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Issue Management Strategy of the Special Region of Yogyakarta Government Regarding the Relocation of the Abu Bakar Ali Special Parking Area

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Abstract

This study discusses the issue management strategy implemented by the Special Region of Yogyakarta (DIY) Government regarding the relocation of the Abu Bakar Ali (ABA) Special Parking Area (Tempat Khusus Parkir, TKP) in the Malioboro area. The relocation aims to reorganize a tourist area that has become an icon of Yogyakarta, reduce congestion, and support carbon emission reduction policies within the framework of developing the Philosophical Axis (Sumbu Filosofi) area recognized by UNESCO. The study uses the concept of issue management with a descriptive qualitative approach through in-depth interviews, observation, and documentation. The results show that at the issue identification stage, the government mapped potential conflict through social media monitoring and early direct communication with the affected community. At the issue analysis stage, significant socio-economic impacts were found, in which approximately 230 traders, 12 parking attendants, and 12 restroom attendants experienced a drastic decline in income due to the shift of activity to Menara Kopi Kotabaru, which receives far more visitors than the old location. At the response stage, the government applied an adaptive change strategy by extending the relocation deadline until the end of April 2025, and a dynamic response strategy through intensive outreach across various communication media. Although relocation facilities at Menara Kopi Kotabaru have been provided, gaps remain in assistance and promotion for the affected business actors. The success of the relocation depends heavily on transparent communication, active stakeholder participation, and continuous evaluation of the policy's social and economic impacts.

INTRODUCTION

Public Relations (PR), more commonly known in Indonesia as *hubungan masyarakat* (humas), is an essential component of every organization, whether commercial or non-commercial, such as foundations, educational institutions, government agencies, and even the military and law enforcement bodies in Indonesia. PR plays a strategic role in building communication and positive relationships between an institution and its target audiences. The demand for professional PR practitioners continues to grow, reflecting rising awareness of its importance in building the image and reputation of an organization. Besides conveying information to the public, PR also serves as a communication bridge, coordinates external interactions, including crisis management, fosters public trust, and creates an image that supports the sustainability and credibility of the institution.

The issue management strategy of the Special Region of Yogyakarta (DIY) Government regarding the relocation of the Abu Bakar Ali (ABA) Special Parking Area (TKP) is an important step in efforts to reorganize the Malioboro area, which has long been a tourism icon and a center of economic activity in Yogyakarta. The relocation emerged as a response to the need to accommodate the city's increasingly dynamic development while preserving the

historic area that UNESCO has designated as a world intangible cultural heritage since 2023. The background of this problem is rooted in the fact that the strategically located ABA parking site on the northern side of Malioboro has long been a vital point for tourists and business actors, but its existence also causes a number of problems related to congestion, pollution, and spatial disorder that threaten the comfort and sustainability of the area.

According to (Triana et al., 2022), public relations (PR) is a profession focused on oral and written communication, generally found in large companies but also needed in many other organizations. The essence of the PR profession lies in the ability to deliver effective messages to the public through various communication channels. PR activities are complex and strategic. They are not limited to words, but also encompass various symbols and signals, both verbal (speeches, interviews, press releases) and nonverbal (gestures, facial expressions, graphics, and branding). Therefore, a PR practitioner must understand the importance of these various communication channels and be able to manage them in order to build a strong and positive relationship between the company and its audiences.

In factual terms, the ABA TKP, located very close to the main access of Jalan Malioboro, has served as the main parking hub for tourist vehicles, especially on weekends and during long holiday seasons, when parking capacity is almost always full. However, the existence of this TKP contributes to rising carbon emissions and congestion in an area that should be maintained as a low emission zone in line with the development plan for the Philosophical Axis (Sumbu Filosofi) area connecting Tugu Yogyakarta, Malioboro, the Keraton, and Panggung Krapyak. The DIY Government, through the Transportation Agency (Dinas Perhubungan), has decided to dismantle the ABA TKP and relocate the traders and parking attendants to a new site in the Kotabaru area, not far from the original location, in the hope of not disrupting economic activity and tourist accessibility. The relocation is also supported by the provision of adequate facilities at the new site, such as a semi-outdoor building, vendor stalls, a performance stage, a security post, and toilets, which demonstrates the government's effort to sustain the businesses of micro-economic actors in the new parking area.

The problems underlying this relocation can be viewed from the perspective of urban governance, which must balance the needs of economic development, environmental preservation, and community comfort. Studies of collaborative governance show that managing complex issues such as parking relocation in tourist areas must involve various stakeholders, including the local government, local communities, business actors, and visitors, so as to create sustainable and equitable solutions (Zaenuri et al., 2021). This collaborative approach is also important for managing the uncertainty and resistance that may arise from changes in spatial arrangements and economic activity in the area. Stakeholder involvement is also regarded as an important direction in the sustainable management of cultural area (Tao & Lin, 2023).

Tourist areas such as Malioboro illustrate the difficulty of managing a space that is at once a cultural marker, an economic driver, and an everyday public facility. Decisions about where vehicles may stop, who may trade, and how visitors move through the area affect many groups at once, and each group judges the same decision according to its own interests. For this reason, a relocation policy cannot be treated merely as a technical or administrative matter; it is also a communication matter, because the way a policy is explained, discussed, and followed up determines whether it is accepted as legitimate or rejected as unjust.

In the public sector, issue management offers a systematic way to confront this situation. Rather than waiting until differences of opinion turn into open conflict, government agencies can observe emerging public concerns, assess how serious they are, determine the appropriate response, and evaluate the results. In this process, public relations acts as a link between policymakers and the public, translating policy objectives into easily understood messages while carrying public aspirations and objections back into the decision-making process. This is the perspective used in this study.

This study aims to describe how the Special Region of Yogyakarta Government managed the issue of relocating the Abu Bakar Ali Special Parking Area at each stage of issue management, from issue identification, issue analysis, issue change strategy options, and issue action programs, to evaluation of results. Theoretically, this study is expected to enrich the study of issue management in the context of government public relations, particularly regarding area-reorganization policies that involve many stakeholders. Practically, this study is expected to serve as a consideration for local governments and PR practitioners in designing policy communication that is more open, participatory, and responsive to directly affected groups.



Figure 1 Public Protest Banner Against the Planned Relocation of the TKP Abu Bakar Ali
Source: harianjogja.com

The relocation of the Abu Bakar Ali Special Parking Area (TKP) is an issue that must be managed seriously because it involves interrelated, multidimensional interests. First, the Malioboro area is a strategic zone that not only has high economic value but also a highly significant cultural and historical dimension as part of the Philosophical Axis recognized by UNESCO. Second, the relocation directly affects the livelihoods of hundreds of people who depend on the area for their income, including approximately 230 traders, 12 parking attendants, and 12 restroom attendants. Third, the policy intersects simultaneously with issues of urban spatial planning, the environment, and the economic rights of small communities, so that if it is not managed well, the potential for social conflict and a crisis of public trust in the local government becomes very large. Planned and responsive issue management is a necessity so that the policy can proceed without causing prolonged social upheaval.

This relocation policy did not proceed without turbulence. Conflict and resistance emerged from various parties who felt their interests were threatened. Traders and parking attendants who for decades have depended on the ABA TKP area for their livelihood rejected the relocation because they worried about income uncertainty at the new location. This concern is not baseless, considering the earlier relocations to Teras Malioboro 1 and Teras Malioboro 2, which were accompanied by intensive assistance, whereas the ABA TKP relocation was

considered to lack adequate assistance and promotion. The rejection was also expressed as reluctance to leave the old location immediately, so that the government had to grant an extension of the deadline until the end of April 2025. On the other hand, some members of the public and tourists supported the policy because they saw it as a step forward in making the Malioboro area greener and more sustainable. These differing views between the pro and contra groups created conflict dynamics that must be handled carefully by the local government so that they do not develop into a wider crisis.



Figure 2 When the Dismantling of the Abu Bakar Ali Parking Area Was Rejected by Parking Attendants and Traders
Source: detik.com

Chronologically, the issue of relocating the Abu Bakar Ali TKP can be traced through several stages of development. Since 2001, the ABA parking area has operated for approximately 30 years on the basis of permits from the Yogyakarta City Government and the Keraton. As the Philosophical Axis area was designated a UNESCO Intangible Cultural Heritage in 2023, the push to reorganize the Malioboro area, including the ABA parking area, grew stronger. The plan to convert the ABA TKP into green open space began to be rolled out gradually by the government, with initial information beginning to spread to the public around July through social media platforms such as Instagram, TikTok, and YouTube. At a later stage, the provincial government together with the city government processed the detailed engineering design (DED), or master design, for the utilization of the area, which was still being finalized at the time of this research. Toward the end of the transition period, the City Government granted an extension of the relocation deadline until the end of April 2025 in response to resistance from traders and parking attendants. At present, the parking area has been moved to Menara Kopi in the Kotabaru area (Rinepta, 2025), although the old ABA area has experienced a significant decline in activity. This chronology illustrates that the issue of relocating the ABA TKP is not a single event, but a long process that requires continuous and adaptive issue management from the local government.

Based on previous research conducted by (Nugraha et al., 2022), it is known that the discussion still focuses on testing direct relationships between variables without digging deeper into other factors that may also influence the results. In addition, the limited scope of the research to a single object or region means that the results cannot yet describe broader conditions. Previous research also tended to use only one methodological approach, making the analytical perspective less comprehensive. Therefore, a research gap remains to be addressed, namely by adding supporting variables, expanding the research object, and using

more varied methodological approaches so that the results become deeper, more accurate, and more relevant to the development of theory and practice in the field.

Other research conducted by (Pongantung, 2021) on the strategic management of the village government in improving the quality of public services in Motoling Dua Village found that the analysis used still focused on a descriptive qualitative approach with SWOT analysis tools to map the organization's strategic position. Although that study succeeded in identifying the W-O strategy as an alternative solution to the problem, it did not quantitatively measure the effectiveness of strategy implementation in improving public service quality, nor did it examine in depth the relationship between human resource capacity, the use of information technology, and the level of public satisfaction. In addition, the research was limited to a single village, so the generalizability of its findings is limited. Therefore, further research is needed that integrates quantitative or mixed-methods approaches, expands the research object, and empirically tests the influence of strategic management variables on public service quality in order to obtain more comprehensive and applicable results.

Research by (Rachmawati, 2023) on government public relations strategy in managing issue management in the post-truth era found that the research focus was still limited to a descriptive qualitative approach that emphasized the agenda-building process and the formulation of a communication model without testing the model's effectiveness. In addition, the study mostly described the strategy from the government's internal perspective, so it did not yet deeply explore how the public, as the target of the communication, perceived the effectiveness of Forum Merdeka Barat 9 in shaping public opinion. The research also did not empirically compare the success of this strategy with issue management approaches in other eras of government or in the context of different government institutions. Therefore, a research gap remains to test the effectiveness of the issue management communication model quantitatively, analyze public responses more broadly, and conduct comparative studies in order to obtain a more comprehensive understanding of government public relations strategy in the post-truth era.

Based on the three previous studies above, there are several research gaps that form the basis of the urgency of this study. First, the study by (Nugraha et al., 2022) examined only direct relationships between variables in a single object with a single approach, so it could not yet reveal the contextual factors that affect the effectiveness of issue management more comprehensively. Second, the study by (Pongantung, 2021) was limited to descriptive SWOT analysis without empirically measuring the impact of strategy implementation on public service quality and public satisfaction, and did not integrate the variables of human resource capacity and information technology. Third, the study by (Rachmawati, 2023) did not explore the perceptions of the public as recipients of communication and did not conduct comparative tests of strategy effectiveness across government institutions. These three gaps indicate that research specifically examining the issue management of a relocation policy in tourist areas, involving a multistakeholder perspective, using issue management theory systematically, and treating the context of digital dynamics as an important variable, remains very limited. This study aims to address these gaps through a case study of the relocation of TKP Abu Bakar Ali in Yogyakarta.

Theoretical Framework

This study is grounded in the concept of issue management developed by Regester & Larkin, dalam (Levana et al., 2022), which explains how an organization or government

manages problems developing in society so that they do not lead to larger conflicts. Issue management is an important part of organizational planning and management because it directly contributes to maintaining operational stability and reputation. By identifying and anticipating potential problems that may affect image or performance, organizations can take appropriate action to reduce the risk of loss and maximize opportunities for gain. In the context of the Abu Bakar Ali parking relocation, issue management is used to see how the local government deals with rejection, public concerns, and the socio-economic impacts arising from the policy.

According to Chase & Jones, dalam (Ondine et al., 2023), the issue management process consists of five main stages, namely:

1. Issue Identification

At the initial stage, the government must identify the issue in order to understand the challenges perceived and their potential impacts. Various methods are used, such as opinion polls, Focus Group Discussions (FGD), media monitoring, direct communication (*blusukan*), and monitoring of online relationships through digital platforms such as social media to gather opinions and trends in the public sphere.

2. Issue Analysis

In the next step, PR practitioners conduct a thorough analysis to identify the root causes of the problem. The aim is to verify the authenticity of the problem and identify its source, including the factors that caused the problem to arise, its potential impacts, its urgency, and the public groups that may be involved in or influence it.

3. Issue Change Strategy Options

In this phase, PR practitioners develop an action plan as a strategic response to the issue. (Sanusi et al., 2022)put forward three strategies at this stage:

- **Adaptive change strategy:** This strategy fosters a receptive attitude toward changes in the external environment. Organizations that adopt this approach tend to anticipate the emergence of problems and prioritize compromise and adjustment in order to build harmonious relationships with the public and stakeholders.
- **Reactive change strategy:** This strategy is used when the organization does not change existing policy, because the steps taken previously are judged sufficient and effective in reducing the developing problem.
- **Dynamic response strategy:** This strategy focuses on defining proactive and strategic policy objectives, developing flexible solutions to manage the dynamics of change through the implementation of adaptive policies and the selection of appropriate communication campaigns.

4. Issue Action Program

This stage involves implementing the programs developed in response to the existing problem. Implementation includes communication initiatives aimed at communicating the program openly to the public, while at the same time moderating the expectations of the organization and its audiences. PR helps provide clear and accurate information to ease public concerns and foster better understanding between both parties.

5. Evaluation of Results

The final stage of issue management is the evaluation process carried out after the organization has resolved the problem. Evaluation aims to measure the effectiveness of the actions taken

and to assess the extent to which the strategies and programs implemented by PR professionals have achieved the desired results. This process forms a continuous evaluation cycle that serves as the basis for improving future strategy.

Overall, the concept of issue management emphasizes that the success of a relocation policy is determined not only by administrative decisions, but also by the government's ability to identify and analyze issues, choose the right strategy, carry out action programs communicatively, and conduct continuous evaluation. As explained by Regester & Larkin, dalam (Levana et al., 2022), an organization's ability to manage issues strategically can make the difference between organizations that merely survive and those that thrive in times of uncertainty.

Issue management is closely related to crisis communication, but the two are not identical. An issue is a developing problem that has not yet reached the point of crisis, so there is still time to influence the direction of its development. (Coombs, 2022) emphasizes that communication needs to be treated as an ongoing activity, not something that only begins after a crisis breaks out. When an issue is left unattended, public attention and emotion can accumulate until the issue becomes a crisis that is far more costly to resolve. Thus, the five stages of issue management function as a cycle of early warning and response that allows an organization to act while its options are still wide.

This framework also assumes that stakeholders are active participants, not merely passive recipients of information. Each stakeholder group has expectations, and an organization is expected to listen to them as well as inform them. In a relocation policy, this means that communication needs to run in two directions: the government explains the objectives, schedule, and facilities, while the affected groups convey their concerns about income, certainty, and fairness. The following sections use this perspective to examine how the Special Region of Yogyakarta Government handled each stage of the issue. This reciprocal, two-way nature of communication is indeed one of the fundamental characteristics of public relations (Faridah, 2020).

Seen from the perspective of government public relations, the five-stage model also has a practical advantage: it gives communication officers a common vocabulary for describing where a policy stands at any given moment. A policy that is still at the identification stage calls for listening and monitoring, whereas a policy that has reached the action program stage calls for clear information and visible follow-through. By separating these tasks, the framework helps an agency avoid the common mistake of responding to a mature conflict with tools that were designed for an early-warning situation. This is the reason the five stages are used in this study as the organizing structure for both the data analysis and the presentation of findings.

MATERIALS AND METHODS

Type of Research

This research uses a descriptive qualitative case study that aims to understand and describe in detail how the Special Region of Yogyakarta Government applied a problem-management strategy in responding to the social dynamics and conflict arising from the Abu Bakar Ali Special Parking Relocation Policy.

The qualitative approach is used because it suits the characteristics of the problem, which is contextual, complex, and directly related to the social experience of the community and to public policy. This research focuses not only on outcomes, but also on the process of interaction between government actors and the affected community. According to Bogdan and Taylor in (Charismana et al., 2022), the descriptive approach seeks to provide a detailed description of the events, phenomena, and social situations studied. The analysis involves interpreting meaning and context, as well as comparing the data obtained in order to arrive at a comprehensive understanding.

A case study design was considered appropriate because the relocation of the Abu Bakar Ali Special Parking Area is a bounded event with a clear beginning, a series of identifiable decisions, and a defined group of actors. Studying a single case in depth makes it possible to follow how one issue moves through each stage of issue management and to observe how decisions taken at an early stage shape the options that remain available later. The purpose is therefore not statistical generalization, but a detailed and contextual understanding that can inform comparable situations.

Data Collection Techniques

Data collection was carried out in a natural setting, using primary data sources, with the techniques relying mostly on observation (participant observation), in-depth interviews, and documentation (Sugiyono, 2021). This study uses primary data sources obtained from interviews and documentation. In this study, the researchers conducted interviews with government officials and with the affected community. The informants in this study numbered three (3) people, with the following details:

- One (1) Public Relations staff member of the Special Region of Yogyakarta Government serving as a Public Relations Officer (*Pranata Humas*), who has mastery of and is directly involved in managing the issue of the relocation of the Abu Bakar Ali Special Parking Area.
- One (1) Public Relations staff member of the Special Region of Yogyakarta Government serving as Coordinator of Public Relations and Publications within the Bureau of Public Relations and Protocol of the DIY Regional Secretariat (Setda DIY).
- One (1) Parking Attendant representing the affected community of the Abu Bakar Ali Special Parking Area, serving as a Permanent Parking Attendant who has worked in the area for more than ten years.

The informants selected for this study came from the government and from the community affected by the issue.

Data Validation Techniques

According to (Creswell & Poth, 2018), source triangulation is a technique for ensuring the validity of data by comparing information obtained from various sources. The researchers did not rely on a single data source, but collected information from several informants with different backgrounds so that the data obtained would be more diverse and objective.

In addition, source triangulation was also carried out by comparing interview results with official documents, field observation notes, and supporting data such as photographs or visual archives. All of these sources were used to complement one another and to check the consistency of information, so that the data collected became stronger, more accurate, and more trustworthy.

Data Analysis Techniques

The data were analyzed using the interactive model proposed by (Huberman et al., 2020), which consists of three interrelated activities: data condensation, data display, and conclusion drawing and verification. In the data condensation stage, interview transcripts, field notes, and documents were read repeatedly, and the parts relevant to the research focus were selected, simplified, and organized. Information not related to the management of the relocation issue was set aside so that the analysis stayed focused on the five stages of issue management.

In the data display stage, the condensed data were arranged in narrative form and summarized in a table so that patterns across the five stages would be clearer. Conclusions were then drawn gradually and verified by returning to the original data and by comparing the statements of government informants with those of the affected community. Through this cycle, the findings reported in the following section are grounded in data, not in assumptions made beforehand.

Specifically at the issue identification stage, the condensed data were mapped using SWOT analysis (strengths, weaknesses, opportunities, threats) to describe the internal and external factors influencing the government's ability to recognize issues early. The results of the SWOT mapping are summarized in Table 1 and discussed in the Issue Identification section.

RESULTS AND DISCUSSION

Based on the research results, the relocation and conversion of the Abu Bakar Ali Parking into green open space is a public issue with a broad impact on the people of Yogyakarta City, particularly the groups whose economic activity depends on the area. The Abu Bakar Ali Parking does not only function as a parking lot for Malioboro tourism, but is also an important part of the community's economic life. Many people earn a living as parking managers, parking attendants, informal traders, cleaning staff, and tourism business actors who for years have depended on the activity at the Abu Bakar Ali parking site.

The Special Region of Yogyakarta Government views the policy of converting the function of the area into green open space as an important part of providing the "lungs" for the wider community. The government seeks to build a shared understanding among the public that this policy is intended to create more sustainable governance and to support the concept of a preservation area and zero emission in Malioboro. Adding green space is considered able to reduce vehicle emissions and provide a more representative space for public interaction for the community and visiting tourists.

Viewed from the aspect of issue management, the relocation of the Abu Bakar Ali Parking is an external issue because it developed from the public's response to government policy. The issue arose because directly affected community groups such as traders and parking attendants experienced a decline in income after parking activity was moved to Menara Kopi Kotabaru. Conversely, the government supports this policy as a strategic step in long-term urban planning in line with the vision of developing the Philosophical Axis area as a world heritage site. The tension between these two perspectives is the core of the need for planned and responsive issue management.

1. Issue Identification

The first stage in Regester and Larkin's issue management framework is issue identification, in which the government begins to map potential conflict and public responses from the early stages of the relocation plan. Issue identification is carried out by monitoring various communication channels, especially social media such as Instagram, TikTok, and YouTube, as the main channels for disseminating information to the public. Interview results show that some affected community members had received information about the relocation since July through these digital platforms, long before the physical move began.

The local government has been actively involved in discussions on the use of the area from the stage of vacating the site through to the transfer of parking functions to Menara Kopi Kotabaru. Monitoring of online media coverage and social media is also carried out continuously to detect narratives developing in the community. However, this identification process is considered not to have fully reached the affected groups directly, especially traders and parking attendants whose daily lives are not always connected to digital media. This became an initial gap that later affected the government's readiness to respond to the resistance that emerged.

The difference between the channels used by the government and the channels actually followed by the affected groups is an important point at this stage. Social media allows information to spread quickly and gives the government an easy way to observe public sentiment, but it is most effective for audiences who are already active online. Traders and parking attendants who spend most of their day at their stalls or parking sites are more likely to receive information through conversations with colleagues, officers, or community leaders. As a result, an identification process that relies mainly on digital monitoring may capture the general mood among the public but miss the specific concerns of the people whose livelihoods are most directly affected.

This observation does not mean that digital monitoring is ineffective. Early publication of the plan gave the public time to learn about the policy, and monitoring helped the government see which narratives were gaining strength. In essence, digital monitoring is a necessary but incomplete step. It becomes stronger when combined with face-to-face channels such as community forums, visits to affected areas, and routine conversations with representatives of traders and parking attendants.

To map the conditions of the issue identification stage in a more structured way, the findings at this stage were analyzed using SWOT analysis, that is, mapping the internal factors (strengths and weaknesses) and external factors (opportunities and threats) that influence the government's ability to recognize issues early. SWOT analysis was also used by (Pongantung, 2021) to map the strategic position of a government organization. In this study, SWOT is not used to calculate scores, but to summarize interview and documentation data into a concise picture of what is already strong, what is still weak, and the opportunities and threats that accompany them. The results of this mapping are summarized in Table 1.

In terms of strengths, the government has broad access to social media channels, namely Instagram, TikTok, and YouTube, which are used to disseminate information while monitoring developing narratives. Information about the relocation plan reached some of the affected community since July, long before the physical move, so the public had time to learn about the policy. Another strength lies in a structured cross-agency coordination network involving the

DIY Public Relations Office, the Transportation Agency, the Yogyakarta City Government, and the Environment Agency, so that information from various units can be collected and coordinated.

In terms of weaknesses, the reach of issue identification to traders and parking attendants whose daily lives are not always connected to digital media is still limited. The government also does not yet have a community-based early issue detection system, so the concerns of the affected groups, especially regarding income certainty at the new location, were not captured from the beginning. This weakness is directly related to the findings at the action program and evaluation stages, when assistance and promotion for the affected groups were judged inadequate.

In terms of opportunities, the government can use community forums and a door-to-door approach to reach groups that are not active on social media. The government also already has experience conducting face-to-face communication, in the form of hearings with representatives of traders and parking attendants and outreach at the village (*kelurahan*) and community level. This experience can be developed into an issue identification channel that operates routinely, not only a channel for delivering information. The experience of UPT PLN Madiun shows that focus group discussions with opinion leaders and *blusukan* communication can capture public concerns that are not reached by digital media (Ondine et al., 2023).

In terms of threats, negative narratives can spread faster on social media before the government has a chance to respond in a structured way. This threat is visible in the public rejection of the relocation plan, including the protest banner in Figure 1 and the rejection of the dismantling by parking attendants and traders in Figure 2, as well as the emergence of comparisons with Teras Malioboro 1 and 2 that reinforced the perception that the government is less supportive of small communities.

When the four elements are read together, the government's strength lies in the reach and speed of digital channels, while its weakness lies in the depth of reach to the most affected groups. The opportunity to close that weakness is in fact already available. The most relevant strategy is to combine the strength of digital channels with the opportunity for face-to-face communication (an S-O strategy) while using community forums to close the reach gap (a W-O strategy), so that the threat of negative narratives spreading can be anticipated earlier. This implication is in line with the recommendation in Table 1, namely to expand issue identification channels to direct face-to-face communication in the affected communities.

Taken together, the findings at this stage show that issue identification is not only a matter of detecting that a problem exists, but also of detecting who is concerned about it and through which channels those concerns are expressed. A government that hears the loudest online voices may still miss the quieter groups whose livelihoods are most directly at stake. For this reason, the identification stage in a relocation policy should be treated as a continuous listening process that runs alongside the planning of the policy itself, rather than as a one-time exercise carried out before the announcement.

2. Issue Analysis

At the issue analysis stage, the government conducted an in-depth study of the social and economic impacts as well as the potential resistance from the affected community. This process was carried out through several approaches, including: direct hearings with representatives of traders and parking attendants, field surveys of the economic conditions of the affected

community, participatory dialogue between the local government and various stakeholders, and media monitoring of coverage and narratives developing in online media and social media.

In terms of causes, the issue was triggered by the DIY Local Government's policy of converting the ABA TKP area into green open space as part of developing the Philosophical Axis area recognized by UNESCO. The policy generated resistance because it was carried out without an adequate business assistance program of the kind previously applied in the reorganization of Teras Malioboro 1 and 2. The unpreparedness of the affected groups to accept a sudden change became the main trigger for the emergence of a public issue that spread widely in the community. In terms of urgency, the analysis shows that the issue is of high urgency because it directly affects the livelihoods of around 230 traders, 12 parking attendants, and 12 restroom attendants who for years have depended on the ABA TKP area. After the relocation, the old ABA area experienced a drastic decline in activity: from previously being busy with tourists, it now receives only about 10 tourist buses per day after they are directed by officers, while Menara Kopi Kotabaru, the replacement site, is able to accommodate 90 to 100 tourist buses in the high season. This disparity reflects an economic impact that is acute and urgent for the affected community. The impacts identified cover three dimensions: (1) image impact, namely the emergence of negative public perception of the government as a party considered not supportive of small communities; (2) financial impact, in the form of a significant decline in income for traders and parking attendants that has not yet been fully transferable to the new location; and (3) legal impact, namely the potential for lawsuits from affected groups if their rights to business certainty and compensation are not adequately fulfilled by the government.

Besides the dimensions of impact, the analysis also identified the actors involved in this issue. On the government side, the main actors are the DIY Local Government Public Relations Office as manager of public communication, the Transportation Agency as technical implementer of the relocation, the Yogyakarta City Government as coordination partner, and the Environment Agency, which is responsible for developing the green open space. On the community side, the actors involved include traders, parking attendants, and restroom attendants who are directly affected, as well as the tourist community and users of the Malioboro area who feel the change indirectly. In addition, there are media actors who play a role in shaping the public narrative through coverage in mass media and content on digital platforms. The gap in expectations between the government, which views the relocation as a long-term investment, and the affected groups, which prioritize short-term income certainty, is the root of the resistance that has developed and demands a strategic response from all the actors involved.

This analysis also shows that the issue is not a single problem, but a cluster of interrelated problems. At the policy level, the question is how to balance environmental and cultural objectives with the economic interests of small business actors. At the communication level, the question is whether information has been delivered in a way that is understood and trusted. At the social level, the question is how comparison with earlier relocations affects the expectations of the affected groups. Because these layers are interconnected, a response that addresses only one of them is unlikely to resolve the issue.

Mapping the actors involved is useful because it clarifies who holds responsibility for which part of the response. The Public Relations unit manages public communication, the Transportation Agency handles technical implementation, and the Environment Agency is

responsible for the green open space. Each of these roles must be coordinated so that the public receives a consistent message. When agencies communicate separately, differences in word choice or timing can be read by the public as uncertainty, and uncertainty is what the affected groups fear most.

The results of the issue analysis also explain why the stages that follow are so closely tied to the question of trust. The three impact dimensions identified, namely image, financial, and legal impacts, are not independent of one another. A negative public image can intensify the pressure on the government to respond to financial concerns, and unresolved financial concerns can in turn raise the likelihood of legal claims. Recognizing these links early allows the government to prioritize its response, so that limited communication resources are directed first at the concerns that are most likely to escalate.

3. Issue Change Strategy Options

Based on the results of the issue analysis, the DIY Local Government applied two main strategies out of the three options put forward by Regester and Larkin, namely the adaptive change strategy and the dynamic response strategy.

The adaptive change strategy was applied by extending the relocation deadline until the end of April 2025 in response to the resistance of traders and parking attendants who were not yet ready to leave the old location. This step reflects the government's flexibility in accommodating the legitimate interests of the affected groups through compromise rather than coercion. In addition to the time extension, the government also provided supporting infrastructure at Menara Kopi Kotabaru, such as vendor stalls, structured parking areas, a performance stage, and sanitation facilities, as a tangible form of commitment to the continuity of the affected community's businesses. This adaptive strategy is effective here because the issue involves stakeholders with legitimate interests, there is room for policy negotiation, and the organization's reputation is better protected through a cooperative approach Regerter & Larkin, dalam (Levana et al., 2022).

The dynamic response strategy was applied through the establishment of a proactive and consistent policy narrative, namely that the relocation is part of the Philosophical Axis area reorganization program that has a positive impact on the whole community, not merely a unilateral eviction. This strategy was realized through intensive outreach that reached various segments of society using diverse communication media, ranging from social media to direct face-to-face forums at the community level.

The two strategies complement each other. The adaptive change strategy addresses the practical and immediate side of the issue by showing that the government is willing to adjust the schedule and provide facilities, thereby reducing the feeling of being forced. The dynamic response strategy addresses the meaning of the policy by placing the relocation within a larger and consistent objective, namely the reorganization of the Philosophical Axis area. Together, the two allow the government to be flexible in implementation while remaining firm on the policy objectives. This combination is in line with the decision not to use a reactive strategy, because maintaining the policy without any adjustment would leave the concerns of the affected groups unanswered.

At the same time, these strategies mainly address the relocation process and the communication that accompanies it. Their influence on the economic outcomes for the affected groups is smaller, as those outcomes depend on how many visitors actually reach the new

location and how well the traders are supported there. This is why the issue of assistance and promotion continues to emerge in the findings and becomes a central point of the evaluation.

It is also worth noting that the choice of strategy is not a purely technical decision. By selecting an adaptive approach, the government signaled that it regarded the concerns of traders and parking attendants as legitimate and negotiable in terms of timing and facilities. By selecting a dynamic response approach, it signaled that the underlying objective of the Philosophical Axis development was not open to reversal. Communicating this balance clearly, namely what can be adjusted and what cannot, is important because affected groups tend to interpret ambiguity as a sign that the decision may still be overturned, which can prolong resistance.

4. Issue Action Program

The implementation of the issue action program was carried out by the Local Government Public Relations Office in an integrated manner through various media and communication channels. On the digital media side, the government uses Instagram, TikTok, and YouTube as the main channels for disseminating information, which are considered fast and able to reach a wide audience. Content disseminated on the DIY Public Relations Instagram includes infographics on the progress of the relocation policy, documentary photos of the new facilities at Menara Kopi Kotabaru, and short videos that visually explain the purpose of reorganizing Malioboro. On TikTok, content is presented in short video formats in the form of virtual tours of the new area and testimonials from field officers who explain the relocation process directly. On YouTube, the government uploads recordings of live broadcasts of outreach events, interviews with relevant officials, and documentation of the construction of green open space in the former ABA TKP area. All of this digital content aims to build a positive narrative and provide accurate information to the wider public about the purposes and long-term benefits of the relocation policy.



Figure 3 Outreach on the New Location of the Abu Bakar Ali Special Parking Area by the DIY Provincial Government, DIY Transportation Agency, and Yogyakarta City Government, with the Assistance of the Kawedanan Panitikismo of the Yogyakarta Keraton
Source: Instagram @humas Jogja

In addition to digital media, the government also carried out face-to-face communication in the form of direct hearings with representatives of traders and parking attendants, policy

outreach at the village (*kelurahan*) and community level, and open cross-sector dialogues facilitated by the DIY Public Relations Office. In these hearings, the government explained in detail the relocation schedule, the facilities provided at the new location, and the compensation mechanisms for the affected parties. Documentation of these hearings was recorded in photos and videos, which were then disseminated through the government's social media channels as proof of the openness of communication. On the conventional media side, information was disseminated through press releases to local print and electronic mass media such as Tribun Jogja and Harian Jogja, as well as through the installation of informative banners and billboards around the relocation area containing information on the schedule, the destination location, and contacts for public complaints. Cross-agency coordination among the DIY Local Government, the Yogyakarta City Government, the Transportation Agency, and the Environment Agency was carried out periodically through coordination meetings to build integrated and consistent public communication. The use of press releases and media relations of this kind is in line with the *media relations* practices used by public relations to disseminate positive information and maintain good relations with the media (Susilowati et al., 2022).



Figure 4 Ahead of the Planned Dismantling of the Abu Bakar Ali Special Parking Area
Source: tribunjogja.com

However, based on field findings, the communication carried out has not fully given a sense of security to the affected traders and parking attendants. They consider this relocation to be different from the reorganization of Teras Malioboro 1 and 2, which was previously accompanied by intensive business assistance and promotion. In the ABA TKP relocation, adequate assistance and promotion had not been provided to the affected community, giving rise to continuing concerns about the sustainability of their businesses at the new location.

Trust is a fundamental theme in these findings. People are more willing to accept a policy that affects them if they are confident that their concerns have been heard and that the burden of change is shared fairly. When communication consists mostly of announcements, even accurate and well-designed ones, the affected groups may still feel that decisions are made for them rather than with them. The comparison with Teras Malioboro 1 and 2 is therefore not merely a comparison of facilities; it is a comparison of how much attention the affected groups felt they received during the process.

Two-way communication would allow the government to turn those concerns into practical measures. Examples include regular dialogue sessions with representatives of the affected groups, clear channels for questions about the new location, and visitor-count and facility updates that are shared openly. Such measures would not eliminate differences of opinion entirely, but they would make it easier for both sides to discuss them on the basis of the same information.

The way the action program was carried out illustrates the difference between informing the public and engaging the public. Social media content, press releases, banners, and billboards are effective for spreading information consistently and for demonstrating openness. However, these instruments are largely one-directional. Face-to-face hearings and community-level outreach add an element of exchange, because they allow affected groups to ask questions and to see that their concerns are recorded. A balanced action program combines both, using broad channels to maintain a consistent public narrative and direct channels to address the specific worries of those most affected.

5. Evaluation of Results

The evaluation stage was carried out by the DIY Local Government through several mechanisms. First, periodic evaluation meetings involving the DIY Public Relations Office, the Transportation Agency, and the Yogyakarta City Government to review the progress of the relocation and identify obstacles that remain in the field. Second, monitoring of public complaint reports received through official channels such as Lapor! and the government's social media, which are used as material to evaluate the responsiveness of communication. Third, routine media monitoring to track coverage and public sentiment toward the relocation policy, whether in online media, social media, or print media. Fourth, follow-up interviews with representatives of the affected community to find out the extent to which the information provided by the government has been absorbed and fully understood. From this evaluation process, the government acknowledged that shortcomings remain in the implementation of the relocation, particularly in the aspects of public communication and assistance to the affected community. The evaluation shows that the adaptive strategy succeeded in easing initial resistance through the deadline extension and the provision of facilities, but has not been able to substantially resolve the income gap between the old and new locations.

In addition, the evaluation also identified that the absence of a business assistance program like the one applied in the relocation of Teras Malioboro 1 and 2 was the main weakness that undermined the effectiveness of the government's communication. Going forward, continuous evaluation is needed that is oriented not only toward the physical development of the area, but also toward the economic sustainability of the directly affected small communities. The evaluation indicators that need to be developed include the level of recovery of traders' income, the level of public satisfaction with government communication, and the effectiveness of the business assistance program at the new location. These steps are important to minimize social conflict, reduce ambiguity of information in the community, and strengthen collaboration among regional apparatus organizations in implementing participatory public policy.

Viewed as a whole, the evaluation stage shows that issue management needs to be understood as a cycle, not a straight line. Lessons from the evaluation, such as the need for assistance, better reach to non-digital audiences, and measurable income-recovery indicators, need to feed back into identification and analysis so that the next round of communication is better informed. In this way, evaluation does not merely close the process, but prepares the government to handle similar issues more effectively in the future.

These findings also show that the success of a relocation policy needs to be measured in two ways. The first is the physical success of the policy, which is visible in the completion of the new facilities and the transfer of the parking function. The second is the social success of

the policy, which is visible in the extent to which the affected groups are able to continue their livelihoods and maintain trust in the government. A policy that succeeds physically but not socially remains vulnerable to the resurgence of rejection and declining public trust.

From a theoretical standpoint, the findings of this study show that Regester and Larkin's issue management framework can be used to read public policy at the regional level, not only the issues faced by companies. The five stages in the framework do not run entirely separately. The results of identification influence the depth of analysis, analysis determines the choice of strategy, and the implementation of action programs becomes material for the evaluation, which in turn influences how the government identifies the next issue. This interconnection confirms that a weakness at one stage, for example identification reach that has not touched non-digital groups, will carry over into the following stages.

These findings also partly answer the research gaps outlined in the introduction. This study examines a single relocation policy in a tourist area by involving the perspectives of both the government and the affected community, uses issue management theory systematically across five stages, and takes into account the dynamics of digital media in the identification and outreach processes. Accordingly, the results of this study can serve as an initial reference for similar studies of other area-reorganization policies that face the same challenge, namely balancing the objectives of preservation and spatial planning with the economic sustainability of small communities.

A summary of the findings across the five stages of issue management, including the SWOT mapping at the issue identification stage, is presented in Table 1.

Table 1. Key Findings: Issue Management of the TKP Abu Bakar Ali Relocation

Issue Management Stage	Key Finding	Practical Implication
1. Issue Identification	**Strengths:** The government has broad access to social media channels (Instagram, TikTok, YouTube) and a structured cross-agency coordination network. **Weaknesses:** Reach to traders and parking attendants who are not connected to digital media is still limited; there is no community-based early issue detection system yet. **Opportunities:** Potential to use community forums and a door-to-door approach to expand direct issue identification. **Threats:** Negative narratives can spread faster on social media before the government has a chance to respond in a structured way.	Identification channels need to be expanded to direct face-to-face communication in the affected communities.
2. Issue Analysis	**Cause:** The policy of converting the ABA TKP without adequate business assistance triggered resistance. **Urgency:** High; 230 traders, 12 parking attendants, and 12 restroom attendants are directly affected; disparity in visits between ABA (10 buses/day) and Menara Kopi (90–100 buses in holiday season).	The analysis needs to include income recovery projections and measurable compensation mechanisms.

Issue Management Stage	Key Finding	Practical Implication
	Impact: (1) Image: negative public perception of the government; (2) Financial: significant income decline; (3) Legal: potential lawsuits from affected groups. **Actors:** Public Relations Office of the DIY Government, Transportation Agency (Dishub), Environment Agency (DLH), Yogyakarta City Government (government); traders, parking attendants, restroom attendants, tourist community, mass media (non-government).	
3. Issue Change Strategy Options	The government applied an adaptive change strategy (relocation deadline extended to April 2025) and a dynamic response strategy (proactive narrative on the Philosophical Axis area).	A reactive change strategy was not used; the adaptive–dynamic combination proved able to dampen initial resistance without open conflict.
4. Issue Action Program	Integrated communication program: social media, direct hearings, press releases, and billboards. Cross-agency coordination (Dishub, DLH, City Government) was carried out. However, business assistance and promotion for the affected community were not adequate.	The action program needs to be complemented with business training, promotional support, and economic assistance as applied in Teras Malioboro 1 and 2.
5. Evaluation of Results	The government acknowledged shortcomings in public communication and assistance. Physical facilities at Menara Kopi Kotabaru are available, but the economic ecosystem has not fully recovered.	A continuous evaluation mechanism with measurable indicators is needed: recovery of traders' income, public satisfaction with government communication, and effectiveness of business assistance.

For public relations practitioners in local government, the broader lesson of this case is that the legitimacy of a relocation policy is built through the process as much as through the outcome. Clear schedules, visible facilities, and consistent messages are necessary, but they are more likely to be accepted when they are accompanied by evidence that the government is following the livelihoods of affected groups after the move. Reporting openly on visitor numbers, on the condition of the new facilities, and on the support available to traders would show that the government regards the relocation as a shared responsibility and not simply as the transfer of a physical function from one site to another.

CONCLUSION

Based on interviews with the Public Relations Office of the Special Region of Yogyakarta Government and with the affected community in the Abu Bakar Ali Parking area, this study concludes that the issue management strategy applied by the DIY Government reflects the implementation of all five stages of Regester and Larkin's framework in a gradual manner, albeit with varying levels of effectiveness at each stage.

The relocation is understood differently by the government and by the directly affected parties. The government views the relocation as a strategic policy in the context of reorganizing the Malioboro area and developing green open space that supports the UNESCO vision for the Philosophical Axis. Meanwhile, parking attendants and traders place more emphasis on economic sustainability and business certainty, which is not yet guaranteed at the new location. This difference in perspective illustrates that although communication has been carried out, there remains a need to strengthen a participatory approach that directly addresses the economic aspect.

The government needs to increase direct communication and provide assistance to the directly affected parties such as parking attendants, traders, and restroom attendants. Outreach through social media alone is not sufficient; it also needs to be reinforced with face-to-face dialogue and business assistance programs like those applied in the relocation of Teras Malioboro 1 and 2, so that policy messages can be conveyed and understood thoroughly.

Based on these findings, several practical recommendations can be put forward. First, the government can add face-to-face channels to its identification process so that the concerns of groups that are not active on social media are detected earlier. Second, the analysis stage can be strengthened by projecting the income recovery of affected business actors and preparing measurable compensation or support mechanisms. Third, the action program can be complemented with business assistance, training, and promotion at the new location. Fourth, evaluation can be carried out continuously with clear indicators, including income recovery, public satisfaction with communication, and the effectiveness of the assistance program.

Taken as a whole, this study contributes in two ways. Theoretically, it shows that the issue management framework can be applied to a regional public policy with multiple stakeholders and that its five stages can be read as an interconnected cycle in which weaknesses at one stage are carried forward to the next. Practically, it identifies concrete points at which a local government public relations office can strengthen its work: broadening the channels used for identification, projecting income recovery during analysis, adding business assistance to the action program, and adopting measurable indicators for evaluation. These contributions are offered as a foundation for further discussion and not as a final prescription.

This study has limitations. It relies on a small number of informants from the government and the affected community, and focuses on a single case, so its findings cannot be directly generalized to other relocation policies. Future research could involve more informants, including tourists and other business actors in the Malioboro area, compare this case with other relocation policies, or use quantitative or mixed methods to measure the effectiveness of communication and assistance programs.

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