to illegal parking practices from an early age. The practice of illegal parking is a form of *dhari'ah* (facilities) that can cause various damages, such as financial losses to the community, inconvenience, social conflicts, and damage the image of good city governance.¹⁰ Community involvement in supervision and reporting will be an effective way to 'close the road' for the perpetrators of illegal parking practices to continue to carry out their actions. The *sadd al-dhari'ah* approach is expected to be an ethical and spiritual foundation that moves the community to realize participation-based supervision as an applicable form in the field, which also makes incidental illegal parking practices can be prevented and minimized in a sustainable manner.

Several previous studies have contained elements of countermeasures for illegal incidental parking in Malang City, some others have also raised the correlation of *sadd*

⁶ Dhiya Fahriyyah Maritza dan Taufiqurokhman Taufiqurokhman, "Peranan Masyarakat Sipil dalam Peningkatan Akuntabilitas Birokrasi Melalui Pengawasan Publik yang Aktif," *JURNAL ILMIAH ILMU ADMINISTRASI* 14, no. 1 (2024): 71–84, <https://doi.org/10.33592/jiia.v14i2.4679>.

⁷ Imam Nur Alfandi, "Partisipasi Masyarakat Dalam Pelayanan Pengaduan Pungutan Liar Melalui Aplikasi Laporan Aspirasi Kotak Saran Anda (Laksa) Pada Dinas Komunikasi Dan Informatika Kota Tangerang Provinsi Banten" (PhD Thesis, Institut Pemerintahan Dalam Negeri, 2022), <http://eprints.ipdn.ac.id/6844/>.

⁸ Makmur Dongoran, *Sadd Al-Dhari'ah dan Fath Al-Dhari'ah dalam Kompilasi Hukum Islam Tahun 1991*, dalam *Sekolah Pascasarjana UIN Syarif Hidayatullah Jakarta*, no. 25 (2023).

⁹ A. Munif, *Penerapan Sadd Dh pada Bidang Muamalah*, dalam *Researchgate.Net* (t.t.).

¹⁰ Rukhul Amin, "Sadd Al-Dzari' Ah: Korelasi Dan Penerapannya Dalam Hukum Ekonomi Syariah," *Jurnal Justisia Ekonomika: Magister Hukum Ekonomi Syariah* 4, no. 2 (2020), <https://doi.org/10.30651/justeko.v4i2.6856>.

al-dhari'ah in their research. Previous research, Dewi Citra Larasati, highlights the need for the role of regional heads to synchronize the role of the Transportation Department and the role of the Regional Revenue Agency (Bapenda) over the lack of supervision and control of the Transportation Department over illegal parking attendants in Malang City.¹¹ Meanwhile, Imam Nur Alfandi brought the importance of community participation in illegal collection complaint services to improve public services, provide efficiency and effectiveness, and realize community participation.¹² Rukhul Amin's research correlates *sadd al-dhari'ah* into its application to sharia economic law.¹³ Although there has been research with the same object, this study still has differences that focus on overcoming violations of incidental parking laws at the Malang City Carnival through community participation-based supervision using the *perspective of sadd al-dhari'ah* that has never been researched before.

The reason for choosing the Transportation Agency as the research location is based on Article 3 paragraph (2) letter d of Malang Mayor Regulation Number 34 of 2016, which states that the agency has a function in organizing and controlling parking. This is strengthened by Article 6 paragraph (2) letter d, which mentions that the agency also has duties in guidance and implementation of public relations.¹⁴ that can be used as a basis for the integration of supervision based on community participation. Therefore, there is an urgency to empower the community as a supervisory partner that will strengthen supervision so that the Transportation Department can be immediately responsive and agile in overcoming incidental illegal parking practices when carnivals are held in Malang City. The use of the *sadd al-dhari'ah* perspective which emphasizes the prevention of all means that can lead to *kemafsadatan* (damage or violation of the law) is in line with the involvement of the community in the supervision carried out by the Malang City Transportation Department as a *sadd* or closing the opportunity for illegal incidental parking practices that are rampant in the Malang City carnival to date.

¹¹ Dewi Citra Larasati dan Abd. Rohman, "Tumpang Tindih Pengelolaan Tempat Parkir (Studi Tentang Retribusi Dan Pajak Parkir Di Kota Malang)," *Reformasi* 10, no. 1 (2020): 45–60, <https://doi.org/10.33366/rfr.v10i1.1801>.

¹² Imam Nur Alfandi, *Partisipasi Masyarakat dalam Pelayanan Pengaduan Pungutan Liar Melalui Aplikasi Laporan Aspirasi Kotak Saran Anda (Laksa) pada Dinas Komunikasi dan Informatika Kota Tangerang Provinsi Banten*, dalam *Thesis. Politik Indonesia Terapan*, no. 17 (2022).

¹³ Amin, "Sadd Al-Dzari'Ah:Korelasi Dan Penerapannya Dalam Hukum Ekonomi Syariah."

¹⁴ Serta Tata dan Kerja Dinas, *Peraturan Walikota Malang Nomor 34 Tahun 2016*, 2016, 1–40.

Research Methods

This research employed an empirical juridical method with sociological and statutory approaches. The study was conducted at the Malang City Transportation Agency. Primary data consisted of interviews and observations, while secondary data included laws, regulations, and related literature. Data were collected through interviews and documentation techniques. The data were analyzed descriptively and qualitatively through the stages of data reduction, data presentation, and conclusion drawing. The reason for selecting the Transportation Agency as the research location is based on Article 3 paragraph (2) letter d of Malang Mayor Regulation Number 34 of 2016, which states that the department has a function in organizing and controlling parking. This is strengthened by Article 6 paragraph (2) letter d, which mentions that the agency also has duties in guidance and implementation of public relations. that can be used as a basis for the integration of supervision based on community participation.

The authority and strategies of the Malang City Transportation Agency in supervision

Illegal incidental parking practices are temporary parking activities that appear at a certain event, but do not meet the provisions of the Requirements and Criteria for Parking Procedures of the Malang City Transportation Agency such as not having a permit, not in accordance with the agreed point, not using official attributes or tickets and collecting tariffs that are not in accordance with the provisions¹⁵. In large-scale activities such as carnivals in Malang City, this practice often causes disruptions to the smooth flow of traffic which narrows the movement space of other vehicles and triggers congestion because vehicles are parked on the road body or in areas that should not be designated for parking.

In addition, illegal incidental parking practices also have a further impact such as environmental pollution due to increased exhaust emissions because the vehicle's engine remains on when waiting in line or looking for a parking space because the vehicle stops

¹⁵ "PERDA Kota Malang No. 3 Tahun 2015," Database Peraturan | JDIH BPK, diakses 25 Januari 2026, <http://peraturan.bpk.go.id/Details/20969/perda-kota-malang-no-3-tahun-2015>.

or runs very slowly for a long time¹⁶. In addition, the time wasted due to congestion and the increasingly difficult process of finding a parking space, also increases the cost of time and stress of the community. If this condition occurs repeatedly at every major event, it will indirectly have a negative impact on city productivity due to increased parking search times due to illegal parking¹⁷.

Article 18 paragraph (1) of Malang City Regional Regulation Number 4 of 2009 concerning parking management emphasizes that the guidance and supervision of public parking areas and/or special parking areas are carried out by the Mayor or appointed officials.¹⁸. So that normatively the authority of parking supervision is a matter for the local government whose implementation can be delegated to the technical regional apparatus. This provision is further emphasized in Article 3 paragraph (2) letter d of Malang Mayor Regulation Number 34 of 2016, which states that the Transportation Agency has functions in the administration and control of parking.¹⁹. In other words, the Malang City Transportation Department acts as a technical implementer who carries out the Mayor's mandate in the field of parking. As for the meaning of parking, as has been emphasized by the Malang City Transportation Department, the function of parking management and supervision also refers to incidental parking, including maintaining order and parking control in large-scale activities such as carnivals.

Based on interviews with staff of the Malang City Transportation Department, the supervision mechanism implemented during the carnival includes preventive measures such as the division of surveillance zones, the placement of patrol officers in strategic corridors, the installation of temporary signs, the establishment of checkpoints, and the regulation of flow and temporary parking lots. However, in terms of implementation, even though officers feel that they have carried out their duties in accordance with existing regulations, in the field there is still a limited capacity, both the number of personnel deployed by the Transportation Department under supervision, the rarity of real-time

¹⁶ Tsakalidis Anastasios dan Tsoleridis Panagiotis, "The Impacts of Illegal Parking on the Urban Areas' Traffic and Environmental Conditions: The Case of the City of Thessaloniki," *Spatium* 2015, no. 33 (2015): 41–46, <https://doi.org/10.2298/spat1533041t>.

¹⁷ "Cruising for parking: New empirical evidence and influential factors on cruising time | Journal of Transport and Land Use," diakses 26 Februari 2026, <https://www.jtlu.org/index.php/jtlu/article/view/1142>.

¹⁸ "Microsoft Word - PERDA NOMOR 4 TAHUN 2009 TENTANG PENGELOLAAN TEMPAT PARKIR.rtf," t.t., diakses 25 Januari 2026, https://jdih.malangkota.go.id/laravel/storage/upload_file_hukum/PERDA_NOMOR_4_TAHUN_2009_TENTANG_PENGELOLAAN_TEMPAT_PARKIR.pdf.

¹⁹ Tata dan Dinas, *Peraturan Walikota Malang Nomor 34 Tahun 2016*.

coordination between agencies in the field, and the rarely occurrence of checking official parking attendants. So that in events such as carnivals there are still loopholes that are often used by illegal parking attendants or illegal levies. The results of the interviews also show that incidental parking arrangements are based on permit enforcement, the enforcement of regional division before the carnival is held, as well as direct supervision through patrols with internal tasks and schedules that have been arranged for carnival supervision every day.

In the requirements and criteria for the parking implementation procedure of the Malang City Transportation Agency in the section of obligations, prohibitions, and sanctions of parking managers²⁰, there are actually quite clear stages of sanctions for parking attendants or managers who violate the rules. The sanctions start from verbal warnings, then written warning letters, to the stage of minor crimes (tipiring), and can even lead to the revocation of the letter of appointment, the revocation of the KTA, and the termination of parking activities. This provision shows that the Transportation Department has a strong enough basis to take action against violations not only administratively, but also in the legal realm if violations continue to be repeated. However, based on the results of research in previous research,²¹ until now the Malang City Transportation Department has never brought cases of illegal incidental parking violations to the Tipiring stage. The handling carried out is still limited to giving reprimands or warning letters. Even when there are cases that are finally handled by law enforcement officials, it usually happens because of public pressure due to viral videos or news on social media, not because of direct follow-up from the sanction mechanism in the SOP. This condition shows that there is a difference between the rules that are already available and their implementation in the field. This fact is also one of the causes of the weak deterrent effect and the occurrence of illegal incidental parking practices that do not recede among the people of Malang City.

²⁰ “PERSYARATAN-DAN-KRITERIA-PROSEDUR-PENYELENGGARAAN-PERPARKIRAN.pdf,” t.t., diakses 18 Januari 2026, <https://dishub.malangkota.go.id/wp-content/uploads/sites/16/2017/05/PERSYARATAN-DAN-KRITERIA-PROSEDUR-PENYELENGGARAAN-PERPARKIRAN.pdf>.

²¹ Yurika Salsabila, “Pengawasan Dinas Perhubungan Kota Malang terhadap penetapan tarif parkir Insidental: Studi di Dinas Perhubungan Kota Malang” (undergraduate, Universitas Islam Negeri Maulana Malik Ibrahim, 2025), <http://etheses.uin-malang.ac.id/80941/>.

The Malang City Transportation Department also has various steps to organize and control illegal parking which are recognized as having been realized. These measures are also part of efforts to reduce congestion as well as violations of the use of public spaces such as illegal incidental parking practices. These efforts are realized by joint operations with Satpol PP, TNI/Polri, cracking down on illegal parking at a number of strategic points by raiding vehicles, applying tickets to parking sign violators, regulating parking pockets in certain areas such as Kayutangan Heritage, and socializing official parking rates to suppress illegal collection practices by illegal parking attendants. However, a number of previous articles²² and research²³ still show that illegal parking remains flourishing in various corners of Malang city.

The existence of a trail of violations such as the one that occurred at the carnival in mid-2025²⁴, indicates that law enforcement in the field is still weak and has not achieved significant control. Previous researchers²⁵ also assessed that this phenomenon reflects the weak regulation, supervision, and clarity of the authorities in managing parking spaces which actually opens a gap for illegal parking attendants to continue operating. The resource person stated that although many concrete actions in the form of periodic control have been carried out, the practice of illegal incidental parking has not receded and continues to occur in the midst of the people of Malang City. This has become part of the community's routine, even the Kelurahan also prefers and provides a way to pay for it to avoid conflicts and utilize the phenomenon as a common mechanism that is included in the HTM event.

Parking management at events such as carnivals must follow regional levy rules in order to create legal certainty, transparency, accountability, and legal protection for the public as parking service users. The main legal basis comes from Article 110 paragraph (1) letter e of Law Number 28 of 2009 concerning Regional Taxes and Regional Levies, which emphasizes that parking services on the side of public roads are the object of public service levies. This provision then requires the local government to establish local regulations as the basis for official collection, so that any parking levy carried out without

²² Admin Upload, "Wali Kota Malang Soroti Penarikan Tarif Parkir Saat Karnaval," *Suara Gong*, 31 Juli 2025, <https://suaragong.com/wali-kota-malang-soroti-penarikan-tarif-parkir-saat-karnaval/>.

²³ Salsabila, "Pengawasan Dinas Perhubungan Kota Malang terhadap penetapan tarif parkir Insidentil."

²⁴ D. Nana, "Pungli Parkir Event Viral, Dishub Malang Perkuat Pengawasan - Indonesia Online," 29 Juli 2025, <https://indonesiaonline.co.id/pungli-parkir-event-viral-dishub-malang-perkuat-pengawasan/>.

²⁵ Salsabila, "Pengawasan Dinas Perhubungan Kota Malang terhadap penetapan tarif parkir Insidentil."

the basis of local law can be categorized as an illegal levy. The arrangement in Malang City has been updated through Article 59 of the Malang City Regional Regulation Number 4 of 2023 concerning Regional Taxes and Regional Levies and the previous regulation in Regional Regulation Number 3 of 2015, which states that parking services on public roadsides are the provision of parking services determined by the Regional Government in accordance with the provisions of laws and regulations. Furthermore, Article 60 states that the subject of the levy is an individual or entity that uses the parking lot provided by the local government, so that every official parking user has a legal obligation to pay the levy according to the predetermined rate.

Specifically regarding parking at incidental activities such as carnivals, festivals, night markets, or other crowded events, Appendix III Malang City Regulation Number 4 of 2023 expressly regulates the amount of incidental parking mention the tariff is set to create official standards so that there is no arbitrary withdrawal of tariffs by illegal parking attendants and activity committees. For trucks, buses, and minibuses, the incidental parking fee is IDR 20,000 per parking lot, for sedans, jeeps, pick-ups, and the like is IDR 5,000 per parking lot, while for motorcycles it is IDR 3,000 per parking lot. This rate is different from regular public roadside parking which has a lower rate, namely motorcycles of IDR 2,000 and sedans of IDR 3,000 per parking lot. Thus, at the time of the carnival that uses the incidental parking scheme, the public is obliged to pay according to the official tariff and it is not allowed to levy outside the provisions of the regional regulation.

In addition to the obligation to pay the levy, the legality of official parking is also determined by the provision of parking tickets as valid proof of payment. In the Article 23 Malang City Regulation Number 3 of 2015 it is stated that the levy period for parking services on the side of public roads is when a ticket is given. This provision shows that tickets are not only administrative tools, but also legal evidence of the existence of a service relationship between parking attendants and service users. The ticket is the basis for the public to demand responsibility in the event of vehicle loss, damage, or misuse of the levy by parking officers. If the parking user does not receive an official ticket, then the public has the right to question the legality of the levy and even refuse payment because it does not meet the administrative elements of the regional levy.

The discussion of the authority and strategy of the Malang City Transportation Office in supervising and overcoming violations of incidental parking laws is not only directed to the Malang City Transportation Office, but also the involvement of other parties needed in supervision. The analysis of the rights and obligations of each party is as follows by (1) The Transportation Office as the leading sector in the implementation of incidental parking at the Malang City carnival plays a major role that cannot be transferred to other parties, although in its implementation it still requires the support of various actors. This is affirmed in Article 18 paragraph (1) of Regional Regulation of Malang City Number 4 of 2009 which states that "The guidance and supervision of the activities of public parking lots and/or special parking lots is carried out by the Mayor or appointed officials." This provision clearly places the Transportation Department as the implementer of the parking supervision mandate. Furthermore, Article 3 paragraph (2) letter d of Malang Mayor Regulation Number 34 of 2016 states that "The Transportation Agency has the function of organizing and controlling parking," which shows that the Transportation Department not only plays the role of a supervisor, but also as an organizer of the parking system as a whole, including incidental parking in carnival activities. Additionally, Article 15 letter a Law Number 25 of 2009, states "The Organizer is obliged to compile and establish service standards," which means that the Transportation Department must ensure the existence of operational standards in the implementation of parking. Meanwhile, Article 36 paragraph (1) states that "Organizers are obliged to manage complaints from service recipients," which shows that supervision cannot run without community participation. Thus, even though the Transportation Department is the main actor in the implementation of incidental parking, the effectiveness of supervision still depends on the involvement of other parties as part of an interconnected system.

(2) In this framework, the community occupies a strategic position as a party that is directly in contact with incidental parking practices, so that it has an important role in supporting the supervisory function of the Transportation Department. The rights of the community as service users are protected under Article 4 letter a Law Number 8 of 1999 concerning Consumer Protection states "The right to comfort, security, and safety," and letter c which states "The right to true, clear, and honest information." This provision indicates that the public has the right to get parking services that are in accordance with

standards and transparent. In addition, Article 4 letter h affirms "The right to compensation, compensation, and/or reimbursement," which strengthens the position of the community in the event of a violation. However, the community also has obligations, such as paying official levies as stipulated in Article 60 of Regional Regulation Number 4 of 2023 and acting in good faith as stated in Article 5 letter a of the Consumer Protection Law. In the practice found in this study, the community not only plays the role of users, but also as the main source of information through reporting violations. Therefore, the existence of the community becomes the initial element in the chain of supervision, which then requires regulation and facilitation from the government at the regional level.

(3) This role is then accommodated by the Kelurahan as a government apparatus that has direct proximity to the community, so that it functions to regulate, direct, and maintain order in the local context. Article 25 of Government Regulation Number 17 of 2018, it is stated that "The Kelurahan Head is in charge of carrying out community empowerment, maintaining peace and public order," which shows that the Kelurahan has a responsibility in creating orderly regional conditions. This is reinforced by Article 8 of Regional Regulation of Malang City Number 8 of 2008 which states that the Kelurahan head organizes government, development, and community affairs, which in the context of incidental parking includes the control of community activities during carnival. Additionally, Article 225 paragraph (1) of Law Number 23 of 2014 emphasizes the role of community empowerment by the Kelurahan, which in practice is realized through community organizing and the formation of a commitment to order. In this study, the Kelurahan plays a role as a liaison between community reports and the Transportation Department, as well as a party that ensures order at the local level before further action is taken. Thus, the community that previously acted as a reporter was directed and facilitated by the Kelurahan to become part of a more structured supervision system.

(4) Furthermore, in the technical implementation in the field, the Kelurahan does not work alone, but appoints and involves community organizations such as Karang Taruna as implementers or supervisory executors. This has a normative basis in Article 1 point 1 of Minister of Social Affairs Regulation Number 25 of 2019, which defines "Karang Taruna is a youth social organization as a forum for the participation of the younger generation." This provision shows that Karang Taruna has legitimacy as a representation of the community in social activities, including supervision. Based on the

results of interviews in this study, Karang Taruna is actively appointed by the Kelurahan to be directly involved in parking supervision during carnival, both in the form of field monitoring and the delivery of information to the Transportation Department. This role makes Karang Taruna an extension of the Kelurahan as well as an operational partner of the Transportation Department in the field. Thus, continuity between the community and the government does not stop at the reporting stage, but continues on direct involvement in oversight through organizations that have a clear structure and coordination.

(5) As for the operational level, incidental parking operators and parking attendants are the parties who directly carry out parking activities, so that their obligations are an important part of maintaining the overall order of the system. Articles 59–60 of Regional Regulation Number 4 of 2023 stipulate that parking operations must comply with official provisions, including administrative requirements and levy systems. This is reinforced by Article 23 of Regional Regulation Number 3 of 2015, which establishes tickets as valid proof of payment, serving as a control mechanism against illegal levies. Additionally, Article 13 of Law Number 9 of 1998 states that event organizers must maintain public order, emphasizing that parking organizers cannot act outside legal control. For parking attendants, liability for vehicle security is governed by Article 1365 of the Civil Code, "Every unlawful act that causes loss requires the perpetrator to compensate for damages." This provision shows that violations by field implementers not only have administrative impacts, but can also have legal consequences. Therefore, the parking implementer becomes the end point in the chain of supervision, which determines whether the system that has been built by the Transportation Department, the community, the Kelurahan, and the Youth Organization can run according to the provisions.

(6) In addition, under certain conditions, the implementation of supervision can also involve cooperation between agencies to strengthen the effectiveness of control in the field. This shows that even though the Transportation Department is the main actor in the implementation of incidental parking, the implementation in the field is still collaborative and situational as needed. Thus, this entire series shows that incidental parking supervision in the Malang City carnival is a tiered system, starting from the main authority of the Transportation Department, strengthened by community participation, regulated by the urban Kelurahan, carried out by the Youth Organization, and run by parking implementers in the field.

It can be emphasized that in the practice of implementing carnival parking in Malang City, agencies, communities or individuals who organize the event must first coordinate with the Transportation Department to obtain incidental parking permits. The permit includes the determination of parking points, traffic flow regulation, the number of official parking officers, and tariff adjustments according to the provisions of the regional regulation. The Transportation Department has the authority to supervise and regulate parking so that parking does not cause congestion, does not disturb public order, and does not become a loophole for illegal collection practices. The Kelurahan or the event committee is responsible for ensuring that the parking officers used are registered official officers and that all the results of the levy collection are correctly recorded as regional revenue. Meanwhile, the public has the right to obtain safe parking services, clear rates, and official tickets, and has the obligation to pay according to the regional regulation rate and report if there is a levy that exceeds official provisions.

The urgency of such supervision is heightened by Malang City's challenges in optimizing local revenue (PAD), particularly from regional taxes and levies. Recent reports indicate that the city's 2025 tax revenue target was significantly adjusted from approximately IDR 1 trillion to IDR 840 billion, a reduction of IDR 160 billion. This adjustment reflects changes in revenue structure and realistic capacity, requiring stricter measures to prevent revenue leakage. In the regional levy sector, by the end of 2025, the target of IDR 311.8 billion was only realized at approximately IDR 218.6 billion, indicating weaknesses in supervision and collection. In this context, incidental parking at large events like carnivals becomes a vulnerable point for revenue leakage if not strictly monitored, as illegal charges often occur without permits, tickets, or proper remittance to the regional treasury. Therefore, synergy between legal frameworks, official permits, ticket usage, and community participation is essential to prevent illegal parking practices and ensure that parking levies contribute to regional income rather than becoming unlawful charges.²⁶

Overall, it can be interpreted that the authority to supervise incidental parking in Malang City actually has a fairly clear legal basis. The Transportation Agency (Dishub) is mandated to control parking through the Mayor Regulation of Malang City Number 34

²⁶ "Target Pajak Daerah Kota Malang Turun Rp 160 Miliar," Target Pajak Daerah Kota Malang Turun Rp 160 Miliar, diakses 28 April 2026, <https://radarmalang.jawapos.com/kota-malang/2411060031/target-pajak-daerah-kota-malang-turun-rp-160-miliar>.

of 2016. However, from the perspective of administrative law supervision theory, this condition shows a gap between the regulation and its implementation. Surveillance theory asserts that effective surveillance is not enough to have a basis of authority, but must also be supported by clear standards, continuous monitoring, and integrated corrective actions²⁷. However, judging from the description above, the sectoral work carried out by the Malang City Transportation Department without involving crucial parties such as the Kelurahan who admitted in the interview that they did not comply with incidental parking rates in the procurement of carnivals, is still far from effective and has not touched a truly comprehensive control.

Supervision theory has the goal of creating order and compliance with rules²⁸. From the evidence of illegal incidental parking practices at the Malang City carnival which remain repeated and even internalized as a habit such as the data mentioned above, it shows that the supervisory function of the Transportation Department over the supervision of incidental parking practices at the Malang City carnival which is currently still not achieving this goal. From the results of the interviews, the work pattern of the Transportation Department is still predominantly reactive by emphasizing that there must be an official permit for activities first or act on problems after public reports appear. In fact, in the theory of government supervision, preventive supervision should be placed in front as an early prevention effort before violations occur²⁹.

The attitude of the Transportation Department that states the limitations of authority in the interview, such as the affirmation that it does not have supervisory authority if the activity is not licensed, shows a tendency for supervision that is too procedural. This makes the supervision space narrow and limited, especially in community activities that run without initial coordination. The approach taken by the Transportation Department to date has also not fully reflected the urgency of the presence of the state which should be

²⁷ “Sistem pengawasan terhadap perbuatan aparat pemerintah dan peradilan tata usaha negara di Indonesia disusun oleh Muchsan | Dinas Perpustakaan dan Arsip Daerah DIY,” diakses 27 Februari 2026, <https://balaiyanpus.jogjaprov.go.id/opac/detail-opac?id=41658>.

²⁸ “Pengantar Manajemen - Cia Cai Cen - Google Buku,” diakses 20 Januari 2026, https://books.google.co.id/books?id=wdS5EAAAQBAJ&printsec=frontcover&dq=Pengertian+manajemen&hl=id&newbks=1&newbks_redir=0&source=gb_mobile_search&ovdme=1&sa=X&redir_esc=y#v=onepage&q=Pengertian&f=false.

²⁹ “Buku Pengawasan Pemerintahan.pdf,” t.t., diakses 27 Februari 2026, <http://eprints2.ipdn.ac.id/id/eprint/488/1/Buku%20Pengawasan%20Pemerintahan.pdf>.

more proactive in anticipating and supervising spaces that tend to be prone to violations in this modern era³⁰.

The urgency of involving community participation in the supervision of illegal incidental parking at the Malang City carnival

From the various efforts that have been carried out by the Malang City Transportation Agency, as mentioned by the resource persons in the interview and mentioned in previous research³¹, even from the evidence of the incident of illegal incidental parking practices at the Malang City carnival in mid-2025³² shows that this role is not fully effective due to the lack of resources that cause delays in the arrival of information due to the implementation of carnivals in a large area, weaknesses in sanctions enforcement, and operational coordination gaps that allow illegal incidental parking practices to continue to recur³³. This proves that there are still many loopholes that are used by illegal parking attendants or illegal levies.

The problem of supervision of the Transportation Department which is still arguably less responsive to the problems that occur in, makes the mechanism of community participation in the supervision of illegal incidental parking is urgently needed. This is in line with the theory of community participation by Conyers (1994) which states that community participation is a tool to obtain information about the conditions, needs and attitudes of the local community³⁴. In this theory, the form of community participation is not only understood in the form of symbolic participation, but as an active subject who can directly monitor problems in their environment so that the information provided is more accurate and in accordance with field conditions.

The involvement of this participation indirectly serves to reduce the distance between the government and the community, because through the participation of the community more open two-way communication is created. Community participation will be an efficient solution to the problem of laxity in the supervision of illegal incidental

³⁰ "Governance and Development," Text/HTML, World Bank, diakses 27 Februari 2026, <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/604951468739447676>.

³¹ Salsabila, "Pengawasan Dinas Perhubungan Kota Malang terhadap penetapan tarif parkir Insidentil."

³² Nana, "Pungli Parkir Event Viral, Dishub Malang Perkuat Pengawasan - Indonesia Online."

³³ Salsabila, "Pengawasan Dinas Perhubungan Kota Malang terhadap penetapan tarif parkir Insidentil."

³⁴ Ricky Wirawan dkk., "Partisipasi Masyarakat dalam Perencanaan Pembangunan Daerah," *Jurnal Ilmu Sosial dan Ilmu Politik Universitas Tribhuwana Tunggaladewi* 4, no. 2 (2015): 42434.

parking practices at the Malang City carnival without charging any party because community participation puts people who were originally victims, into supervisors who can express complaints about the rampant practice of illegal incidental parking. In addition, community involvement can also foster a sense of ownership of the policies implemented, so that participation is no longer just a complement that can be ignored, but an important part of building a more responsive and sustainable supervisory system.

Although the participatory policy framework for the procurement of complaint websites such as "sambat online"³⁵ or Instagram of the Malang City Transportation Agency³⁶ has been adopted, in practice there are obstacles such as low public awareness of the reporting mechanism, unclear complaint procedures, and even long response times. These obstacles prove that the mechanism and policy of community participation have never been implemented optimally before. Some people, as explicitly admitted by the staff of the Transportation Department in interviews, are still apathetic for the reason that the reporting facilities are not clear and are still not known to the public. The above information requires a clear mechanism in handling, because the more structured and communicative the involvement mechanism offered, the higher the public's enthusiasm to provide their ideas, suggestions, and energy³⁷.

The clarity of the flow of supervision over illegal incidental parking practices in carnival activities basically depends on the activeness of the Transportation Agency (Dishub) as the main coordinator. The Transportation Department needs to be more proactive to build communication and cooperation with all parties involved, ranging from the Kelurahan, the Youth Organization, to the community. This active role is important so that the supervision mechanism is not only formal on paper, but truly implemented in the field. This is also in line with Mayor Regulation of Malang Number 34 of 2016 Article 6 paragraph (2) letter d, which emphasizes that the Transportation Agency has the duty to carry out guidance and organize public relations in the transportation sector.

In this scheme, the community functions as an informal supervisor who conducts direct monitoring of alleged parking violations. This form of supervision can be in the form of documentation through photos or videos, as well as submitting reports and

³⁵ The website can be accessed at [the https://sambat.malangkota.go.id/ link](https://sambat.malangkota.go.id/)

³⁶ Instagram can be accessed at [the https://www.instagram.com/dishubmalangkota/ link](https://www.instagram.com/dishubmalangkota/)

³⁷ OECD, *Citizens as Partners: OECD Handbook on Information, Consultation and Public Participation in Policy-Making* (OECD, 2001), <https://doi.org/10.1787/9789264195578-en>.

complaints from residents regarding inconvenience due to incidental parking during the carnival in the Kelurahan area. With active coordination from the Transportation Department, community participation can be more directed, response to violations can be faster, and the goal of maintaining traffic order in the community environment is easier to achieve³⁸.

The problems related to the weak supervision of incidental parking as described in the previous section have basically shown that the handling that only relies on the government or the Transportation Department has not been fully able to reach the dynamics of violations in the field. Delay in response, limited personnel, and distance supervision are factors that open up space for repeated violations. Therefore, community participation-based supervision is urgently needed as a solution to close the supervision gap.

By placing residents as part of participatory supervisors, potential violations can be identified faster because the community is closest to the scene of the incident³⁹. The presence of residents is expected to allow direct communication with those who commit violations such as the collection of tariffs that are not in accordance with the provisions⁴⁰. The need for community participation-based supervision is also in line with the legal framework of local government. Article 354 paragraph (1) of Law Number 23 of 2014 concerning Regional Government explicitly mandates that regional governments must encourage community participation in the administration of regional governance, including efforts to maintain order and public interest.

This communicative approach between citizens is important to prevent minor violations from being considered commonplace, because if left unattended for too long, the practice has the potential to cause unrest and damage public order. In addition, community involvement is also in line with the demands of modern governance which emphasizes the need for the government to be more proactive and collaborative with the public in the supervisory function. The community is expected to be able to channel their

³⁸ "DASAR-DASAR-MANAJEMEN.pdf," t.t., diakses 27 Februari 2026, https://www.researchgate.net/profile/Bravo-Press/publication/390037890_DASAR-DASAR_MANAJEMEN/links/67dcd392fe0f5a760f5b4734/DASAR-DASAR-MANAJEMEN.pdf.

³⁹ "(PDF) World Development Report 2004: Making Services Work For Poor People," diakses 27 Februari 2026, https://www.researchgate.net/publication/44831660_World_Development_Report_2004_Making_Service_s_Work_For_Poor_People.

⁴⁰ Database Peraturan | JDIH BPK, "PERDA Kota Malang No. 3 Tahun 2015."

aspiration rights if they feel burdened by the practice of illegal incidental parking at the carnival with all kinds of violations.

In its realization, the community that is appointed to be the accommodator of aspirations, can be in the form of groups or individuals who are trusted in each Kelurahan. Based on interviews conducted by researchers, the two Kelurahan parties actually agreed on this mechanism and will entrust the position to the task of community groups. As explained by the Kelurahan Merjosari, if this mechanism is implemented, the responsibility is entrusted to the Kelurahan Community Empowerment Institution (LPMK) and is run by the Youth Organization.

Article 1 point 1 of Minister of Social Affairs Regulation Number 25 of 2019 concerning Karang Taruna states that Karang Taruna is a youth social organization at the Kelurahan or sub-district level that functions as a forum for youth participation in social community activities. In the context of the carnival, the position of Karang Taruna is considered the most appropriate to conduct direct supervision of illegal incidental parking practices because they are closest to the community, understand field conditions, and are usually involved in the event committee. However, interview results show that Karang Taruna of Merjosari Sub-district has not yet established formal coordination with the Transportation Agency. The Kelurahan stated in the interview that it has never officially determined incidental parking because so far it has relied on crowd permits from the police, if viewed from the *perspective of the ius constituendum*, the Kelurahan still needs the idea of a clearer coordination mechanism as an anticipatory step if at any time the problem of incidental parking arises due to the increasing intensity of the carnival.

The absence of an active coordination mechanism indicates that the role of the sub-district administration is still relatively passive. In fact, Article 229 paragraph (4) of Law Number 23 of 2014 in conjunction with Article 4 of Government Regulation Number 17 of 2018 concerning Sub-districts places the head of sub-district (lurah) as the executor of community empowerment and the maintenance of public peace and order in their area. This condition indicates the need to strengthen the role of the Kelurahan more proactively within the framework of the *ius constituendum*. The Kelurahan needs to strengthen its role as the closest coordinator who proactively fosters, directs, and oversees community participation in supervising incidental parking practices in every carnival event.

The reality that has been happening so far, when viewed from the Kelurahan, the application of the community as a parking supervisor will be very difficult to implement. This argument occurred because so far in accordance with the interviews conducted, the Kelurahan has become a body that supports and ignores the regulation of special tariffs in the procurement of incidental parking that occurs every carnival such as the implementation of parking rates in conjunction with HTM which causes inconsistency with the provisions in the regulations⁴¹. The withdrawal in question is carried out by combining the withdrawal of parking fees as well as HTM which in the explanation of the resource person is used as accommodation costs at each event.

Based on the facts that have been mentioned, in accordance with the results of interviews in two Kelurahans that have been carried out by researchers, it was agreed that there is a new mechanism in the form of the implementation of supervision assistance against illegal parking based on community participation. The approval from the Kelurahan shows the availability of the Kelurahan as a party that will later become the coordinator or bodyguard of the illegal incidental parking supervision mechanism based on community participation.

Looking at the various conditions that occur, incidental parking supervision at the Malang City carnival is no longer enough if it only relies on the supervision that has been carried out by the Transportation Department. The vastness of public space that makes the scope of supervision limited requires a collaborative mechanism with the community to be able to expand supervision to the closest point to the community. The involvement of residents through participatory supervision supported by the coordination of the Kelurahan through Karang Taruna, is the answer to the urgency in closing the gap in violations that have been repeating so far. The sooner information on alleged violations is received from the public, the faster control actions can be taken, so that traffic order problems and violations of illegal incidental parking practices in every carnival can be resolved on an ongoing basis.

⁴¹ Database Peraturan | JDIH BPK, “PERDA Kota Malang No. 3 Tahun 2015.”

The implementation mechanism of community participation-based supervision by the Malang City Transportation Agency at the Malang City carnival

The flow of supervision based on community participation in the Malang City carnival from the community to the Dishub is to make the Dishub remain the main supervisor and holder of regulatory authority. Community participation does not replace the Transportation Department, but rather becomes a prevention tool and evidence support so that the Transportation Department can act faster and on target. In order for the flow to be effective and not convoluted, the chain of supervision is made one door, where residents or visitors report to the Youth Organization as *a verifier* and then the report is given to the Transportation Department who will be the *executor*.

Residents or visitors act as early reporters because they are the ones who see the incident the fastest. For example, there is an unreasonable fare collection, parking at an unreasonable point, no official tickets, etc. This model places the public as an *early warning system* that accelerates the government's response to potential violations⁴². However, in this reporting model, residents must have various forms and nature of reports, sometimes emotional and even incomplete, so this needs to be filtered so as not to burden the Transportation Department. This is where Karang Taruna functions as an institution that best understands the state of the local community that can accommodate the aspirations of residents, ensure clear and fact-based reports.

Theoretically, community involvement in incidental parking supervision mechanisms is in line with the concept of community participation in modern public governance. According to Conyers, community participation is important because the community is the party that knows the needs and problems in their environment and can increase the effectiveness of the implementation of government programs⁴³. In the context of carnival supervision, residents act as early reporters who have the fastest access to information on potential violations. However, effective participation is not enough to just open up a reporting space, but must be equipped with a structure that is able to channel aspirations in a directed manner. At this point, the placement of Karang Taruna as a

⁴² “Innovative Citizen Participation and New Democratic Institutions: Catching the Deliberative Wave Highlights | PDF,” diakses 27 Februari 2026, <https://www.slideshare.net/slideshow/innovative-citizen-participation-and-new-democratic-institutions-catching-the-deliberative-wave-highlights-235704427/235704427>.

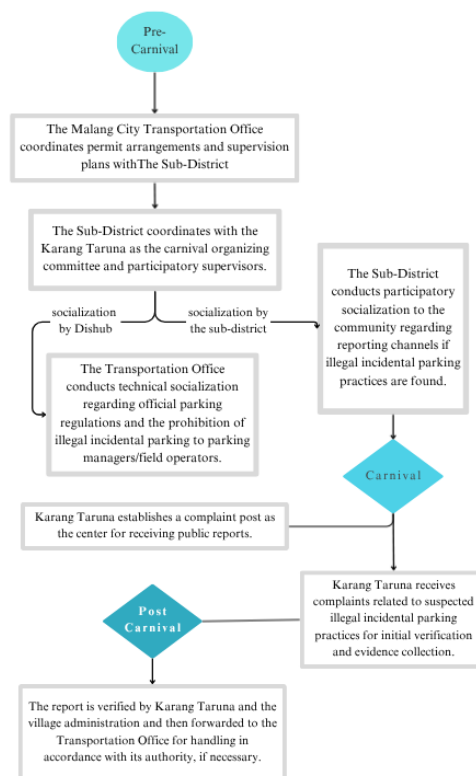
⁴³ Diana Conyers dan Peter J. Hills, *An Introduction to Development Planning in the Third World* (Wiley, 1984).

verifier becomes relevant because it is able to bridge citizens' reports so that they are not raw and emotional before being forwarded to the Transportation Department.

In modern governance, the involvement of Karang Taruna as a verifier is in line with the principle of community participation in *good governance*, where the community is given space to be involved in the supervisory process without taking over the government's authoritative functions⁴⁴. This report is then forwarded to the Transportation Department as a report that is ready for action. The function of Karang Taruna which is often involved in managing carnivals and agreeing to play a role in this mechanism also supports its involvement in this reporting. Regarding the proposal of the Transportation Department in the interview, by appointing 1 community representative who is praised can be placed as a field supervisor who helps calm the situation in the event of a conflict, however, it still places Karang Taruna as a supervisory institution in its implementation.

The flow of supervision of incidental parking practices at the Malang City carnival is as follows:

Figure 1: Flow of Community Participation-Based Supervision Mechanism



⁴⁴ “Innovative Citizen Participation and New Democratic Institutions: Catching the Deliberative Wave Highlights | PDF.”

The flow describes the supervision of incidental parking practices at the Malang City carnival in stages through the pre-activity, during the activity, and post-activity phases as follows: (1) Pre-carnival, In the pre-activity stage, the Transportation Department conducts initial coordination with the Kelurahan to ensure the readiness of supervision, which is then followed up by the Kelurahan by coordinating with the Youth Organization as the field implementer. This stage is also filled with socialization to the public regarding the prohibition of illegal incidental parking and the introduction of reporting channels; (2) During the carnival, Karang Taruna formed a complaint post and received community reports as a form of participatory supervision; (3) After the carnival, at the stage after the event is over, Karang Taruna and the Kelurahan verify the report, then the verified report is forwarded to the Transportation Department if further handling is needed. With this flow, supervision is expected to run more systematically, responsively, and still place the Transportation Department as the main supervisor.

In its implementation, the mechanism for supervising community participation is carried out by: First, residents submit reports to the Karang Taruna post orally or in writing, either in writing or with contacts owned by residents. The minimum format should convey the location, time, type of violation, and if possible photo/video evidence. Second, Karang Taruna conducts quick verification to ensure that the report is not mistargeted that proves the existence of illegal incidental parking practices that occur, and the location is valid. Third, Karang Taruna sends a neat summary to the authorized members of the Transportation Department or has been promised a previously verified report for follow-up. Theoretically, this pattern of reporting, verification, and action reflects the character of preventive supervision in the law, which is supervision directed at detecting and preventing violations as early as possible before they cause wider impacts. Preventive supervision is seen as more effective because it places the control function at the early stage of the government process⁴⁵.

The role of the Transportation Department in this mechanism remains the core supervisor by affirming members as a reporting channel that provides technical limits on what is considered a violation, and takes disciplinary action according to its authority⁴⁶. Provisions regarding the role of the Transportation Agency in fostering relations with the

⁴⁵ “Sistem pengawasan terhadap perbuatan aparat pemerintah dan peradilan tata usaha negara di Indonesia disusun oleh Muchsan | Dinas Perpustakaan dan Arsip Daerah DIY.”

⁴⁶ “PERWALI Kota Malang No. 34 Tahun 2016,” Database Peraturan | JDIH BPK, diakses 3 Januari 2026, <http://peraturan.bpk.go.id/Details/48950>.

community also obtain a legal basis from Mayor Regulation of Malang Number 34 of 2016 Article 6 paragraph (2) letter d, which emphasizes that the Transportation Agency has the duty to carry out guidance and organize public relations in the transportation sector. This regulation strengthens the legitimacy of community involvement in the incidental parking supervision mechanism which is structurally mandated by the Transportation Department to build communication and partnerships with the community.

In this mechanism, the Kelurahan as an institution above the Youth Organization, it is safer to be placed as a party that knows the existence of this mechanism as a general coordination and *controller* without holding the flow of reports. By placing Karang Taruna as a reservoir of aspirations, the mechanism becomes more efficient, participatory, and close to residents to avoid the problems of community involvement that have been discussed previously. With the mechanism that has been mentioned, it is hoped that community involvement is not just wishful thinking, but a manifestation of the efficiency desired by the community as well. Because so far people who are considered apathetic can occur because the mechanism is poorly known, difficult to reach and lacks efficiency.

The Perspective of Sadd Al-Dhari'ah on The Role of The Malang City Transportation Agency in Conducting Community Participation-Based Supervision

Sadd al-dhari'ah in ushul fiqh functions as a preventive principle by closing opportunities for actions that are not inherently unlawful, but are very likely to be the entrance to damage (*mafsadah*). In the legal context, it can be interpreted that actions that are legally permissible or neutral can still be restricted if there is a strong indication that greater violations will arise from them. An example of the implementation of *sadd al-dhari'ah* that has been implemented is how Islamic social institutions in Central Java apply *sadd al-dhari'ah* to limit business licenses or public activities that have the potential to harm the community, so as to avoid before negative impacts occur⁴⁷. The existence of this principle has also been recognized in several previous studies that *preventive measures* are significantly more effective in reducing the risk of public violations. The real manifestation of *sadd al-dhari'ah* in the Malaysian study is the implementation of

⁴⁷ Ahmad Izzuddin Ahmad Munif, "Nahdlatul Ulama, Social Problem, and Preventive Principle | Request PDF," 2021, https://www.researchgate.net/publication/349626242_Nahdlatul_Ulama_Social_Problem_and_Preventive_Principle.

early prevention measures through education and regulation before major problems arise⁴⁸.

In this study, if parking permits or temporary parking abilities at public events without adequate supervision will be a means for illegal parking practices that are detrimental to the public interest, then *sadd al-dhari'ah* encourages the government to take actions such as establishing proper incidental parking locations, patrolling every incidental parking implementation, and reporting standards before violations occur. Within the framework of *sadd al-dhari'ah*, the preventive function of the law is the basis for the government to implement pre-emptive supervision of all conditions that have the potential to be an entry point for violations, especially in the context of parking at mass events such as carnivals. This means that although temporary parking on the shoulder of the road formally does not violate the regulations in principle, however, the government is authorized to regulate, restrict, or close access to these opportunities if there is evidence that shows a strong tendency that illegal practices such as illegal levies, careless parking, congestion, or even safety disturbances will develop from there. This *sadd al-dhari'ah* approach is an anticipatory step, not merely a repressive step after a violation has occurred with the aim of realizing the protection of the public interest (*masalah*).⁴⁹

The Malang City Transportation Department, as one of the public supervisory institutions, has a moral and legal responsibility to take preventive measures that prevent the community from social, economic, and safety damage. This is in line with the concept of *dar' al-mafasid* in ushul fiqh which emphasizes that protection against harm (*mafsadah*) must take precedence over the pursuit of benefits (*jalb al-mashalih*).⁵⁰ *Dar' al-mafasid* is the substantive goal (*al-ghayah*) of the application of *sadd al-dhari'ah*.⁵¹ In the context of illegal incidental parking supervision at carnivals, this responsibility requires the Transportation Department to establish strict regulations, strengthen field

⁴⁸ Nazerah Mustafa dkk., "The Concept of Sad Al-Dhara'i' (Blocking the Means) Related to Preventive and Rehabilitation in Sexuality Education in Malaysia," *MENARA: Journal of Islamic and Contemporary Issues* 2, no. 2 (2021): 74–92.

⁴⁹ Laizatunnorhasikin Mohd Adom Wan Zulkifli Wan Hassan, "(PDF) Theory and Application of Sadd al-Dhara'i' (Blocking the Means) in Curbing Crime in Malaysia," 2022, https://www.researchgate.net/publication/359874203_Theory_and_Application_of_Sadd_al-Dhara'i'_Blocking_the_Means_in_Curbing_Crime_in_Malaysia.

⁵⁰ Ahmad Gazali, "MAQASID AL-SYARIAH DAN REFORMULASI IJTIHAD SEBAGAI SUMBER HUKUM ISLAM," *Alhadharah: Jurnal Ilmu Dakwah* 18, no. 2 (2019), <https://doi.org/10.18592/alhadharah.v18i2.3133>.

⁵¹ Muhamad Takhim, "Saddu Al-Dzari'ah Dalam Muamalah Islam," *AKSES: Jurnal Ekonomi Dan Bisnis* 14, no. 1 (2019), <https://doi.org/10.31942/akses.v14i1.3264>.

supervision, and optimize coordination between stakeholders so that potential violations do not develop into greater damage as previously described. The principle of *dar' al-mafasid* provides a basis for the government not to wait for reports or major losses to appear, but to proactively identify the vulnerable points, conduct risk assessments, and take administrative and operational measures that are set from the beginning.

According to Al-Burhani, there are three pillars in *sadd al-dhari'ah*: (1) The original thing is *mubah* which becomes the will. Among them there are three scopes, namely; (a) The thing or act is intended for something else; (b) The act is intended for the act itself; (c) This act is the initial basis for an intermediary; (2) Strong accusation (*al-ifda'*) / bridge between the initial act and the forbidden act; (3) The end result is the forbidden *mafsadah* (*al-mamnu'*)⁵².

If analyzed using the three pillars of *sadd al-dhari'ah* as explained by al-Burhani, then the supervision practice of the Malang City Transportation Department has fulfilled these pillars. First, the principle of original deeds is illustrated in the policy of granting incidental parking permits on the shoulder of the road during carnivals, which is legally allowed to support the order of the event. Second, the harmony of strong suspicions leading to damage (*al-ifda'*) arises when the limited personnel of the Transportation Department in the field create a wide gap for violators of illegal incidental parking during carnival to levy above the official rate. If left unsupervised by the community, then disobedience in the form of extortion of visitors' property will inevitably occur. Third, the harmony of the existence of prohibited things (*al-mamnu'*) as the final result, in this case is the practice of illegal incidental parking which is clearly contrary to the principle of *hifdz al-mal* (protection of property) in *Maqashid Shariah*. Therefore, the move by the Transportation Department to include supervision based on community participation to close these gaps is a tangible form of practicing the *sadd al-dhari'ah* pillar to stop *wasilah* that leads to economic tyranny in the public space.

Wahbah Zuhaili maps out two main possibilities that are the basis for prohibiting an action through the lens of *sadd al-dhari'ah*. First, seen from the aspect of the intention or motive of the perpetrator where if an act that is originally *halal* is done with a hidden intention to achieve something *haram*, then the act must be prevented. Second, it is seen

⁵² Ahmad Munif, "(PDF) Penerapan Sadd Dhari'ah Pada Bidang Muamalah," ResearchGate, 2021, https://www.researchgate.net/publication/354088214_Penerapan_Sadd_Dhari'ah_pada_Bidang_Muamalah.

from the aspect of the consequences or impacts caused regardless of what the intention behind it is. This means that if an action is strongly suspected to cause damage (*mafsadah*) or violation of the law in the community, then the path to the act must be closed in order to maintain the benefits⁵³.

If drawn into the phenomenon of violating incidental parking laws at the Malang City carnival, the nini provision can be used to dissect the role of supervision carried out by the Transportation Agency. In terms of motives, many perpetrators of incidental parking violations at carnivals take advantage of temporary parking permit loopholes. Permits that are supposed to help the smooth running of the event are only as a cover to legalize illegal levies for personal gain. Meanwhile, in terms of consequences, the policy of the Transportation Department that allows the use of road shoulders during carnival, if not accompanied by strict supervision based on community participation, will automatically result in adverse impacts such as the withdrawal of tariffs outside the provisions and will even cause severe congestion. In this provision, community participation-based supervision is not just technical assistance, but an *instrument of sadd al-dhari'ah* that functions to break the bad intentions of violators of the incidental parking law during carnival while preventing wider negative impacts in the field.

The concept of community participation-based supervision applied by the Malang City Transportation Department has strong relevance to the value of *ta'awun 'ala al-birr*. The involvement of citizens in monitoring and reporting illegal parking practices is not only a form of social concern, but also a manifestation of moral responsibility to prevent social harm. This principle is in line with the teachings of the Qur'an as affirmed in QS. Al-Maidah [5]:2.

Supervision carried out by involving community participation is a form of implementation of religious values in social governance. Through participatory mechanisms, the community and the government jointly form a collaborative preventive surveillance system. Each individual is part of the implementation of *amar ma'ruf nahi munkar* in the context of public governance. From the perspective of Islamic law, this *ta'awun* strengthens *the maslahah* because it directs the participation of citizens to maintain order and justice around them. However, the implementation of *ta'awun* in the

⁵³ Ahmad Munif, "(PDF) Penerapan Sadd Dhari'ah Pada Bidang Muamalah."

context of parking supervision still faces challenges due to the weak legal awareness of the community and the limited space for real participation⁵⁴.

The synergy between the principle of *sadd al-dhari'ah* and the theory of community participation strengthens the collaborative surveillance system between the government and citizens, as both emphasize early prevention of social harm. In the context of supervision involving community participation, the community as informal reporters and supervisors of illegal incidental parking practices is a form of implementing *sadd al-dhari'ah*, which is closing the road to iniquity through preventive measures based on social awareness. The above explanation is in line with the theory of community participation which places citizens as active subjects in the public policy process, not just as the object of policy recipients⁵⁵. People who are often involved and required to participate in social life, and even get legal education, have a higher level of legal awareness because they are used to being encouraged to maintain public order⁵⁶ independently.

The policy of involving carnival parking supervisor volunteers implemented by the Malang City Transportation Department is very relevant to the principle of *sadd al-dhari'ah*, both emphasize the importance of early prevention of potential violations. This program serves to close or reduce the chances of illegal parking practices by providing real monitoring with documentation in the field, so that the Transportation Department can act immediately before violations spread. From the perspective of community participation theory, this policy reflects a form of active collaboration, where citizens not only act as passive whistleblowers, but also contribute through the provision of data and feedback that can be the basis for policy formulation and subsequent preventive measures. Volunteer parking supervisors at this carnival can also be used as an answer to the main problem of rampant illegal parking which lies in the low awareness and participation of

⁵⁴ Ghaida Shaumi Manganti, "Analisis Partisipasi Masyarakat Dalam Pelaksanaan Kebijakan Publik," *De Cive: Jurnal Penelitian Pendidikan Pancasila Dan Kewarganegaraan* 3, no. 11 (2023): 380–89, <https://doi.org/10.56393/decive.v3i11.2053>.

⁵⁵ "Pengaruh Partisipasi Masyarakat, Sosialisasi dan Edukasi terhadap Peningkatan Kesadaran Hukum Masyarakat dalam Memelihara Keamanan dan Ketertiban," diakses 26 Februari 2026, https://www.researchgate.net/publication/391416677_Pengaruh_Partisipasi_Masyarakat_Sosialisasi_dan_Edukasi_terhadap_Peningkatan_Kesadaran_Hukum_Masyarakat_dalam_Memelihara_Keamanan_dan_Ketertiban.

⁵⁶ Muhammad Tajuddin Ulya dan Muhammad Chairul Huda, "PENGAWASAN PARTISIPATIF PEMILIHAN UMUM: KAJIAN PERSPEKTIF TUJUAN HUKUM DAN MASLAHAH MURSALAH," *Jurnal Darussalam: Jurnal Pendidikan, Komunikasi Dan Pemikiran Hukum Islam* 14, no. 1 (2022): 108–29, <https://doi.org/10.30739/darussalam.v14i1.1641>.

the public in the public supervision function which is also a loophole for violations even though the rules have been made so far⁵⁷.

The complaint forum that is regularly held also has a strong synergy with *sadd al-dhari'ah*, because through this forum the community plays a role in identifying early vulnerable points and illegal parking problems. The forum also provides space for the government to evaluate and adjust policies. For example, the development of temporary parking locations as explained by the speakers, tariff adjustments, or the affirmation of sanctions before deviant practices become a habit and cause wider losses. This kind of form of public participation shows that citizens play an active role in the social control system that maintains the public interest while preventing the development of *mafsadah* or negative social impacts. However, the main challenge lies not in regulations, but in the lack of a systematic reporting mechanism between the public and the government, so that violations often recur.⁵⁸ Therefore, the implementation of supervision as well as a clear aspiration mechanism for citizens as well as an open and responsive feedback mechanism is important so that the principle of *sadd al-dhari'ah* does not only stop as a normative concept, but is truly realized in collaborative supervision practices that are able to prevent the emergence of social damage in the field.

Article 3 paragraph (2) letter d of Mayor Regulation of Malang Number 34 of 2016 states that the Transportation Agency has functions in parking management, which include regulating and supervising parking activities. This provision provides a normative legal basis for the government to carry out preventive supervision in line with the concept of *sadd al-dhari'ah*. In this context, the authority of the Transportation Department includes measures such as restricting incidental parking areas, regulating tariffs and permits, as well as the implementation of patrols and community involvement to prevent violations. In addition to making it more effective, the involvement of community participation in this management function strengthens the implementation of *dar' al-mafasid* which is the spirit of *sadd al-dhari'ah*, which is to prevent damage before it occurs. *Sadd al-dhari'ah* in Islamic law acts as a preventive instrument to safeguard

⁵⁷ Robinson dkk., "Tata Kelola Parkir Di Kota Pekanbaru Tahun 2023-2024," *Jurnal Niara* 18, no. 2 (2025): 616–25, <https://doi.org/10.31849/6yxjse70>.

⁵⁸ Albra Wijaya dan Ahmad Fitra Yuza, "Pengawasan Dinas Perhubungan Dalam Menertibkan Parkir Liar Di Kota Pekanbaru," *Jurnal Mahasiswa Pemerintahan*, 11 Mei 2025, 291–97.

maqāsid al-sharia by blocking any means that allow the emergence of *mafsadah*⁵⁹. Thus, Article 3 paragraph (2) letter d of Mayor Regulation Number 34 of 2016 does not only function as a technical guideline for the Transportation Agency, because when it is associated with the principle of *Sadd al-dhari'ah* and community participation, the regulation can be a strategic basis for supervision and close the opportunity for violations, so that preventive control can run optimally and sustainably⁶⁰.

Thus, the supervision of illegal incidental parking at carnival events by the Malang City Transportation Agency is a manifestation of the preventive principles of *sadd al-dhari'ah* and *dar' al-mafasid* which aims to prevent harm, especially public losses proactively before violations occur. Based on the authority of the Transportation Agency mentioned in Article 6 paragraph (2) letter d of Mayor Regulation of Malang Number 34 of 2016 concerning the position, organizational structure, duties, functions, and work procedures of the Transportation Agency, which states that the agency has duties in fostering and organizing public relations, this anticipatory step strengthened through community involvement reflects the value of *ta'awun 'ala al-birr* (Help in Kindness) through the Supervisory Volunteer Program and the Complaint Forum to detect and close the gaps in violations from an early age.

However, there are still social and technical barriers to the implementation of community-based supervision. This needs to be overcome immediately because the involvement of residents is actually a form of applying *the value of sadd al-dhari'ah* which is a preventive effort to close the opportunity for violations to occur from an early age. In this context, building legal awareness and social trust in the community is very important so that citizens dare to participate without worrying about potential conflicts in the field. These efforts can be carried out by increasing continuous legal awareness counseling and the use of digital technology as a means of public reporting. Public participation will increase if the government provides reporting channels that are easily

⁵⁹ Muhammad Sarumpaet dan Dhiauddin Tanjung, "Al-Adillah Al-Mukhtalaf Fiha : Sadd Al-Zari'ah," *JURNAL HUKUM, POLITIK DAN ILMU SOSIAL* 3 (Juli 2024): 42–57, <https://doi.org/10.55606/jhpis.v3i4.3981>.

⁶⁰ Diki Alfarisi dan Irhamuddin Irhamuddin, "Urgensi Pedekatan Sadd Zari'Ah Dalam Pengambilan Putusan Hukum Islam," *Innovative: Journal Of Social Science Research* 4, no. 6 (2024): 4050–63, <https://doi.org/10.31004/innovative.v4i6.16143>.

accessible, quick to follow-up, and transparent⁶¹. In addition, digital reporting can also strengthen government transparency and accountability and build a sustainable participatory culture⁶².

Conclusion

As mentioned in this study, the role of the Malang City Transportation Agency in tackling the practice of illegal incidental parking at carnivals has not run optimally if it only relies on structural supervision. The pattern of supervision that still tends to be reactive, limited resources, the vastness of the carnival implementation area, and weak coordination between parties cause the practice of illegal incidental parking to continue to be repeated. This condition shows that the supervisory function has not been fully able to achieve preventive goals, because actions are generally carried out after a public report or after a violation occurs. This study also found that community participation-based supervision is an effective approach to close the supervision gap. Community involvement allows for faster information on violations, expands the scope of surveillance, and helps the government respond to illegal parking practices more quickly. Community participation plays a role as preventive supervision that is able to detect potential violations early, so that it not only functions as a complement, but as an important component in a collaborative surveillance system between the government and the community.

From the perspective of *sadd al-dhari'ah*, community participation-based supervision is in line with the principle of prevention of potential fraud. Community involvement in surveillance is seen as an effort to close roads that can lead to social harm, such as illegal levies, conflicts, and public inconvenience. Thus, the application of participatory supervision not only has administrative legitimacy, but also has a normative basis in Islamic law as a form of prevention against means that have the potential to cause damage. Overall, this study emphasizes that overcoming the practice of illegal incidental parking at the Malang City carnival will be more effective if it is carried out through

⁶¹ Nur Atnan dan Ayub Ilfandy Imran, "TINGKAT PARTISIPASI PUBLIK MELALUI PEMANFAATAN MEDIA LAPOR DI KOTA BANDUNG," *JWP (Jurnal Wacana Politik)* 3, no. 2 (2018): 150–62, <https://doi.org/10.24198/jwp.v3i2.19883>.

⁶² Hendra Wijayanto, "IMPLEMENTASI INOVASI SISTEM LAYANAN PENGADUAN PUBLIK BERBASIS DIGITAL (STUDI LAYANAN ADUAN ULAS DI KOTA SURAKARTA)," *The Indonesian Journal of Public Administration (IJPA)* 10, no. 1 (2024), <https://doi.org/10.52447/ijpa.v10i1.8629>.

synergy between the Transportation Department and the community. The integration of formal supervision with community participation is able to strengthen preventive supervision, accelerate the handling of violations, and realize more orderly, transparent, and fair parking governance. This approach also shows that collaboration between the government and the community is a relevant strategy to overcome the limitations of structural supervision in the context of public services.

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