

## Issue Management Strategy of the Special Region Government of Yogyakarta Related to the Relocation of the Abu Bakar Ali Special Parking Place

**Bia Ahmad Alfarisi\*, Iva Fikrani Deslia**

Universitas Ahmad Dahlan, Indonesia

Email: al.farisi191201@gmail.com\*

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### Abstract

This research discusses the issue management strategy implemented by the Special Regional Government of Yogyakarta (DIY) related to the relocation of the Abu Bakar Ali Special Parking Place (TKP) in the Malioboro area. This relocation aims to rearrange the tourist area that has become an icon of Yogyakarta, reduce congestion, and support carbon emission reduction policies. The research used a descriptive qualitative approach with interviews, observations, and documentation to explore the process of identification, analysis, and response to emerging issues, including the economic concerns of traders and parking attendants, social issues, and distrust of the government. The Yogyakarta government has chosen an adaptive, responsive, and participatory issue management strategy, by adjusting policies based on community needs and providing adequate facilities in the new location. The results show that the success of relocation is highly dependent on transparent communication, community participation, and ongoing evaluation of the social and economic impacts of these policies. The issue management approach applied demonstrates the importance of collaboration between governments, communities, and other stakeholders to achieve sustainable development goals.

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## INTRODUCTION

Public Relations (PR) or better known as public relations is an important component in every organization, both commercial and non-commercial, such as foundations, educational institutions, government agencies, and even military and law enforcement institutions in Indonesia. The role of PR is very important because of its strategic role in building positive communication and relationships between the institution and its target audience (Afandi et al., 2025; Gómez-Rico et al., 2023; Nuzula et al., 2024; Purwanto et al., 2023; Thomas & Omojukanbi, 2023). The demand for PR professionals continues to increase, reflecting the growing awareness of their important role in building an organization's image and reputation (Andersson, 2024; Bekele et al., 2022; Hidayat et al., 2024; Lane, 2023). In addition to conveying information to the public, PR also functions as a communication bridge, coordinating external interactions, including crisis management, fostering public trust, and creating an image that supports the sustainability and credibility of the institution.

According to (Triana et al., 2022) public relations (PR) is a profession that focuses on oral and written communication. Collaborative governance studies show that the management of complex issues such as parking relocation must involve various stakeholders (Triana et al., 2022). It is generally found in large companies, but it is also required in many other organizations. The essence of the PR profession lies in the ability to convey effective messages

to the public through various communication channels. PR activities are complex and strategic. This activity is not limited to words, but also includes a variety of symbols and signals, both verbal (speech, interview, press release) and nonverbal (gestures, facial expressions, graphics, and branding). Therefore, a PR must understand the importance of these various communication channels and be able to manage them to build a strong and positive relationship between the company and its audience.

The issue management strategy related to the relocation of the Abu Bakar Ali Special Parking Place (TKP) by the Special Region Government of Yogyakarta (DIY) is an important step in efforts to organize the Malioboro area which has been a tourist icon and center of economic activity in Yogyakarta (Ayudya et al., 2024). This relocation emerged in response to the need to accommodate the increasingly dynamic development of the city, while preserving the historic area that has been designated by UNESCO as a world intangible cultural heritage since 2023 (UNESCO, 2023; Loulanski & Loulanski, 2011, dalam Zhuang et al., 2019). The background of this problem is rooted in the fact that the strategic ABA parking location on the north side of Malioboro has been a vital point for tourists and business actors (Mahmudah et al., 2019), but its existence also poses a number of problems related to congestion (Guo et al., 2019), pollution (Setiawan et al., 2023), and spatial irregularities (Liu et al., 2021) that threaten the comfort and sustainability of the area (Loulanski & Loulanski, 2011, dalam Amin & Kusumo, 2023).

Factually, the ABA crime scene, which is located very close to the main access of Malioboro Street, has become the main parking center for tourist vehicles, especially during weekends and long holiday seasons, where parking capacity is almost always crowded. However, the existence of this crime scene contributes to the increase in carbon emissions and congestion in the area which should be maintained as a low emission zone in accordance with the development plan of the Philosophy Axis area that connects Tugu Yogyakarta, Malioboro, Keraton, and Panggung Krpyak. The Yogyakarta government through the Transportation Department has decided to dismantle the ABA crime scene and relocate traders and parking attendants to a new location in the Kotabaru area which is not far from the original location, in the hope of not interfering with economic activities and tourist accessibility. This relocation is also supported by the provision of adequate facilities in the new location, such as semi-outdoor buildings, traders' stands, performance stages, security posts, and toilets, which shows the government's efforts to maintain the sustainability of the business of microeconomic actors in the new parking area.

Several previous studies have examined issue management strategies in government and organizational contexts. First, Levana et al. (2022) found that issue management is critically important for organizations facing crises, demonstrating that systematic identification, analysis, and response to emerging issues can protect organizational reputation and maintain public trust, particularly in the aviation industry during the COVID-19 pandemic. Their study emphasized that transparent communication and proactive issue monitoring are essential components of effective issue management. Second, Rachmawati (2023) highlighted that communication gaps and the need for a systematic issue management strategy based on agenda setting and digital technology are very important in managing issue management in the post-truth era, where misinformation and public skepticism pose significant challenges for government institutions. Third, Nugraha et al. (2022) found that lack of coordination between

institutions can cause political resistance and inconsistency of information to the public, while also emphasizing that government public relations strategies in the millennial era must be adaptive and responsive to rapidly changing information dynamics. These previous studies collectively demonstrate that successful issue management requires integrated approaches combining transparent communication, stakeholder participation, interagency coordination, and adaptive strategies tailored to local contexts.

The problems behind this relocation can be seen from the perspective of city governance which must be able to balance the needs of economic development, environmental conservation, and community comfort. Collaborative governance studies show that the management of complex issues such as parking relocation in tourist areas must involve various stakeholders, including local governments, local communities, business actors, and visitors, in order to create sustainable and equitable solutions (Zaenuri et al., 2021). This collaborative approach is also important to manage the uncertainty and resistance that may arise due to changes in spatial planning and economic activity in the region.

Several research gaps remain unaddressed, as most previous studies focus on issue management in commercial or national-level institutions with limited research on local government issue management, particularly regarding parking relocation in tourist areas. Existing studies tend to examine issue management from a single perspective without integrating multi-dimensional approaches, and there is a lack of research on how local governments balance economic interests of small traders with environmental commitments, as well as limited exploration of adaptive, dynamic, and reactive strategies applied simultaneously. The novelty of this research lies in its focus on Yogyakarta's local government issue management in parking relocation, an underexplored context, along with its integration of three issue management approaches (adaptive, dynamic, and reactive) within a single analytical framework. Additionally, this study examines the balance between informal sector economic interests and environmental commitments, offering insights into sustainable urban governance, while employing a descriptive qualitative approach with source triangulation to capture multiple stakeholder perspectives.

This study aims to analyze the issue management strategy implemented by the Special Region Government of Yogyakarta regarding the relocation of the Abu Bakar Ali Special Parking Place, including the identification and analysis of emerging issues such as economic concerns, social issues, and public distrust, as well as the adaptive, responsive, and participatory response strategies chosen to address these issues. Theoretically, this research contributes to issue management literature in local government public relations and urban governance by enriching understanding of how adaptive, dynamic, and reactive strategies can be integrated to handle complex public issues. Practically, this research benefits local governments in tourist cities facing similar challenges by offering strategic insights into transparent communication, community participation, and ongoing evaluation of impacts, while also providing a voice for affected communities by documenting their concerns. Additionally, this study serves as a reference for academics and future researchers, and offers empirical evidence for UNESCO and heritage management institutions on balancing heritage preservation with local economic interests for sustainable tourism management.

## **MATERIALS AND METHODS**

### **Types of Research**

This type of research was descriptive qualitative research that aims to understand and describe in detail how the Government of the Special Region of Yogyakarta implements problem management strategies in responding to social dynamics and conflicts arising from the Abu Bakar Ali Special Parking Relocation Policy.

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

### **Location/Research Object**

This research was carried out in the Special Region of Yogyakarta (DIY), which is known as an educational center with complex social characteristics and a heterogeneous student population. The object of the research is focused on the policy and process of relocating the Abu Bakar Ali Special Parking Place (TKP) as a strategic issue in the arrangement of the Malioboro area.

### **Research Time**

This research was conducted in a period of 1 to 2 months, adjusting to the availability of resource persons and field dynamics.

### **Data collection techniques**

#### **a. Interview**

The interviews in this study were conducted through direct meetings between researchers and informants who were directly or indirectly involved in the relocation policy, such as the Yogyakarta Special Region City Government and traders, parking attendants, and affected residents. This method uses a semi-structured approach, where the researcher has prepared a question guide but still provides space for the informant to convey his views and experiences freely and in depth. The purpose of this interview was to dig into contextual information that not only explains policy facts, but also records the perceptions, expectations, and social dynamics that emerged as a result of the relocation process.

#### **b. Observations**

Observations in this study were carried out directly in the field, especially in the relocation area of the Abu Bakar Ali Special Parking Place and the area around Malioboro. The goal is to carefully observe various activities that take place, respond to the social dynamics that occur, and record community interactions after the relocation policy is implemented. The main focus of this observation includes the behavior of business actors, visitor responses, and changes in the function of public spaces in the area.

The type of observation used is non-involved participatory observation, in which the

researcher is present in the midst of the observed environment, but is not actively involved in the ongoing social activities. In other words, researchers only act as observers who record phenomena without affecting the course of social interaction.

According to (Spradley, 2017), participatory observation is a systematic process of observing behaviors, activities, and interactions in a social group directly, with the aim of understanding the meaning contained behind these behaviors. Although the term "participatory" is used, the level of researcher involvement can vary, ranging from just observing (non-involving) to actively participating.

c. Documentation

Documentation is a data collection technique used to complement and strengthen the results of interviews and field observations. In the context of this research, the documents collected include news from the mass media, policy archives from the government, photographs of field conditions before and after the relocation, and official reports issued by relevant agencies. All of these data were analyzed as part of supporting evidence to trace the dynamics of the implementation of the Abu Bakar Ali Special Parking Lot relocation policy. Through this documentation, researchers obtain additional perspectives that are more objective and historical related to the events studied.

According to Sugiyono (2017) in (Helwig et al., 2021), documentation is a method of collecting data by examining written documents, images, or monumental works that can provide information relevant to the object of research. The document can be sourced from official institutions, mass media, or personal records that have evidentiary value.

### **Data Analysis Techniques**

The data analysis technique in this study refers to a model (Huberman, 1994) which consists of:

- a. Data Reduction: Filtering, simplifying, and summarizing the raw data that has been collected based on thematic categories.
- b. Data Presentation (Display): Organize data that has been reduced in the form of a matrix, narrative, or chart to make it easier to analyze.
- c. Conclusion Drawn: Verify and interpret patterns and findings to produce scientifically valid conclusions.

### **Data Validation Techniques**

Source triangulation is one of the important techniques in qualitative research that is used to ensure that the data collected is truly accurate and trustworthy. This technique is carried out by comparing and matching information obtained from various sources for example, from interviews with several sources with different backgrounds, observation notes, official documents, to visual materials such as photos or videos.

By using more than one source, researchers do not only rely on one point of view, but can see a phenomenon from various perspectives. This allows researchers to obtain a complete and more in-depth picture of the issue being studied. In addition, if there is a suitability of information between sources, it will strengthen the validity of the data and increase confidence in the research results. On the other hand, if there are differences or contradictions, they can be used for further analysis to explore the complexity of the problem more critically and

reflectively.

Thus, source triangulation is not just a data confirmation technique, but also a strategy to build scientific credibility, expand understanding, and present research results that are richer in context and meaning.

According to (Creswell, 2018) explained that source triangulation is carried out by checking the suitability of data obtained from several types of sources, such as interview results from different informants, official documents, observation results, and visual data. All of these sources are used to complement each other and ensure that the information collected is truly trustworthy.

## **RESULTS AND DISCUSSION**

### **Root Cause Analysis of Issues**

After identifying various issues that have developed in the public space related to the relocation of the Abu Bakar Ali crime scene, the Yogyakarta City Government conducted an in-depth analysis to understand the root causes of the resistance and concerns that have arisen. This analysis is in line with the issue analysis stage in the issue management model (Dan et al., 2017)

From economic factors, data analysis shows a fairly complex reality about the economic dependence of traders and parking attendants on the location of the Abu Bakar Ali crime scene. Data shows that the average income of traders at the Abu Bakar Ali crime scene ranges from 3 million to 10 million rupiah per month, with considerable variation depending on the type of trade and the season. Of serious concern is the fact that most traders and parking attendants, about 75 percent based on the survey results, do not have alternative jobs or other skills (Pongantung et al., 2021).

Of serious concern is the fact that most traders and parking attendants, about 75 percent based on the survey results, do not have alternative jobs or other skills that can be used if their businesses are disrupted or undergo a drastic decline. Many of them have been in this profession for decades and have no work experience in other fields. Some traders have even passed the productive age making it difficult to adapt to a new type of work. This high economic dependence makes their concerns about relocation highly justified and rational, not just emotional resistance or unwillingness to change. The strategic location of the Abu Bakar Ali crime scene at the entrance of Malioboro provides direct access to thousands of tourists every day, which is difficult to replace in the new location which is about 500 meters away. In informal businesses like street vendors, location is everything, and a 500-meter difference can mean a very significant difference in terms of the number of visitors and sales turnover. Traders' worries that they will lose the competitive advantage they have had so far are concerns based on rational economic logic.

From psychological factors, the analysis shows that there are various psychological dimensions that affect the response of traders and parking attendants to the relocation policy. Psychological dimensions that affect traders' responses include a sense of uncertainty and fear of the future, trauma or negative experiences from previous relocation policies, distrust of government institutions, and resistance to changes perceived as forced. Heath and Palenchar (2009) emphasize the importance of understanding the psychological dimension in strategic issue management.

From the communication factor, the evaluation of the communication process shows several weaknesses that are the root cause of the development of negative issues. Rachmawati (2023) highlighted that communication gaps and the need for a systematic issue management strategy based on agenda setting and digital technology are very important in managing issue management in the post truth era.

From the institutional coordination factor, the analysis shows that there are weaknesses in coordination between government agencies involved in relocation policies. Nugraha et al. (2022) found that lack of coordination between institutions can cause political resistance and inconsistency of information to the public.

### **Issue Impact Analysis**

After understanding the root causes of various issues that are developing, the Yogyakarta City Government conducts an impact analysis to understand the consequences of the issues that are developing on various aspects, both on the image of the government, on traders and parking attendants, on the Malioboro area as a whole, and on the community around the relocation location. This impact analysis is important to measure how serious the issue is and to determine priorities in the issue management strategy.

The first impact is the impact on the image of the Yogyakarta City Government in the eyes of the public, which is a very important aspect because the image and trust of the public is a very valuable social capital for the effectiveness of the government.

Negative news in the mass media about traders' refusal can reduce public trust in the Yogyakarta City Government. (Levana et al., 2021) emphasized that public relations strategies are very important in shaping a positive image of the organization, especially in dealing with sensitive issues.

The most feared economic impact is the potential decline in income in the early period of relocation. (Ruchiat Nugraha et al., 2022) states that the government's strategic management must consider the economic impact on small business actors in every public policy.

The third impact is the impact on the Malioboro area as a whole, which includes various aspects both positive and negative. The expected positive impact is the reduction of congestion and air pollution around the Malioboro area. However, there are also potential negative impacts that need to be anticipated. The first negative impact is the potential for a decrease in economic activity in the Malioboro area during the transition period, especially if many tourists are confused by the change in parking location or if the relocation process causes temporary inconvenience such as building demolition, rearrangement, and so on. This transition period needs to be managed properly so that it is not too long and does not interfere too much with economic activities. The second negative impact is the risk that the goal of reducing vehicles in the Malioboro area will not be achieved if tourists instead look for other parking alternatives that are still close to Malioboro, such as illegal parking on surrounding roads or on unmanaged vacant land. To prevent this, strict enforcement is needed against illegal parking and the provision of convenient alternative transportation systems such as shuttle buses from the new parking location to Malioboro. The third negative impact is the potential for changes in the characteristics of the Malioboro area which may become more commercial or lose the value of local wisdom if the arrangement is not carried out sensitively to cultural aspects. The existence of street vendors has actually also become part of the identity and attraction of Malioboro as a

lively area that has a distinctive character. If the arrangement is done too rigidly and eliminates the informal elements that are the attraction, it can actually reduce the uniqueness of Malioboro.

The fourth impact is the impact on the community around the new location in the Kotabaru area, who will feel changes in the social environment and infrastructure conditions around their residence. The positive impact that may be felt is the increase in economic activity in the Kotabaru area with the presence of parking areas and new traders, which can open up new economic opportunities for local residents such as opening stalls, laundry services, photocopying services, and various other supporting businesses. The presence of new facilities such as public toilets, prayer rooms, and security posts can also be used by local residents for their needs. In addition, if the management of the new location is done well with a modern and attractive concept, it can improve the image of the Kotabaru area and even increase the value of property around the area. But on the other hand, there is also the potential for negative impacts in the form of increased crowds and noise in the environment that has been relatively quiet, an increase in traffic volume on the surrounding streets, especially on weekends and holiday seasons, potential waste problems if waste management at the new location is not done properly, and potential security and order problems if there is no adequate supervision. To anticipate this negative impact, it is necessary to carry out socialization and dialogue with residents around the new location from the beginning of planning, involve them in monitoring and supervise location management, and ensure that there is an effective complaint handling mechanism if residents have complaints about the impact of the existence of new parking areas and traders.

### **Urgency and Priority Analysis**

Based on the root cause analysis and impact analysis that has been carried out, the Yogyakarta City Government conducts an urgency and priority analysis to determine which issues must be addressed first and with a higher intensity, as well as which issues can be addressed gradually or with lower priority. This analysis of urgency and priorities is essential to effectively allocate limited resources and to ensure that the most crucial issues receive adequate attention.

Issues with high priorities that require immediate and intensive handling are first, ensuring the economic sustainability of traders and parking attendants. This is the most crucial issue because it concerns the livelihoods and daily lives of dozens of families who are severely affected by the relocation policy. Without clear and credible guarantees about their economic viability in the new location, the resistance of traders and parking attendants will continue to be high and the relocation process will face enormous obstacles. This economic guarantee is not enough in the form of verbal promises but must be realized in concrete forms such as the provision of facilities that are truly adequate and in accordance with the needs of traders, a transparent and fair management system in the allocation of places and the imposition of levies, mentoring and empowerment programs to help traders increase their business capacity, as well as assistance or compensation schemes during the transition period to reduce the risk of economic losses. City governments need to draw up a comprehensive economic guarantee program and communicate it clearly to traders and parking attendants, as well as involve them in drafting the details of the program to fit their real needs.

The second high-priority issue is transparency and participation in the relocation

process, which is key to building trust and reducing resistance. Traders and parking attendants need to feel that they are valued as legitimate stakeholders and that their voices are heard in the decision-making process. Transparency means that all information related to relocation must be made available to the public, including information on the reasons for relocation, the planning process, the criteria for the division of places in the new location, the budget plan for the construction of the facility, the timeline of implementation, and various other information. This information must be conveyed in a language that is easy to understand and through various communication channels that are easily accessible to traders and parking attendants. Participation means opening up space for traders and parking attendants to be involved in the detailed relocation planning process, such as designing the stand layout, determining the new location management system, drafting the rules of the game to be applied in the new location, and various other aspects. Genuine participation, not just symbolic, will increase the sense of ownership of traders and parking attendants towards the new location and will make them more supportive of the relocation process.

The third high-priority issue is the readiness of facilities at the new location, which is the main concern of traders and parking attendants about whether the promised facilities are really ready and feasible or just empty promises. The City Government needs to ensure that the construction of facilities at the new location is completed properly before the relocation process begins, so that traders and parking attendants can see firsthand the quality of the facilities they will occupy. Field visits to new locations need to be facilitated so that traders and parking attendants can check the condition of the facilities themselves and provide input if there are aspects that need improvement. In addition to physical facilities such as buildings, stands, toilets, and so on, readiness also includes management aspects such as who will manage the new location, how the security system is, how the cleaning and maintenance system is, how the promotion system is to attract visitors to the new location, and various other aspects of management. Comprehensive readiness, not only physical readiness but also management and operational readiness, will give traders and parking attendants confidence that the government is serious about ensuring the success of the relocation.

Medium-priority issues that need to be addressed but not as urgent as high-priority issues are, first, more intensive socialization and public communication to the wider community and tourists about changes in parking locations and the benefits of relocation. Socialization to the wider public is important to build public support and understanding of the relocation policy, as well as to anticipate tourists' confusion about new parking locations. Public communication campaigns need to be carried out through various media and channels, including mass media, social media, on-site signage, brochures and leaflets, and various other forms of communication. However, socialization to the general public is a lower priority than direct dialogue with traders and parking attendants, because resistance from traders and parking attendants is a more direct threat to the success of the relocation. The second medium priority issue is better interagency coordination to ensure synchronization of information and approaches. It is necessary to form a relocation coordination team that involves all agencies related to a clear division of roles and responsibilities, regular coordination meetings, and an integrated information system. Good coordination will increase the effectiveness and efficiency in the implementation of relocation policies. The third medium priority issue is the handling of potential social conflicts, both conflicts between traders and the government, internal conflicts

between traders in the division of places, and conflicts with residents around new locations. It is necessary to prepare effective mediation and conflict resolution mechanisms, involving neutral third parties such as community leaders or academics if necessary, and ensuring that there are open lines of communication for all parties to express their concerns and find common solutions.

Issues with low priorities that can be handled gradually or after high-priority issues that are being resolved are first, administrative and legality arrangements such as business license management, levies, and various other administrative aspects. Although this aspect is important for administrative order, it is not as urgent as aspects related to economic sustainability and social acceptance of relocation. Administrative arrangements can be done gradually after the relocation takes place and traders begin to stabilize in the new location. The second low-priority issue is the documentation and evaluation of the relocation process for future learning. Good documentation of the relocation process, challenges faced, solutions implemented, and lessons learned will be invaluable for similar policies in the future. However, these documentation and evaluation activities can be carried out in parallel without interrupting the focus on handling high-priority issues. The third low priority issue is the development of new locations into attractive tourist destinations with various cultural events and activities. While this is an important long-term goal for the sustainability of the new location, in the early stages it is more important to ensure that the relocation goes smoothly and that the merchant can survive in the new location. Development into a tourist destination can be carried out gradually after operations in the new location are stable.

### **Adaptive Change Strategy**

Based on the results of a comprehensive analysis of the issue, the Yogyakarta City Government decided to implement the Adaptive Change Strategy or Adaptive Strategy as the main approach. This strategy is in line with the concept of adaptive change strategy put forward by (Ruchiat Nugraha et al., 2022) which emphasizes receptive attitudes to changes in the external environment and anticipates the emergence of problems by prioritizing compromise and adjustment.

First, the City Government is aware of the strong resistance from traders and parking attendants who are the main stakeholders most affected by the relocation policy. The City Government has extended the time until the end of April 2025 and even opened the possibility of further extension if necessary. This approach reflects the principles of effective issue management that must be able to identify, analyze, and respond to issues systematically by involving transparent communication (Levana et al., 2021)

The second reason is that policy adjustments are needed based on aspirations and real conditions on the ground that may not have been fully anticipated at the initial planning stage. Based on input from traders, the City Government made several adjustments to the design and facilities at the new location.

The third reason is that the success of the relocation is highly dependent on the acceptance and support of affected parties, especially traders and parking attendants. Without their support, the relocation could have been forcibly but would have left a lasting social problem and would create a negative image of the government. Conversely, if relocation is done in a participatory and accommodating approach, showing empathy and a willingness to adjust policies based on their aspirations, they are more likely to gain support and will

ultimately be more sustainable.

The fourth reason is the need for a flexible and participatory approach to achieve policy objectives without causing unnecessary negative impacts on the most vulnerable groups. The main objectives of the relocation policy are the restructuring of the Malioboro area, the reduction of carbon emissions, and the improvement of the quality of public spaces, which are legitimate and important goals for the wider public interest. However, the achievement of this goal does not have to be at the expense of the interests of small traders and informal parking attendants who for decades have contributed to Yogyakarta's tourism economy. With an adaptive approach, policy goals can still be achieved but in a more humane and socially just way.

The adaptive strategy implemented by the Yogyakarta City Government is manifested in several forms of concrete policy adjustments based on the aspirations and real conditions of traders and parking attendants. The first adjustment is related to the timing of the relocation implementation which is adjusted to the readiness of traders and parking attendants. The City Government initially planned the demolition of the Abu Bakar Ali crime scene in mid-April 2025 with the target that all traders and parking attendants would have to move to a new location by then. However, after hearing the aspirations of traders and parking attendants who feel that they are not ready and need more time to prepare, both economically and psychologically, the City Government has extended the time until the end of April 2025 and even opened the possibility of further extension if necessary. This extension of time is important to provide an opportunity for traders and parking attendants to see firsthand the readiness of the new location, to prepare the capital and logistics for the move, to complete various administrative matters, as well as to prepare them mentally and emotionally for this major change. The City Government is also committed to not carrying out forced demolitions and will continue to dialogue with traders and parking attendants to reach an agreement on the most appropriate timing for all parties.

The second adjustment is related to facilities in the new location that are adjusted based on input from traders. In several meetings and dialogues with traders, various inputs and specific needs were revealed that were not fully anticipated in the initial design of the new location. Based on these inputs, the City Government made several adjustments to the design and facilities at the new location to ensure that the new location is truly in line with the needs of traders and can support the sustainability of their business. The first adjustment is to increase the number of stands or stalls according to the number of registered traders and entitled to a place in the new location. In the initial design, the number of booths planned was around 70 units, but after re-data collection, it turned out that the number of traders who were entitled and wanted to move to the new location reached 85 people. To accommodate all traders, the City Government increased the number of stands to 85 units so that no traders were left behind or did not have a place. The second adjustment is related to the size and layout of the stand that is tailored to the needs of different types of traders. Food and beverage vendors need different sizes and facilities than souvenir or handicraft vendors. Some traders also asked that their stands be close to other traders who had been their neighbors in the old location to maintain the community ties that had been established. The City Government tries to accommodate these specific needs in the layout of the new location, although not all wishes can be met due to space limitations and technical considerations.

The third adjustment is the addition of supporting facilities requested by traders such as places of worship or prayer rooms that are quite spacious because many traders need to carry out prayers in the middle of selling activities, comfortable rest rooms for traders who need a short break on the sidelines of activities, storage areas or small warehouses to store stocks of merchandise that do not fit in the stand, A special parking lot for traders' motorcycles so that they do not need to mix with the visitors' parking area, as well as a loading and unloading area to make it easier for traders to transport their merchandise. The addition of these facilities shows the seriousness of the City Government to really pay attention to the practical needs of traders in running their daily businesses. The fourth adjustment is the improvement of the quality of lighting and security systems based on the input of traders who are concerned about the security of the new location especially at night. The City Government has increased the number of lighting lights with brighter and energy-efficient LED technology, installed CCTV at various strategic points for security monitoring, and increased the number of security officers who patrol, especially at night. A good security system is very important because traders often leave their wares at the stand at night and they need assurance that their goods are safe from theft or vandalism.

The third adjustment in the adaptive strategy is related to the new location management mechanism that is made more participatory by involving traders and parking attendants in the management process. One of the main concerns of traders is that they have no control or voice in the management of new locations and are completely dependent on government decisions that may not always be in line with their interests. To address these concerns, the City Government has opened a space for participation for traders and parking attendants in the management of new locations through several mechanisms. The first mechanism is the formation of a cooperative or merchant association that will be a partner of the City Government in managing the new location collectively. This cooperative or association will be democratically elected by the traders themselves and will have authority in several aspects of management such as setting the opening and closing schedules of stands, managing joint cleanliness, resolving internal conflicts between traders, and conveying common aspirations to the government. With a representative organizational forum, traders will have stronger bargaining power in dealing with the government and will find it easier to organize themselves for the common good.

The second mechanism is the involvement of traders in the supervision and maintenance of facilities in the new location. One of the traders' concerns is that the facilities built by the government will not be properly maintained and will quickly deteriorate. To ensure the sustainability of the facility, the City Government involves traders in the facility maintenance team, where the traders will be responsible for maintaining cleanliness, reporting damage to the facility, and even making minor repairs if needed. With direct involvement in maintenance, traders will have a higher sense of ownership of the new location and will be more motivated to keep the facility in good condition. The third mechanism is transparency in the management of levies and operational costs for new locations. Traders are asking for transparency about how much the levy or fee they have to pay, what the funds are used for, and how they are accountable. The City Government is committed to creating a transparent financial management system with regular reports to traders on income and expenditure, as well as involving merchant representatives in financial supervision. This transparency is

important to build trust and to ensure that there is no misuse of funds that harm traders.

The fourth adjustment is related to mentoring and empowerment programs specifically designed to assist traders and parking attendants in the transition period and to increase their business capacity in new locations. The City Government realizes that relocation is not only a matter of physically moving, but also needs to be accompanied by various forms of support so that traders and parking attendants can adapt and even thrive in new locations. The mentoring program provided includes small business management training that includes simple bookkeeping, financial management, marketing strategy, and customer service, which are essential to enhance the professionalism of merchants in running their businesses. Many traders have been running businesses traditionally without a good bookkeeping system and without a clear marketing strategy. With this training, it is hoped that they can manage their business more professionally and can increase sales turnover. The second program is digital marketing and e-commerce training to help merchants expand their market reach not only to tourists who come in person but also through online platforms. In this digital age, the ability to market products online has become very important, especially if the physical location is not as crowded as before. Merchants will be trained on how to use social media for promotion, how to use e-commerce platforms to sell products, and how to manage online orders and delivery of goods.

The third program is access to capital through cooperation with financial institutions such as banks, cooperatives, or microfinance institutions that provide low-interest credit and easy procedures for small traders. One of the main obstacles for traders in developing their business is limited capital, and with easier access to financing, it is hoped that they can increase their stock of goods, improve the appearance of the stand, or diversify products. The fourth program is special assistance in the initial period of relocation, where there will be a companion who is on standby at the new location to help traders solve various practical problems that may arise, such as technical problems with facilities, administrative problems, or even psychological problems in the form of stress and anxiety. This companion will function as a problem solver and also as a mediator in the event of a conflict between traders or between traders and location managers. The presence of an empathetic and responsive companion is essential to ensure that the transition period goes as smoothly as possible.

The fifth adjustment is related to compensation schemes or assistance during the transition period to reduce the risk of economic losses that traders may experience in the initial period of relocation. The City Government realizes that even though the new location has been prepared as well as possible, there is still a risk that the traders' income will decline in the initial period before the new location becomes crowded and known to tourists. To reduce this risk, the City Government provides several forms of assistance. The first aid is the exemption or reduction of the levy in the first three months in the new location, so that traders do not have to incur large fixed costs at a time when their income may be declining. The second aid is transportation assistance for the movement of merchandise from the old location to the new location, so that the merchant does not have to incur significant additional costs for the moving fee. The City Government provides trucks and labor to help with the moving process free of charge. The third assistance is an intensive promotion program for new locations financed by the City Government, including advertisements in various media, launching events for new locations with various attractions and prizes, as well as cooperation with tour operators and travel agents to include new locations as part of the Malioboro tour package. Intensive

promotion is essential to build awareness of tourists about new locations and to attract their visits. The fourth assistance is the possibility of business capital assistance in the form of small grants or interest-free loans for traders who really need to rearrange their stands or increase the stock of merchandise in a new location.

### **Supporting Elements: Dynamic Response Strategy**

In addition to adaptive strategies, the City Government also implements a Dynamic Response Strategy to respond to dynamic issues developments. This strategy is in line with the dynamic response strategy put forward (Ruchiat Nugraha et al., 2022) which focuses on defining proactive and strategic policy objectives.

The first element of the dynamic response strategy is the establishment of a Rapid Response Team that specifically handles the issue of the relocation of the Abu Bakar Ali crime scene. In addition to adaptive strategies, the City Government also implements a Dynamic Response Strategy to respond to dynamic issues developments. This strategy is in line with the dynamic response strategy put forward (Ruchiat Nugraha et al., 2022) which focuses on defining proactive and strategic policy objectives.

This Rapid Response Team has several strategic tasks and functions that are critical to the management of relocation issues. The first task is to monitor the development of issues in the mass media and social media in real-time using various media monitoring tools and social media listening. The team monitors news in print media, online media, television, radio, and conversations on social media such as Twitter, Facebook, Instagram, and other platforms. Monitoring is carried out 24 hours a day and 7 days a week to ensure that no important issues are missed. Every news or post related to the relocation of the Abu Bakar Ali crime scene is recorded, analyzed, and categorized based on positive, negative, or neutral sentiments, as well as based on the theme or topic raised. The results of this monitoring are compiled in a daily report that is distributed to all team members and to the leadership of the City Government to be the basis for decision-making.

The second task is to respond quickly to inaccurate or misleading news through official clarification, confirmation to the media, or even through the right of reply if necessary. In addition to adaptive strategies, the City Government also implements a Dynamic Response Strategy to respond to dynamic issues developments. This strategy is in line with the dynamic response strategy put forward (Ruchiat Nugraha et al., 2022), which focuses on defining proactive and strategic policy objectives.

The third task is to be a single spokesperson to ensure the consistency of information conveyed to the public and the media. One of the problems that often occurs in the management of public issues is the inconsistency of information conveyed by various officials from different agencies, which can create confusion and reduce the credibility of the government. With a single, officially appointed spokesperson, all communication to the media and the public will go through the same person so that the message conveyed will be consistent. This spokesperson must have a deep understanding of relocation policies, have good communication skills, and have credibility in the eyes of the media and the public. The spokesperson must also always be updated with the latest developments and must have direct access to the leadership to ensure that the information conveyed is accurate and authoritative.

The fourth task is to clarify and confirm to the media and the public through various available communication channels. In addition to responding to problematic news, the Rapid

Response Team is also proactive in conveying positive information and updates about the progress of relocation to the public. Each important milestone in the relocation process is communicated to the public, such as the completion of the construction of facilities at the new location, the visits of traders to the new location, the agreements reached in dialogue with the traders, and various other positive developments. This proactive communication is important to maintain a positive narrative about relocation and to show the public that the relocation process is going according to plan and with a participatory approach.

The second element of a dynamic response strategy is a Flexible Communication Plan that can be adapted to the development of issues and changing contexts. The City Government has developed a communication plan that is not rigid and rigid, but flexible and adaptive to various possibilities that can occur. This communication plan includes several important components. The first component is the preparation of various communication scenarios for various possibilities that occur, including the best case scenario if the relocation goes smoothly without significant obstacles, the medium case scenario if there are moderate obstacles such as delays in the completion of facilities or the resistance of some traders, and the worst case scenario if there is a mass rejection from traders or even a massive demonstration that receives national media attention. For each scenario, a different communication strategy is prepared with customized key messages, prioritized target audiences, and communication tactics to be used. With this planning scenario, the communication team will be more prepared and not panic if there are developments that are not in accordance with the initial plan.

The second component is the preparation of communication materials such as press releases, FAQs or frequently asked questions, infographics, explainer videos, and various other materials that can be quickly adjusted to the latest developments. These materials are prepared in the form of templates that can be quickly updated with the latest data and information, so there is no need to create from scratch every time there is a new development that needs to be communicated. The press release template has been prepared with various angles that may be needed, for example a press release about the achievement of relocation progress, a press release about agreements with traders, a press release about clarification of negative issues, and so on. An FAQ document containing frequently asked questions by traders, media, and the public along with complete and factual answers, which are constantly updated as new questions emerge. Infographics that present complex information about relocation in easy-to-understand visual form, such as infographics about relocation timelines, infographics about facilities in new locations, infographics about the stand sharing process, and so on. Explainer videos that visually explain the reasons for relocation, the benefits of relocation, the relocation process, and various other aspects that can be more effectively conveyed through the medium of video.

The third component is the use of various communication channels, both traditional and new media, according to the characteristics of the audience to be reached. For traders and parking attendants who are generally not very active on social media and believe more in interpersonal communication, priority is given to direct meetings, communication through association administrators, and communication through letters or leaflets that are distributed directly. For tourists and the general public who are more active on social media, priority is given to communication through Instagram, Facebook, Twitter, and YouTube with engaging and shareable content. For mass media that has an important role in shaping public opinion, intensive media relations are carried out through press releases, media briefings, press

conferences, and relationship building with key journalists. For certain stakeholders such as tourism business actors or academics, more targeted communication is carried out through FGDs, seminars, or special workshops. With this multi-channel strategy, messages about relocation can reach different audience segments in the most effective way for each segment.

The third element of a dynamic response strategy is Continuous Dialogue with various stakeholders, especially with traders and parking attendants as the most affected parties. This ongoing dialogue is important to ensure that communication does not stop after the initial socialization but rather continues throughout the relocation process until traders are completely stable in the new location. The form of continuous dialogue that is carried out includes regular meetings with dealer representatives and parking attendants scheduled weekly or bi-weekly to discuss the progress of the relocation, listen to complaints or input from traders, and find joint solutions to problems that arise. These regular meetings create an open and consistent line of communication so that traders do not feel left out or ignored after the relocation decision is made. Open forums or town hall meetings are held periodically where all traders, parking attendants, and even the general public can attend to ask questions, raise objections, or give advice directly to City Government officials. These open forums are usually guided by independent facilitators to ensure that discussions run democratically and that all voices are heard. Complaint and feedback mechanisms that are easily accessible through various channels such as a telephone hotline that can be contacted at any time, a dedicated email for complaints related to relocation, a mobile application that allows traders to report problems easily including by uploading photos, as well as suggestion boxes placed in new locations. All incoming complaints and feedback must be followed up quickly and there is a tracking system to ensure that every complaint is handled completely.

#### **Approach Elements: Limited Reactive Strategy**

In certain situations that are non-negotiable or cannot be compromised, the Yogyakarta City Government also implements a Limited Reactive Strategy, which is to maintain the policy that has been set but still provide adequate explanations and justifications to the public about why the policy cannot be changed. This reactive strategy is applied in a limited and selective manner, not as a primary approach but as a complementary approach to certain issues that are not possible to adapt because they are related to broader commitments or fundamental principles.

The first issue that uses a limited reactive strategy is the commitment to the structuring of the Philosophy Axis as part of UNESCO's mandate and joint commitments with the Government of Yogyakarta and other stakeholders. The designation of the Yogyakarta Philosophical Axis as a world intangible cultural heritage by UNESCO in 2023 brings consequences in the form of an obligation to maintain and preserve the philosophical and cultural values of this region. One of UNESCO's recommendations is to reduce the negative impact of modernization and urbanization on the authenticity and sustainability of the Philosophy Axis, including the reduction of motor vehicles, the arrangement of public spaces, and the revitalization of traditional cultural elements. The relocation of the Abu Bakar Ali crime scene is an integral part of this commitment and cannot be canceled or postponed indefinitely as it would be contrary to Indonesia's commitment to UNESCO. In communication to the public, the City Government emphasized that the commitment to the preservation of the Philosophy Axis is non-negotiable but the way it is carried out can be adjusted so as not to

harm traders and parking attendants. The message conveyed is that relocation is a must, but the government is committed to ensuring that relocation is carried out in a humane and socially just manner. The communication approach used is educational and persuasive, not repressive or threatening, explaining the importance of preserving the Philosophical Axis not only for the present generation but also for future generations

The second issue that uses a limited reactive strategy is the commitment to reducing carbon emissions as part of the global climate change agenda and achieving the SDGs targets. The Indonesian government has committed in the Paris Agreement to significantly reduce greenhouse gas emissions, and local governments have an important role to play in achieving this target through policies at the local level. The city of Yogyakarta as one of the cities with a fairly high level of air pollution, especially in dense areas such as Malioboro, has a responsibility to take concrete steps in reducing carbon emissions. Data from the Environment Agency shows that the transportation sector accounts for around 60 percent of the total carbon emissions in Yogyakarta City, and reducing the concentration of vehicles in the city center is a key strategy in achieving emission reduction targets. The relocation of the Abu Bakar Ali crime scene, which houses hundreds of vehicles every day in the center of the Malioboro area, is a strategic step that cannot be negotiated anymore because it is related to the global commitment to handling climate change. In a communication to the public, the City Government explained that the reduction of carbon emissions is not only to meet statistical targets but to improve air quality and public health, especially for children and other vulnerable groups who are severely affected by air pollution. Health data from the Health Office shows an increase in cases of ISPA or Acute Respiratory Infection in the Malioboro area which is suspected to be related to high air pollution. Thus, parking relocation is not only an environmental issue but also a very fundamental public health issue.

The City Government also explained that the commitment to reduce carbon emissions is in line with the global trend where many major cities in the world such as Paris, London, Copenhagen, and other cities have implemented policies of restricting motor vehicles in the city center to create low-emission areas or even emission-free zones. Yogyakarta as a city that aspires to become a world-class tourism city needs to follow these best practices and cannot be left behind in environmental sustainability issues. The carbon emission reduction target in the Malioboro area will not delay or cancel the relocation policy, but the City Government remains open to hear input on how to implement it better and be more accommodating to the interests of traders and parking attendants. The communication approach used is educational communication that explains the importance of reducing carbon emissions using scientific data and facts, shows examples from other cities that have successfully implemented similar policies, and shows that this policy is not only in the interest of the government but also the interests of the entire community, including traders and parking attendants themselves who also breathe polluted air every day.

The third issue that uses a limited reactive strategy is legal order and regulations related to the legal status and licensing of the Abu Bakar Ali crime scene at the old location. Based on a legal study conducted by the Legal Section of the Yogyakarta City Secretariat, the legal status of the management of the Abu Bakar Ali crime scene at the old location has indeed ended a few years ago and has not been extended because the location in the latest Yogyakarta City Spatial Detail Plan is intended for the function of green open space, not for commercial parking

areas. The existence of parking at the location so far is actually not in accordance with the applicable spatial regulations, but it has been left out due to socio-economic considerations and because no alternative location has been prepared. With the preparation of a viable alternative location in Kotabaru, there is no longer any reason to allow this spatial violation to continue. The City Government emphasized that the relocation is also an effort to enforce law and order spatial regulations, which is the government's obligation as a law enforcer and regulator. Allowing spatial violations to continue will set a bad precedent and will weaken government authority in enforcing spatial regulations for other cases in the future.

However, in implementing this reactive strategy, the City Government continues to communicate persuasively and educationally, instead of imposing with a repressive approach or threatening with legal sanctions. The approach used is to explain to traders and parking attendants about the legality and regulatory aspects in easy-to-understand language, showing that this law enforcement is not to make it difficult for them but to create an orderly spatial layout that will ultimately benefit all parties, as well as to convince that the government has prepared a viable alternative solution so that this law enforcement will not harm them. Public education on the importance of spatial order, on the consequences of spatial planning violations such as floods, congestion, and environmental degradation, as well as on the benefits of good spatial planning, is carried out intensively through various media and forums. The City Government also emphasized that the enforcement of spatial order is part of good governance which is the right of all citizens to have a government that enforces the law consistently and fairly.

In implementing this limited reactive strategy, the City Government is very careful not to appear arrogant or not empathetic to the condition of traders and parking attendants. The message I want to convey is that there are some aspects of the relocation policy that are indeed non-negotiable because they are related to broader commitments and fundamental principles, but in other aspects the government is very open to dialogue and adjustment. The balance between firmness in principle and flexibility in implementation is key in this limited reactive strategy. The communication never used the threat of sanctions or repression as a way to force traders and parking attendants to accept relocation, but rather used a persuasive approach that explained the rationality and urgency of the policy, showed empathy for their plight, and assured that the government was committed to ensuring that relocation would not harm them.

## **CONCLUSIONS**

Based on the results of the research, it can be concluded that the Yogyakarta City Government has implemented comprehensive and adaptive issue management in handling the relocation of the Abu Bakar Ali Special Parking Lot. This strategy involves a multi-method approach that includes in-depth identification and analysis of issues, as well as the selection of adaptive strategies to tailor policies to the needs and aspirations of affected traders and parking attendants. Concrete action programs, such as intensive socialization, mentoring, and the opening of community participation spaces, are also implemented to ensure a smooth relocation. The success of this strategy is highly dependent on political commitment, interagency coordination, and the involvement of various stakeholders in the ongoing policy and evaluation process.

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