Policy Implementation of Asahan Regent Regulation No. 3 of 2019 Concerning Adjustment of Retribution Rates for Parking Services on Public Roads in the Asahan Regency Area

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Abstract

This study aims to analyze the Policy Implementation of Asahan Regent Regulation Number 3 of 2019 Concerning Adjustment of Retribution Rates for Parking Services on Public Roadsides in the Asahan Regency Area and the obstacles. This research uses a qualitative descriptive research type, which is a method that describes and explains the results in the field in the form of words between sentences which are then drawn conclusions from the description. Based on the results of interviews and observations in the field which were then analyzed in this study, the results and conclusions of the parking levy policy on public roads in Asahan Regency have not been implemented properly. Parking fees that are not in accordance with the provisions of the regulations and people who do not pay according to the rates, then the indicators for collecting fees in this study are still found by parking officers who do not use complete attributes in collecting fees. Then the indicators of supervision and sanctions, the results of the surveillance research conducted by the Department of Transportation are quite good but there are still violations committed by parking attendants.

Keywords: Implementation, Retribution, Parking on Public Streets


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INTRODUCTION
Each regional head has a vision and mission to develop the area he leads. Because the purpose of choosing a regional head is to advance and develop the region for the welfare of the people. Progress is very important for regional heads because it is a measure of the level of success of their leadership.

Development is usually related to public facilities such as roads, tourism, education and others. In the process of development in an area definitely requires costs. With the enactment of regional autonomy in Indonesia since January 2001 development financing is financed by the local regions.

In carrying out government and development tasks, a reliable source of income is needed. One of the largest sources of regional revenue is regional original income (PAD) in the form of regional levies and regional taxes (Kis-Katos & Sjahrir, 2017). Therefore, the regions are encouraged to be creative in finding regional revenue sources that can support regional expenditure financing. One of the largest sources of regional revenue originating from within its own territory is regionally-owned revenue (PAD), which is regional income which is a benchmark in assessing the level of independence of local governments. Regional original income consists of regional tax results, regional retribution results, separated regional wealth management results and other legitimate PAD (Prasetyo, 2008).

The definition of levies is a levy that must be paid by the user of the facility to the owner as a condition for using the facility where local revenue is a benchmark in assessing the level of independence of the local government. Regional original income consists of regional tax results, regional retribution results, separated regional wealth management results and other legitimate PAD (Prasetyo, 2008).

In terms of regional original revenue sources, one that has quite high potential is regional retribution. Regional levies are revenues obtained from sources within their own territory which are collected based on regional regulations and in accordance with applicable laws and regulations. To finance regional expenditures in carrying out government and development tasks results in the collection of various types of regional levies related to various aspects of people’s lives (Prasetyo, 2008).

Asahan Regency has dozens of parking points both officially and unofficially which are spread over 2 (two) sub-districts out of 25 (twenty-five) sub-districts in Asahan Regency, namely Kota Kisaran Barat District and Kota Kisaran Timur District. This makes Asahan Regency a tourist area that has the potential to generate quite large regional taxes and regional fees. In the economy there are several indicators used to determine success in the implementation of regional development, one of which is local revenue. Regional original income seen from regional tax and retribution revenue (IRWAN, 2020).

In the Regional Regulation of Asahan Regency Article 1 number 64 of Law Number 28 of 2009 concerning Regional Taxes and Regional Levies is a source of local revenue that needs to be optimized to provide public services and regional independence and retribution policies are implemented based on the principles of democracy, equity and justice, community participation and regional self-reliance, it is necessary to expand regional levy objects and standards in setting tariffs. One of the sources of state revenue is levies, which are different from taxes, levies are generally related to direct counter-performance in the sense that the payer of levies will receive rewards directly from the levies he pays. a certain achievement from the government, for example paying school/college fees, paying subscriptions for drinking water, paying for electricity, paying for gas, and so on. Therefore it can be defined that levies are levies as payments for services or the granting of certain permits specifically provided or given by the government for the benefit of individuals or entities (Halim et al., 2014).

Policy implementation contains Top-Down logic, which means lowering or interpreting alternatives that are still abstract or macro into concrete or micro alternatives. The function and purpose of implementation is to form a relationship that allows the goals or objectives of public (political) policy to be realized as the ‘outcome’ (final result) of the activities carried out by the government. Implementation can be referred to as a “policy delivery system”, that is, as a delivery system or policy forwarding (Tachjan, 2006).

Apart from being a source of revenue for local governments, regional levies are also a dominant factor in their role and contribution to supporting local governments. One of these fees is parking fees (Marihot, 2005). Retribution is one source of revenue used by the government to fund regional development.
Fees are generally related to direct achievement in the sense that the payer of fees will receive rewards directly from the fees he pays. Some activities that can be used as examples of fees are payment of school/college fees, payment of drinking water subscriptions, payment of electricity, payment of gas, and so on.

Based on the elucidation provided earlier, it becomes evident that retribution can be characterized as a form of levy imposed as compensation for services rendered or for the issuance of particular specialized permits facilitated or granted by the government. Consequently, regional fees emerge as a crucial source of funding for regional development initiatives. In essence, regional fees are best defined as payments made for services availed or permits issued by the local government that are customized to cater to the needs and interests of individuals or entities (Khaddafi & Darwin, 2018). These fees play a pivotal role in supporting various developmental activities at the regional level, contributing to the overall progress and well-being of the community.

The imposition of the levy is not arbitrary; rather, it is grounded in widely accepted regulations that apply to all individuals or entities with a vested interest. In essence, those seeking particular benefits or achievements from the government are compelled to comply with these regulations, which entail making payments. This principle finds its legal foundation in Article 1(64) of Law Number 28 of 2009, which pertains to regional taxes and regional levies. According to this article, regional levies encompass payments made for specific services, service provisions, or the issuance of permits that are tailored to cater to personal or individual interests and are either provided or facilitated by local governments (Iskandar, 2021).

Parking fees are general fees that are part of the community related to service facilities in the field of good parking areas that do not interfere with other road users. Parking land is an important and urgent problem, so this really needs more attention from the regional government of Asahan Regency, namely by providing regulations in such a way that the things that cause illegal parking in Asahan Regency can be resolved as expected. The control carried out by the Asahan Regency Transportation Service did not deter illegal parking officers because of limited parking locations, they returned to using the shoulder of the road in carrying out parking activities and no longer deposited parking revenues to the technical implementation unit (UPT) of the Asahan Regency Transportation Service, problems Illegal parking has become a cause of loss of regional income, illegal parking attendants do not apply parking rates according to the role has been set.

In general, the performance of parking tax collection in West and East Range Regions is better than the effectiveness of parking retribution collection. The average effectiveness of potential parking tax revenue is around Rp. 6,854,940,506 and reaches the target of 98.5% annually or around Rp. 4,998,937,200, while the performance of parking retribution is categorized as ineffective with achievements of around 3,486,409,836 and reaches the target of 47.1% or about 24,147,360,000. The effectiveness of parking tax revenue is caused by the strong control of the local government over parking management organized by the public or private parties. However, the effectiveness of parking tax revenue in Asahan District is very low. The Asahan Regency Government is only able to realize around 15.7% of the parking tax target set annually. Meanwhile, the realization of parking tax revenue in Asahan Regency averaged only around 33.4% of the target. The average revenue each year is around IDR 67.3 million and IDR 8.8 million each year.

(Accessed December 14, 2022, https://www.asahansatu.co.id/gm-ppmadakeboran-pad-retribution-parkir-yang-dikelola-dishub-asahan/) Chairperson of the Young Generation of the Asahan Community Fraternity Association (DPP GM PPMA) Khairul Anhar Harahap, SH smelled an unpleasant odor in the revenue (PAD) of the vehicle parking retribution service managed by the Asahan Transportation Service. This is because Khairul sees that the results of the vehicle parking tax levy obtained by the Transportation Agency are very minimal from 2020 to 2021, they are considered not to have good progress as a source of PAD Asahan.

*From the report on the results of an examination of the financial reports of the Asahan district government for the 2021 fiscal year from the Supreme Audit Agency (BPK RI) Number: 44.A/LHP/XVIII.MDN/04/2022 that we received, that the TA.2021 parking tax was realized in the amount of Rp. 263,106,000 or
8.77%, previously in FY 2020 it was only Rp. 205,261,402. For public roadside parking service fees, Rp. 922,897,000 was realized, or 38.45% of the Rp. 2,400,000,000 budget. The PAD results from this parking make no sense and smell of corruption,” explained Khairul.

Khairul continued to say, that the results of GM PPMA’s investigation in the field proved that actually the Regency Government’s revenue from vehicle parking retribution PAD can be maximized 3 times or even more than that received by the Regency Government. "Look at where in every inch of the city of Kisaran there are no parking attendants? every road has a jukirnya. Yesterday I asked the parking attendant on Jalan Cokro Aminoto, that he said his income was around Rp. If it is averaged over 30 days, the result is IDR 1,200,000/month x 12 months = IDR 14,400,000 x 113 tax realization locations from the BPK book, we equate it with the number of service locations, so the total can be maximized to IDR 1,627,200,000 / year," Khairul said.

According to this, GM PPMA asked law enforcement officials from the Inspectorate, Police and Attorney Asahan to conduct an investigation into the alleged leak of PAD from the vehicle parking service fees. "The locations recorded according to the BPK book are 113 points, it's strange for Kisaran City and Asahan Regency to only have that number of parking locations, law enforcement officials must respond to indications of Corruption within the Asahan Transportation Agency, especially in managing parking service fees," said Khairul.

Furthermore, Khairul also asked the Asahan Regent to evaluate the position of the Head of the Transportation Service, and asked the Regency Government together with the Asahan DPRD to conduct a review of the Perda on parking retribution services. "If the Transportation Agency is unable to increase PAD results from parking, we recommend that parking management be handed over to a 3rd (private) party, that way I am optimistic that PAD for parking fees can increase rapidly and the welfare of parking attendants can be taken more seriously," said Khairul.

Several studies have been conducted by Mutiarani Kusuma Aninda, Margaretha Suryaningsih, 2020, entitled Implementation of Public Roadside Parking Retribution Policies Based on Regional Regulation No. 2 of 2012 in Krobokan Village, Semarang City. The results showed that the implementation of policies related to parking fees in Krobokan Village was still not yet optimal, things that support the process of implementing the public roadside parking levy policy in Krobokan Village, Semarang City, namely the understanding of implementers who have mastered the policy well, communication that exists between implementing agents and other parties related to public roadside parking levy policies. However, the limited number of executors and facility resources, as well as the lack of direct supervision in the field has caused the implementation of the public roadside parking levy policy to be less than optimal (Aninda & Suyaningsih, 2019). Saputra., & Safitri, (2020), entitled Implementation of Parking Retribution Policies on the Edge of Public Roads in the City of Pangkalpinang. Communities using parking services are expected to be able to participate by paying parking rates in accordance with regulations, being firm with parking officers who ask for rates that are not in accordance with applicable regulations and reporting to the Department of Transportation. The transportation agency must further improve supervision of parking management in the field so that there are no violations of applicable regulations (Saputra & Safitri, 2020).

Based on the description of the problem stated above, the purpose of this study is: To find out how the Policy Implementation of Asahan Regent Regulation Number 3 of 2019 Regarding the Adjustment of Tariffs for Parking Service Charges on the Side of Public Roads in the Asahan Regency Area and the inhibiting factors.

**RESEARCH METHODS**

Research with a descriptive qualitative format aims to describe, summarize, various conditions, various situations, or various social reality phenomena that exist in society which are the object of research, and seeks to draw that reality to the surface as a characteristic, character, trait, model, sign, or description of certain conditions, situations, or phenomena (Burhan Bungin, 2019).

The research entitled Policy Implementation of Asahan Regent Regulation Number 3 of 2019 Regarding Adjustment of Retribution Rates for Parking Services on Public Roads uses a qualitative descriptive method. Research with a qualitative descriptive method format aims to describe, summarize, various conditions, various situations, or various phenomena of social reality that exist in society which are the object of research, and
seeks to draw that reality to the surface as a characteristic, character, trait, model, sign, or description of certain conditions, situations, or phenomena (Burhan Bungin, 2019).

Sources and data collection techniques in this study are adjusted to the focus and research objectives. The research data consists of primary data obtained directly by researchers from research subjects through observation, documentation and interviews. Furthermore, secondary data is obtained from certain sources such as research reports, journals and others. According to (Burhan Bungin, 2019) the most independent qualitative data collection method for all data collection methods and the data analysis techniques are:

Observation, namely the study or observation of a problem that is carried out directly and systematically by researchers.

Interview (Interview), namely the method carried out by researchers to the Head of KPPBC TMP Belawan, Functional Officers of Customs and Excise Young Experts at KPPBC TMP Belawan, Importers and Customs Services Management Companies (PPJK).

Documentation in the form of photos during interviews with related parties in providing information in research.

In this study, data were obtained from various sources using a triangulation collection technique (a combination of observations, interviews and documentation) and was carried out continuously until the data was saturated. The qualitative data obtained was analyzed using the Miles and Huberman analysis model. Miles and Huberman in (Ahmad, 2015), argues that the activity in analyzing qualitative data is carried out interactively and continues continuously until complete so that the data is saturated. Activities in data analysis include: Data collection (data collection); Data reduction (data reduction); Furthermore, after the data is collected, data reduction is made; Data Presentation (data display); and Drawing conclusions (drawing/verification).

RESULTS AND DISCUSSION

The Policy Implementation of Asahan Regent Regulation No. 3 of 2019 Concerning Adjustment of Retribution Rates for Parking Services on Public Roads in the Asahan Regency Area.

Based on the research findings from the results of in-depth interviews and the results of observations that the researchers obtained from the informant concerned regarding the Policy Implementation of Asahan Regent Regulation Number 3 of 2019 Concerning Adjustment of Tariffs for Parking Service Charges on Public Roadsides in the Asahan Regency Area which is equipped with documentation supporting the findings of researchers. The results of the researchers' findings have been presented descriptively regarding the Policy Implementation of Asahan Regent Regulation Number 3 of 2019 Concerning Adjustment of Tariffs for Parking Service Charges on the Side of Public Roads in the Asahan Regency Area. In accordance with the findings of these related researchers, the researcher then analyzed the results of his findings on the basis of studying the theories and facts in the field, both from the results of in-depth interviews, observations, and the documentation described in the previous chapter. By combining three data collection techniques (in-depth interviews, observations, and documents), the focus of the discussion in this case includes three topics, namely:

1. Communication

According to (Agustino, 2018): "Communication is one of the important variables that influence the implementation of public policy, communication greatly determines the success of achieving the goals of public policy implementation." Effective implementation will take place, if decision makers know what they are going to do. Information known to decision makers can only be obtained through good communication.

According to (Ahmad, 2015) The factors that drive information ambiguity in public policy implementation are usually due to policy complexity, lack of consensus regarding public policy objectives, problems in starting new policies and a tendency to avoid policy accountability.

The results of this research show that the establishment of good communication will affect the successful implementation of public policies. The findings in the field show that the communication that exists between the UPT Service, Collectors, and Parking Attendants in Asahan Regency, especially in the Transportation Service, and the parties who are collaborating are well established. Good inter-organizational communication can have an
impact on strengthening the implementation of traditional market management policy activities in Asahan Regency.

**Resources**

According to Edward III in (Agustino, 2018), resources are important in implementing good policies. The indicators used to see the extent to which resources influence policy implementation consist of:

- The main resource in policy implementation is staff or employees (street-level bureaucrats). One of the failures that often occur in implementing policies is caused by staff/employees who are inadequate, sufficient, or incompetent in their fields. Increasing the number of staff and implementers alone is not enough to solve the problem of policy implementation, but requires sufficient staff with the necessary skills and abilities (competent and capable) to implement the policy.

- In policy implementation, information has two forms, namely: first, information related to how to implement the policy. Second, information on compliance data from executors against established government rules and regulations.

- In general, authority must be formal so that orders can be carried out effectively. Authority is the authority or legitimacy for executors in carrying out politically determined policies. When authority does not exist, the power of implementers in the public eye is not legitimized, so that it can thwart the implementation of public policies. But in other contexts, when formal authority is available, mistakes often occur in seeing the effectiveness of authority. On the one hand, the effectiveness of authority is needed in policy implementation; but on the other hand, effectiveness will decrease when authority is abused by executors for their own or group interests.

- Physical facilities are an important factor in policy implementation. The implementer may have sufficient, capable and competent staff, but without supporting facilities (facilities and infrastructure), the implementation of the policy will not be successful.

Based on findings in the field, the human resources (HR) owned by the Asahan Regency Government are very capable and play their duties and functions according to their respective expertise. Besides that, there is a street operational supervisor whose job is to supervise and discipline rogue parking attendants. Thus the indicators of resources, both human resources and financial resources, are adequate, but officials have not been able to coordinate between human resources and financial resources. Because financial resources are only used to improve the physicality of the road.

In terms of the resource indicator, the Asahan Regency parking service fee is already very good, in terms of the arrangement of the streets, it will also have an impact on the comfort between parking attendants and road users.

**2. Bureaucratic Structure**

The bureaucracy is one of the institutions that most often even as a whole implements activities. The existence of the bureaucracy is not only in government structures, but also in private organizations, educational institutions and so on. Even in certain cases the bureaucracy was created only to carry out a certain policy. Ripley and Franklin in (Winarno, 2008) identified six characteristics of bureaucracy as a result of observing bureaucracy in the United States, namely:

- The findings in the field are related to the performance of the Asahan Regency Transportation Service as market managers and supervisors by adjusting the retribution rates for parking services on public roads so that they are orderly and safe. In this case, the Asahan District Transportation Office has a cooperation agreement with third parties, both from the private sector and from the Asahan District administration.

- Based on the results of the bureaucratic structure indicator in adjusting the parking fee fees for parking services on public roads in Asahan Regency, it is very good, seen from the implementation of activities in each point segment of Asahan Regency, which has fulfilled everything needed by both road users and the wider community in general.

**2. Disposition**

According to Edward III in (Winarno, 2008) stated "tendencies or dispositions are one of the factors that have important consequences for effective policy implementation". If the executors have a tendency or a positive attitude or there is support for the implementation of the policy, then there is a high probability that the implementation of the policy will be carried out in accordance with the initial decision. And vice versa, if the implementers have a negative attitude or refuse to implement the policy
because of a conflict of interest, the implementation of the policy will face serious obstacles.

The factors that are of concern to Edward III in (Agustino, 2018) regarding dispositions in policy implementation consist of:

The disposition or attitude of the executor will cause real obstacles to the implementation of the policy if the existing personnel do not carry out the policy desired by the higher officials. Therefore, the appointment and selection of policy implementing personnel must be people who are dedicated to the policies that have been set, more specifically to the interests of the community.

Incentives are one of the suggested techniques to overcome the attitude problem of policy implementers by manipulating incentives. Basically people move based on their own interests, then manipulating incentives by policy makers influences the actions of policy implementers. By adding certain benefits or costs, it might be a driving factor that makes executors carry out orders properly. This is done as an effort to fulfill personal or organizational interests.

The disposition/inclination of the implementer is that the executor accepts whether or not there is a policy of adjusting the tariff for parking service fees on the side of public roads in Asahan Regency. To find out whether to accept it or not, the researcher looked for information about the socialization that was carried out. Based on the findings in the field, related to the socialization that was carried out by giving notification letters to all road users at each parking point segment in Asahan Regency, then a parking attendant was met with those who would manage and build the parking lot.

The implementation of socialization related to the adjustment of parking service charge rates on the public roadside of Asahan Regency has been carried out and conveyed very well by the UPTD to parking attendants and road users, so that in implementing the adjustment of parking service fee fees on the side of public roads there is no conflict between the government and parking attendants or the general public.

**Inhibiting and Supporting Factors**

**Facility Factor or Facility.** Without certain means or facilities, it is impossible for law enforcement to take place smoothly. These facilities include educated and skilled human resources, good organization, adequate equipment, and adequate finances. Several things made the implementation of the Regional Regulation of Asahan Regency Number 17 of 2006 Concerning Public Roadside Parking Management less effective due to the lack of structure in the transportation organization.

Supervision of parking management in Asahan Regency is carried out by an Independent Supervisor, which is supervision in every sub-district whose job is to oversee the activities of parking attendants, especially public roadside parking in Asahan Regency.

**Duties of the Land Transportation Independent Oversight Team.** Asahan Regency Parking based on the Decree of the Board of Directors of the Asahan Regency Regional Company consists of:

1. Supervise and collect data on parking potential in the subdistrict area within the Asahan Regency area and inform parking attendants not to park vehicles in the pedestrian area.
2. Collect data and observe the potential for incidental parking and monthly subscription parking (PLB) in the subdistrict area.
3. Supervise and monitor the behavior of parking attendants, especially illegal parking attendants.
4. Supervising parking attendants orders the use of official attributes in the form of ID cards and vests for official parking attendants.
5. Supervise parking attendants in using parking tickets to users of parking lots and not asking for parking fees that exceed the value of the ticket.
6. Make a daily report on the tasks that have been carried out and equipped with evidence of activities.

The number of parking supervisors is very minimal and not all sub-districts in Asahan Regency have supervisors to supervise parking attendants, even in one sub-district there are 2 supervisors, while other sub-districts do not have supervisors. With a total of 1,588 parking attendants and 1,156 parking lots, this is very disproportionate to the parking supervisory team. The lack of human resources for parking supervisors makes parking attendants do things that violate applicable regulations.
To maximize the avoidance of irregularities committed by parking attendants, the Asahan District UPTD Service supervises them. For good supervision to take place, the Parking Directors Company must add supervisory human resources (human resources) so that, in each region having supervisors with few personnel, it will be very difficult to solve problems that occur in the field. With the increase in the number of supervisory personnel, it can reduce unscrupulous parking attendants from doing things that violate applicable regulations.

Parking supervisors are divided into 25 areas with the task of observing collector checklists in billing and observing parking attendants who are on duty. In an effort to supervise, the Parking Directors Company carries out two methods of supervision, namely direct and indirect supervision. Where direct supervision is carried out by supervisory personnel who go down to the areas every day to see the existing conditions, while indirect supervision comes from data, income reports, field conditions, journalists and information from the public.

Based on the interviews and observations conducted, it can be concluded that several factors hinder and support the Policy Implementation of Asahan Regent Regulation Number 3 of 2019 Regarding Adjustment of Parking Service Retribution Rates on Public Roadsides in the Asahan Regency Area, namely:

1. Revenue targets. In setting regional retribution revenue targets, there are still differences in perception between the Retribution Management OPD and BP2RD.
2. Lack of available human resources. Human resource limitations related to collection officers will be very time-consuming in the collection process.
3. The collection system still uses a manual system or in cash in payment of parking service fees on public roads.
4. Lack of facilities and infrastructure for parking services on public roads. To carry out the function of parking services on the side of public roads, facilities and infrastructure are needed in the form of umbrellas, parking fences, electronic bars, and digitalization tools.
5. There has been no regulatory adjustments regarding parking services on public roads in Asahan District. Until now, Article 176 of Asahan Regency Regional Regulation Number 12 of 2011 concerning Public Service Retribution has been in force.

CONCLUSION

In general, the policy in Asahan Regent Regulation Number 3 of 2019 can be implemented properly by the Asahan District Transportation Office, because the supporting factors are evenly distributed in its implementation. Because the parking fee on the side of a public road is one of the fees collected by the regional government of Asahan Regency which is mandated by Law Number 3 of 2019 concerning Adjustment of Fees for Parking Service Charges on the side of public roads, as a form of administration the government gives the authority to regulate and manage the implementation government, so that the regions can explore the potential of the resources they have to increase Regional Original Income (PAD), in the framework of implementing regional government.

In principle, the determination and amount of parking fee rates based on the ability of the community and fairness are appropriate, but parking officers are still found asking for or increasing parking fee rates that are not in accordance with Regional Regulation Number 3 of 2019 concerning Adjustment of Retribution Rates for Parking Services on Public Roads which are perceived as directly by the public who use parking services Parking fees are collected by parking officers in practice in the field it is rare for officers to provide proof of parking in the form of tickets to users of parking services and parking officers are also found who do not use attributes such as vests, whistles or hats when providing services to parking service users.

Supervision and sanctions carried out or given by officers of the Asahan Regency Transportation Service were quite good, where officers gave warnings and shock therapy to parking officers who did not comply with the rules according to regional regulation Number 3 of 2019 concerning Adjustment of Retribution Rates for Parking Services on Public Roads. Several obstacles were found in the implementation of the parking fee policy on the side of the Asahan Regency public road, such as socialization by the Department of Transportation regarding parking rates to the public that were still not optimal and the lack of resources at the Department of Transportation so that supervision had not been carried out properly, so parking officers were still found.
who did not use attribute (illegal parking attendant).

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