

Legal Accountability of Illegal Parking Perpetrators in Baubau City

Indra Wahyu Anugrah¹, Edy Nurcahyo¹, Hayun¹

¹ Universitas Muhammadiyah Buton, Indonesia, indrawahyuuu25@gmail.com

Received: 11/05/2026

Revised: 15/07/2026

Received: 21/08/2026

Abstract

Illegal parking practices in Baubau City have persisted across Special Parking Areas (TKP) and General Road Shoulders (TJU), causing significant leakage of Regional Original Revenue (PAD) and undermining institutional accountability. This research aims to determine the form of legal accountability applicable to illegal parking perpetrators under Baubau City Regional Regulation Number 1 of 2024, and to examine the effectiveness of its enforcement in the field. This study employs an empirical legal research method through in-depth interviews with five key informants and direct field observation at parking hotspots, analyzed using qualitative thematic analysis grounded in Soekanto's theory of legal effectiveness. The findings reveal that legal accountability remains confined to minor administrative sanctions, while criminal sanctions have never been applied despite massive and repeated violations, partly due to informal power structures intimidating enforcement officers. Enforcement effectiveness is further weakened by entrenched community habits of paying unofficial attendants, resulting in enforcement that is only effective during officers' physical presence. These conditions directly hinder progress toward SDG 16 on effective and accountable institutions and SDG 11 on sustainable urban management, underscoring the urgent need for a strengthened regional regulation to close existing legal loopholes.

Keywords

Legal Accountability; Illegal Parking; Law Enforcement Effectiveness

Corresponding Author:

Indra Wahyu Anugrah

Universitas Muhammadiyah Buton, Indonesia, indrawahyuuu25@gmail.com

1. INTRODUCTON

In Baubau City, illegal parking practices have become a persistent phenomenon occurring across various strategic locations, including Kamali Beach, the area in front of Siloam and the roadside of Lipoplaza, Wameo, Asus, Batu Bridge, part of Yosudarso, and the former SPKT Office. At locations formally designated as Special Parking Areas (TKP), unauthorized individuals frequently enter and operate within legally sanctioned zones, collecting retribution fees without using official tickets in accordance with applicable regulations. Meanwhile, along General Road Shoulders (TJU), unofficial parking attendants operate entirely outside legal authorization, exploiting the convenience of access compared to designated parking facilities and taking advantage of a persistent community habit of



paying attendants even without proof of official tickets being issued.

The practice has proven remarkably resilient and, from the perspective of those who conduct it, highly successful. Illegal attendants consistently return to their positions immediately after enforcement officers leave the location, indicating that the informal system operates with near-total continuity and minimal disruption. In several locations, this activity is reportedly reinforced by the backing of certain individuals associated with preman groups, creating a climate of intimidation that discourages sustained enforcement and heightens the risk of physical confrontation whenever raids are conducted. Cross-agency enforcement efforts involving the Transportation Agency, Civil Service Police Unit, and Traffic Police tend to be effective only during the physical presence of officers at the location, after which illegal collection resumes almost immediately.

The consequences of this sustained success on the part of illegal operators are directly reflected in regional revenue outcomes. Funds collected through unofficial means flow into the pockets of individual perpetrators rather than into the regional treasury, resulting in a significant reduction of Regional Original Revenue (PAD) and a failure to meet established PAD targets, since these unrecorded transactions never reach the receiving treasurer. To date, enforcement responses have remained limited to administrative measures, such as temporary suspension of official officers who violate procedures or administrative reprimands for internal personnel, while criminal sanctions have never been applied to any perpetrator, and no arrest or prosecution has been completed during the current term of the Acting Head of the Transportation Agency. This condition demonstrates that, in practice, illegal parking operators have achieved sustained operational success with virtually no legal consequence.

Ideally, the presence of illegal parking practices operating openly and repeatedly should not be able to persist, let alone thrive, within a functioning legal and administrative system. Law enforcement theory holds that legal certainty and deterrence are achieved when sanctions are consistently and firmly applied against violators, so that the law truly functions as a means of social control (Soekanto, 2019). Soekanto further identifies that the effectiveness of law enforcement is influenced by the law itself, the enforcement apparatus, supporting facilities, society, and legal culture, all of which must work in harmony for legal norms to be genuinely upheld (Soekanto, 2019). From an administrative law perspective, every act of public service and regional revenue collection should be founded upon clear legal authority and be administratively accountable, so that state administrators possess a firm legal basis for acting against irregularities (Hadjon, 2015; Ridwan, 2018). Furthermore, regional retribution systems are theoretically designed as a legitimate and accountable source of regional revenue, whose collection must follow procedures that guarantee funds are properly recorded and channeled into the regional treasury (Siahaan, 2010). Under these ideal conditions, illegal parking practices should be swiftly suppressed through firm legal accountability mechanisms, rather than being allowed to persist

and flourish as a normalized part of daily urban life.

A clear gap emerges between the conditions ideally expected under legal theory and the reality observed in the field. While legal enforcement theory demands consistency, deterrence, and firm administrative accountability to suppress unlawful practices (Soekanto, 2019; Hadjon, 2015), the situation in Baubau City shows the opposite: illegal parking attendants operate with near-total continuity, return immediately after enforcement raids conclude, and in several cases, are reportedly protected by informal power structures that discourage sustained intervention. Rather than being an isolated or sporadic violation, illegal parking has become a persistently successful informal economy running parallel to, and undermining, the formal regional revenue system.

This gap becomes even more pronounced when examined through the lens of regional retribution theory, which envisions parking revenue as a properly recorded and accountable source of regional income (Siahaan, 2010). In practice, however, funds collected by illegal operators never reach the regional treasury, directly contributing to a significant shortfall in the achievement of Regional Original Revenue (PAD) targets. Compounding this issue is the fact that legal accountability mechanisms remain almost entirely unused; despite years of documented illegal activity, criminal sanctions have never been applied, and enforcement has been limited to minor administrative reprimands against internal officers. This discrepancy between the normative expectation of firm legal accountability and the empirical reality of unchecked, sustained illegal practice gives rise to the central research problem of this study, namely the absence of a clear and effectively implemented legal accountability framework for perpetrators of illegal parking in Baubau City. This condition subsequently raises the fundamental research question of how legal accountability ought to be formulated and enforced against such perpetrators, and to what extent existing enforcement efforts have genuinely proven effective in addressing this persistent problem.

Previous studies have examined various dimensions of illegal parking practices and regional revenue governance, offering valuable but partial insights into the phenomenon under investigation. Several works have explored the juridical implications of illegal parking on the leakage of Regional Original Revenue, demonstrating that unofficial collection practices systematically undermine formal revenue streams, while other studies have approached the issue from a criminal law perspective, framing illegal levies disguised as parking retribution as a form of criminal accountability requiring firm prosecutorial response (Pratama et al., n.d.; Saputra, 2023). Complementing this, sociological approaches to law enforcement have assessed the effectiveness of regional regulations governing parking retribution, revealing that enforcement outcomes are heavily shaped by social culture, apparatus capacity, and community compliance behavior, while broader studies on fiscal decentralization have emphasized the importance of regional independence in optimizing locally

generated revenue as a foundation for regional autonomy (Wibowo, 2021; Huda, n.d.).

Despite these contributions, a distinct gap remains unaddressed by prior research. Existing studies tend to isolate their analysis either within the criminal law domain, the fiscal and revenue domain, or the sociological enforcement domain, without integrating these dimensions into a unified legal accountability framework grounded in a specific, recently enacted regional regulation. Furthermore, studies addressing spatial conflicts over public road utilization under transportation law have highlighted normative tensions but have not connected these tensions to concrete accountability mechanisms for illegal parking perpetrators at the regional level (Yulianti, n.d.). This present study distinguishes itself by specifically examining legal accountability for illegal parking perpetrators in Baubau City based on Baubau City Regional Regulation Number 1 of 2024, while simultaneously evaluating the effectiveness of its enforcement, an integrated approach that has not been comprehensively undertaken in prior scholarship, thereby ensuring this research does not merely repeat existing findings but fills a genuine and identifiable scholarly gap.

The novelty of this research lies in its integrated examination of legal accountability and enforcement effectiveness specifically anchored to Baubau City Regional Regulation Number 1 of 2024, a regulatory instrument that has not been the specific subject of prior legal accountability studies concerning illegal parking. Unlike previous research that tends to treat criminal accountability, fiscal leakage, and sociological enforcement effectiveness as separate lines of inquiry (Pratama et al., n.d.; Wibowo, 2021), this study synthesizes these dimensions into a single coherent legal analysis grounded in empirical field conditions unique to Baubau City, including the documented involvement of informal power structures and the persistent absence of applied criminal sanctions. This integrated approach offers a fresh legal-empirical contribution that directly informs future policy formulation, including the proposed drafting of a strengthened regional regulation (Raperda) to close existing legal loopholes.

This research carries significant urgency, particularly in relation to its contribution toward the achievement of the Sustainable Development Goals (SDGs), most notably SDG 16, which emphasizes the promotion of peaceful and inclusive societies, access to justice, and the building of effective, accountable, and transparent institutions at all levels. By addressing the persistent leakage of Regional Original Revenue caused by unchecked illegal parking practices, this study also contributes to SDG 11 concerning sustainable cities and communities, as effective regulation of public space utilization, such as roadside and designated parking areas, is essential to orderly and equitable urban development. Strengthening legal accountability mechanisms against illegal parking perpetrators is therefore not merely a matter of regional revenue optimization, but a concrete step toward institutional integrity and sustainable urban governance in Baubau City.

Based on the gap outlined between *das sein* and *das sollen* above, this research specifically seeks

to determine the form of legal accountability that should be imposed on perpetrators or unauthorized individuals involved in illegal parking practices in Baubau City, with reference to the provisions stipulated in Baubau City Regional Regulation Number 1 of 2024, given that to date no criminal sanctions have ever been genuinely applied to perpetrators despite the practice having occurred on a massive and repeated scale.

In addition, this research also seeks to examine the extent to which the enforcement of law against illegal parking practices in Baubau City has actually functioned in the field, given that the reality shows cross-agency enforcement efforts undertaken thus far tend to be effective only temporarily, that is, while officers are physically present at the location, while perpetrators resume operations immediately after officers leave the site.

2. METHOD

This research employs an empirical legal research method, focusing on the collection and analysis of data obtained directly from the law enforcement agency responsible for parking management in Baubau City, namely the Baubau City Transportation Agency (Dinas Perhubungan), particularly its Parking Management Division. This approach was selected because it allows the researcher to obtain valid, firsthand information regarding actual law enforcement practices and the effectiveness of existing parking management policies, rather than relying solely on normative legal texts. Data were gathered through in-depth interviews with five key informants, consisting of authorized officials and field officers directly involved in retribution collection oversight, as well as through direct field observation at parking hotspots such as Siloam Hospital, Wameo Market, and Laelangi Market, in order to capture the sociological gap between formal regulation and actual practice on the ground. These primary data were further complemented by secondary data drawn from official government documents and relevant prior studies to provide a broader analytical perspective on the problem of illegal parking.

The collected data were subsequently analyzed using a qualitative approach through thematic analysis, in which the researcher identified recurring themes emerging from the interview and observation results and connected them to the theory of legal effectiveness as the primary analytical framework. This analytical process was carried out systematically through several stages, beginning with the transcription of interview results, followed by data coding to identify key themes related to legal accountability and enforcement effectiveness, and concluding with the construction of a narrative analysis and the formulation of recommendations based on the findings. This method was deemed appropriate given the research objective, which is not merely to describe the normative provisions of Baubau City Regional Regulation Number 1 of 2024, but to reveal how the regulation is actually implemented and enforced against illegal parking perpetrators, along with the institutional constraints

faced by authorities in the field.

3. FINDINGS AND DISCUSSION

3.1. The Form of Legal Accountability toward Perpetrators of Illegal Parking Practices in Baubau City Based on Baubau City Regional Regulation Number 1 of 2024

Based on the results of interviews and field observations conducted at several strategic locations in Baubau City, namely Kamali Beach, the area in front of Siloam and the roadside of Lipoplaza, the Wameo area, Asus, Batu Bridge, part of Yosudarso, and the former SPKT Office, it was found that illegal parking practices occur across two categories of locations with distinct legal characteristics, namely Special Parking Areas (TKP) and General Road Shoulders (TJU). At TKP locations such as Kamali Beach and the former SPKT Office, the individuals collecting parking fees are, in principle, legally authorized to operate, provided they are equipped with an official assignment letter and use the officially designated retribution tickets issued by the Transportation Agency. In practice, however, unauthorized individuals frequently enter these officially sanctioned zones and collect retribution fees without using the official tickets required under the applicable regulation. This means the violation does not lie in the absence of a legal parking system at these locations, but rather in the deviation of practice from the procedural requirements that legally distinguish an authorized attendant from an unauthorized one.

The situation is markedly different at TJU locations such as the area in front of Siloam and the roadside of Lipoplaza, as well as Wameo, Asus, Batu Bridge, and part of Yosudarso, where the attendants operating in the field possess no legal status whatsoever. These individuals collect retribution fees entirely outside any official mechanism, exploiting the practical convenience of roadside access compared to designated parking facilities, and relying on a persistent community habit of paying attendants even in the absence of any proof of official ticketing. In both categories of location, the modus operandi observed reflects what Soekanto (2019) identifies as a breakdown in the substance and cultural components of legal effectiveness, whereby the formal legal norm exists but fails to be internalized either by the enforcing apparatus or by the community it is meant to protect. The persistence of this practice, particularly the finding that illegal attendants return to their posts almost immediately after enforcement officers leave the location, indicates that legal awareness among the public functions more as a habitual social transaction than as an informed exercise of legal rights, consistent with Soekanto's proposition that legal culture is often the most difficult component of legal effectiveness to reform.

In terms of actual legal accountability applied against perpetrators, the findings reveal a significant gap between the normative framework and its practical enforcement. To date, sanctions imposed have been limited strictly to the administrative domain, namely the temporary suspension of official parking officers found to have violated procedures, or administrative reprimands directed at internal

Transportation Agency personnel. No criminal sanction has ever been applied to any perpetrator, whether an internal officer or an entirely unauthorized individual operating at TJU locations, and no arrest or completed prosecution has taken place during the current term of the Acting Head of the Transportation Agency. This condition stands in contrast to the theoretical framework of administrative accountability articulated by Hadjon (2015) and Ridwan (2018), which holds that every act of public administration, including the collection of regional retribution, must be grounded in clear legal authority and must be capable of being held accountable through the appropriate legal instruments available to the state, whether administrative, civil, or criminal in nature. The near-total absence of criminal enforcement, despite the sustained and repeated nature of the violations, suggests that the accountability mechanism currently functioning in Baubau City remains confined to the lowest tier of the accountability hierarchy, leaving perpetrators operating at TJU locations, who possess no legal status to begin with, essentially untouched by any formal legal consequence. This finding directly reflects the research problem identified in the introductory section, namely the absence of an effectively implemented legal accountability framework capable of reaching perpetrators regardless of the legal category of the location in which they operate.

A further layer of complexity was identified in relation to the presence of informal power structures backing illegal operators, particularly at Kamali Beach, where enforcement officers reported that certain individuals associated with preman groups provide informal protection to illegal attendants, creating a tangible risk of physical confrontation during enforcement raids. This finding is significant when examined through Hadjon's (2015) conception of administrative authority, because it demonstrates that the limitation on legal accountability in Baubau City is not solely a matter of regulatory design, but also a matter of the practical capacity of the administrative apparatus to exercise the authority it formally possesses. The Transportation Agency's investigators (PPNS) reported limited authority to conduct independent arrests without stronger regulatory backing, indicating that Regional Regulation Number 1 of 2024, while providing a normative foundation, has not yet been operationally translated into a system of accountability that field officers feel empowered to enforce against resistance. Consequently, the current form of legal accountability in Baubau City can be characterized as administratively present but criminally dormant, a condition that both agencies and community members interviewed suggested could only be corrected through the drafting of a strengthened regional regulation (Raperda) that provides clearer procedural authority for decisive action against illegal parking perpetrators.

3.2. Effectiveness of Law Enforcement against Illegal Parking in Baubau City

The effectiveness of law enforcement against illegal parking practices in Baubau City, when assessed through the five factors proposed by Soekanto (2019), namely the law itself, the enforcement

apparatus, supporting facilities, the community, and legal culture, reveals a pattern of enforcement that is structurally present but functionally intermittent. Cross-agency enforcement operations involving the Transportation Agency, the Civil Service Police Unit (Satpol PP), and the Traffic Police (Satlantas) were found to be effective only during the direct physical presence of officers at a given location. Field findings consistently indicate that illegal attendants resume their activities almost immediately once enforcement personnel depart, a pattern observed uniformly across TKP and TJU locations alike. This recurring cycle of temporary suppression followed by rapid resumption strongly suggests that current enforcement functions primarily as episodic deterrence rather than sustained legal control, which is fundamentally at odds with the theoretical expectation that effective law enforcement should produce a lasting behavioral deterrent rather than merely a momentary interruption of unlawful conduct.

Examination of the enforcement apparatus component reveals institutional constraints that meaningfully limit enforcement capacity. Personnel from the Transportation Agency reported facing coordination difficulties across agencies, whereby sustained results depend heavily on the simultaneous involvement of multiple institutions rather than on the independent authority of any single enforcing body. This is compounded by the presence of informal backing for illegal operators at certain locations, which introduces a security risk that discourages officers from conducting enforcement with the frequency or firmness that would be required to produce lasting change. Wibowo (2021) similarly finds, in a sociological study of parking retribution enforcement, that the effectiveness of regional regulations governing parking is shaped less by the substantive content of the regulation itself and more by the social and institutional capacity of the apparatus tasked with enforcing it, a pattern that closely mirrors the condition observed in Baubau City, where the existence of Regional Regulation Number 1 of 2024 has not, on its own, been sufficient to produce consistent enforcement outcomes.

The community and legal culture components emerged as particularly influential barriers to enforcement effectiveness. Field findings indicate a persistent public habit of paying illegal attendants regardless of whether an official ticket is issued, a behavior that effectively sustains demand for illegal parking services and undermines the economic incentive structure that formal enforcement seeks to disrupt. This finding is consistent with Soekanto's (2019) argument that legal culture, referring to the values and habitual behaviors that shape how a community responds to law, often represents the most resistant barrier to legal effectiveness, since even a well-designed regulation and a capable apparatus cannot produce lasting compliance if the community continues to informally validate the unlawful practice through routine transactional behavior. In this sense, the ineffectiveness of enforcement in Baubau City cannot be attributed solely to institutional or regulatory weaknesses, but must also be understood as a product of entrenched social habit that enforcement operations, by their episodic and reactive nature, have so far failed to meaningfully alter.

Finally, the direct consequence of this enforcement gap is clearly reflected in regional revenue outcomes, where funds collected through illegal means fail to reach the regional treasury and are instead retained by individual perpetrators, resulting in a documented shortfall in the achievement of Regional Original Revenue (PAD) targets from the parking retribution sector. This outcome substantiates Yulianti's (2021) observation regarding the broader conflict inherent in the utilization of public road space, wherein informal and unregulated use of public infrastructure inevitably competes with and undermines formally sanctioned systems of resource allocation and revenue collection. Taken together, these findings indicate that law enforcement against illegal parking in Baubau City remains largely ineffective in producing sustained compliance, and that meaningful improvement would require not only stronger regulatory instruments, such as the proposed new regional regulation, but also a deliberate strategy addressing the entrenched community habits and institutional coordination gaps that current episodic enforcement has, to date, been unable to overcome.

4. CONCLUSION

The persistent occurrence of illegal parking practices in Baubau City reveals a fundamental gap between the normative expectations of legal effectiveness theory and the empirical reality observed in the field. Although Baubau City Regional Regulation Number 1 of 2024 provides a formal legal basis for parking retribution, legal accountability against perpetrators remains confined to minor administrative sanctions, while criminal enforcement has never been genuinely applied despite the massive and repeated scale of violations. This weakness is further compounded by informal power structures that discourage sustained enforcement and by a deeply entrenched community habit of paying unofficial attendants regardless of ticket legitimacy, both of which undermine the substantive and cultural dimensions of legal effectiveness. As a result, cross-agency enforcement functions only episodically, producing temporary deterrence rather than lasting behavioral change, and allowing the leakage of Regional Original Revenue to continue unchecked.

These findings carry direct implications for the achievement of the Sustainable Development Goals, particularly SDG 16, which calls for effective, accountable, and transparent institutions capable of enforcing the rule of law without exception. The continued impunity enjoyed by illegal parking operators reflects a failure of institutional accountability that erodes public trust and normalizes unlawful conduct within urban governance. Simultaneously, the unregulated occupation of public road space and designated parking areas contradicts the principles of SDG 11 concerning sustainable and inclusive urban management, as it disrupts equitable access to public infrastructure and hinders orderly city planning. Strengthening legal accountability mechanisms, including the drafting of a more robust regional regulation, is therefore not merely an administrative necessity but a strategic imperative for

advancing institutional integrity and sustainable urban development in Baubau City.

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