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Evaluation of Zone Parking Policy Implementation in the Tunjungan Street Area, Surabaya City

Cristin Manalu[1], Alivia Nadhifa A.R[2], Rahmi Rinanty[3], Shafa Dita A.K[4]

[1,2,3,4]*Faculty of Social Cultural and Political Sciences UPN 'Veteran' East Java, Indonesia.*
23041010023@student.upnjatim.ac.id

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Abstract

Abstract: This article evaluates the implementation of the zone parking policy in the Tunjungan Street area of Surabaya City. The background of this research is driven by the severe traffic congestion caused by the high volume of vehicles parking on the roadside, despite existing regulations under Regional Regulation (Perda) Number 3 of 2018 concerning Parking Management. This study aims to determine the factual conditions in the field and comprehensively evaluate the policy using the six indicators of William N. Dunn's policy evaluation theory: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness. The research method utilizes a descriptive qualitative approach. Primary data was collected through direct observation and in-depth face-to-face interviews using snowball sampling techniques, while secondary data was obtained through documentation of archives and regulations. The analysis relies on the Miles and Huberman interactive model, which includes data reduction, data display, and conclusion drawing. The validity of the data was tested using source, technique, and time triangulation. The results indicate that the policy has been highly effective, successfully reducing traffic congestion by approximately 80% by restoring the road to its full three-lane capacity. Efficiency is demonstrated by the Surabaya Transportation Agency's provision of adequate digital parking facilities, including applications, printers, and 1,500 smartphones for parking attendants. However, the evaluation identified several challenges: misuse of the digital payment system (QRIS) by rogue attendants, limited alternative parking capacity during peak weekend hours, and initial resistance from local MSMEs (UMKM) regarding access to their booths. In conclusion, the zone parking policy in Tunjungan Street is appropriate and responsive, but it requires stricter field supervision, the development of real-time digital parking slot tracking innovations, and the expansion of alternative parking capacities to fully optimize urban mobility.

Introduction

The development of major cities in Indonesia exhibits increasingly complex urban activities year by year. Surabaya City, as the second-largest city in Indonesia and the center of economic activity in East Java, experiences rapid population growth, relatively stable economic development, and continuous infrastructure improvements. It offers various supporting facilities such as modern trade areas, office centers, industrial zones, and tourist destinations that attract massive public mobility. Consequently, the population in Surabaya continues to

rise significantly. Based on the 2024 Population Data of Surabaya City, the population has reached 3,009,286 people (Source: Badan Pusat Statistik Kota Surabaya, 2024).

Tunjungan Street is one of the most vital tourist and creative economy zones in Surabaya City. It has successfully increased visitor attraction through various activities such as culinary tourism, art performances, and local gatherings. However, this surge in visitor activity has triggered significant problems regarding zone parking capacities. The high number of arriving vehicles often leads to limited parking availability, especially during peak hours and weekends, which previously resulted in widespread illegal roadside parking and severe traffic congestion. To address this, the Surabaya City Government implemented a zone parking policy regulated under Regional Regulation (Perda) Number 3 of 2018 concerning Parking Management. Zone parking is a form of parking service where specific parking rates are set for certain zones or areas to control traffic demand and prevent vehicle accumulation.

To support this policy, the Surabaya Transportation Agency has provided several strategic parking points along the area to accommodate the high demand for parking from both locals and tourists. Based on the official mapping, there are six main parking nodes designated for visitors: (1) Siola Building, (2) TEC Building, (3) Genteng Besar Street, (4) Ex-BPN Office (accommodating four-wheeled and two-wheeled vehicles), (5) Tanjung Anom Street (specifically for motorcycles), and (6) Tunjungan Market Yard (specifically for motorcycles).

Figure 1 Parking Spots
Source: Instagram Page of the Surabaya City Department of Transportation

To demonstrate the scientific novelty of this study, a review of previous literature (state of the art) regarding parking policies in Surabaya was conducted. Previous research by Silalahi & Reviandani (2025) focused heavily on the role of the Transportation Agency as the main actor in implementing the zone parking policy in Tunjungan Street. Another study by Nugraha (2019) described the implementation process of the zone parking policy specifically in the Kertajaya region. Furthermore, Cahyani (2025) evaluated the quality of customer service provided by parking attendants in the Tunjungan Street tourist area, while Pitriani (2018) analyzed the policy in the Taman Bungkul area using the Ripley and Franklin implementation model. The scientific novelty of this current article lies in its comprehensive evaluation focus. Unlike previous studies, this research explicitly utilizes the six criteria of William N. Dunn's public

policy evaluation theory effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness to critically assess the success and operational hurdles of the zone parking implementation in Tunjungan Street.

Despite the existing regulations and the provision of various parking points, field observations reveal that the implementation has not entirely resolved the parking issues. Problems such as limited parking capacities during weekends and suboptimal supervision remain evident. Therefore, an evaluation is crucial to determine the extent to which the policy has achieved its initial goals of creating organized parking spaces, reducing traffic volume, and improving public comfort. This research hypothesizes that while the policy has structurally reduced congestion by relocating vehicles, operational and technological oversight gaps still require significant refinement. The objectives of this research are to discover the factual conditions of the zone parking policy implementation and to deeply evaluate the policy in the Tunjungan Street area of Surabaya City.

Method

This research uses a descriptive method with a qualitative approach. The purpose of this approach is to describe, explain, and deeply understand the activities occurring in the field based on empirical facts without focusing on statistical measurements. By using a qualitative approach, researchers seek to understand social reality holistically through the perspective of participants. The research was conducted at the Surabaya City Transportation Agency (Dinas Perhubungan Kota Surabaya) and the Tunjungan Street area from April to June 2026.

Data sources consisted of primary and secondary data. Primary data was obtained directly through field observations to monitor parking patterns and face-to-face interviews. Secondary data included archives, the 2023 Surabaya Population Data, and related local government regulations. Informants were selected using the *snowball sampling* technique. This process began with a key informant from the Sub-section of Public Roadside Parking at the Surabaya Transportation Agency, who then provided recommendations to interview other relevant informants, such as parking attendants and visitors, until data saturation was reached.

The data analysis technique employed the interactive analysis model proposed by Miles and Huberman, consisting of three continuous stages: data reduction (selecting and focusing relevant data), data display (presenting data systematically to understand patterns), and conclusion drawing/verification. To ensure data validity, the researchers utilized triangulation techniques, specifically source triangulation (comparing information from the Transportation Agency, parking attendants, and visitors), technique triangulation (cross-verifying interviews with observations and documents), and time triangulation.

Result and Discussion

Result

The results of this study were obtained through direct field observations, documentation, and in-depth interviews conducted with the Surabaya City Transportation Agency and related informants regarding the implementation of the zone parking policy in the Tunjungan Street area. The evaluation of the policy is analyzed comprehensively using William N. Dunn's six policy evaluation indicators: effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness.

1. Effectiveness

Effectiveness refers to the extent to which a policy successfully achieves its intended objectives. In the context of the Tunjungan Street zone parking policy, the primary objective

was to reduce traffic congestion caused by roadside parking activities that frequently disrupted traffic flow and public mobility.

Based on the results of interviews and field observations, the implementation of the policy has significantly reduced congestion in the Tunjungan Street area. Prior to the implementation of the policy, roadside parking reduced the road capacity from three lanes to two lanes, resulting in severe traffic bottlenecks, particularly during weekends and peak hours. Following the elimination of public roadside parking, all traffic lanes could be fully utilized again, contributing to smoother traffic circulation and improved urban mobility.

Interview findings also revealed that congestion levels in the area decreased substantially after the implementation of the policy. Visitors reported that traffic conditions became considerably more organized and comfortable compared to previous conditions. Although minor delays still occasionally occurred due to pedestrian crossing activities, the overall traffic situation was perceived as significantly improved. These findings indicate that the policy has effectively addressed the primary issue of congestion in the Tunjungan Street area.

2. Efficiency

Efficiency evaluates the extent to which policy objectives are achieved through the optimal use of available resources, including costs, facilities, time, and operational support. The implementation of the zone parking policy demonstrates efficiency through the integration of digital technology and supporting infrastructure in parking management operations.

Based on interview results, the Surabaya Transportation Agency provided various operational facilities to support the digital parking system, including smartphones, printers, internet data packages, and integrated parking applications for parking attendants. In addition, supporting attributes such as uniforms, whistles, and identification cards were distributed to improve professionalism and operational legitimacy in the field.

The Transportation Agency also conducted a large-scale procurement of approximately 1,500 smartphone units to support parking operations across multiple parking locations in Surabaya. Although the procurement required a substantial budget allocation, the implementation of digital parking technology has contributed to faster transaction processes, improved service quality, and minimized the risk of revenue leakage and manual recording errors. Therefore, the digitalization of parking management reflects the government's efficient utilization of resources to establish a more organized and transparent parking system.

3. Adequacy

Adequacy refers to the extent to which a policy sufficiently resolves the problems it was designed to address while simultaneously fulfilling public needs. In the implementation of the Tunjungan Street zone parking policy, the government not only focused on reducing congestion but also ensured the availability of alternative parking facilities for visitors.

The Transportation Agency provided several designated parking areas, including the Siola Building, Genteng Kali area, and Tanjung Anom Street for motorcycles. These alternative parking facilities were intended to accommodate visitor demand while preventing roadside parking practices that disrupted traffic flow.

Based on field findings, the relocation of parking activities to centralized parking nodes successfully improved traffic order without entirely eliminating public access to parking services. The provision of digital facilities and organized parking management also contributed

to increased public convenience and parking security. Consequently, the policy can be considered adequate in addressing both congestion issues and the parking needs of visitors in the Tunjungan Street area.

4. Equity

Equity evaluates whether the costs and benefits generated by a policy are distributed fairly among affected groups within society. The implementation of the zone parking policy produced benefits in the form of smoother traffic flow and improved public order that could be enjoyed collectively by motorists, pedestrians, business owners, and visitors.

However, interview findings revealed that the policy initially generated concerns among local Micro, Small, and Medium Enterprises (MSMEs) operating in the Tunjungan Street area. Business owners worried that relocating parking spaces away from storefronts would reduce customer accessibility and potentially affect sales turnover. Over time, however, visitors gradually adapted to the new parking arrangements and continued to visit the area.

In addition, the policy also affected informal parking attendants who previously operated along the roadside. To maintain social fairness and minimize economic disruption, the Transportation Agency implemented work shift arrangements and designated official parking zones for attendants. This approach enabled parking attendants to continue earning income within the newly regulated parking system. Therefore, despite requiring an adaptation process, the implementation of the policy ultimately reflected a relatively equitable distribution of benefits and adjustments among affected social groups.

5. Responsiveness

Responsiveness refers to the government's ability to respond to public needs, expectations, and complaints arising from policy implementation. The findings of this study indicate that public responses toward the zone parking policy were generally positive due to its contribution to smoother traffic flow and more organized parking arrangements.

The implementation of digital payment systems was also perceived positively because it increased transaction transparency and reduced the potential for illegal parking fees. In addition, the Transportation Agency demonstrated responsiveness by establishing operational procedures for handling public complaints submitted through social media platforms and emergency service channels.

Interview findings indicated that public reports received responses within a relatively short period, while operational problems were targeted to be resolved within twenty-four hours. This rapid response mechanism demonstrates the government's commitment to maintaining service quality and addressing operational issues occurring in the field. Therefore, the policy implementation reflects a high level of responsiveness toward community needs and public complaints.

6. Appropriateness

Appropriateness evaluates whether a policy represents the most suitable solution for the specific problems and conditions faced within a particular environment. The implementation of the zone parking policy in the Tunjungan Street area can be considered appropriate because it directly addressed the root cause of traffic congestion caused by roadside parking activities.

Based on interview results, the formulation of the policy involved studies and discussions with relevant stakeholders to ensure that the policy aligned with the transportation and mobility needs of the area. The government also complemented the policy with supporting

facilities such as valet parking services and multi-story parking areas to maintain visitor accessibility and support tourism activities in Tunjungan Street.

Furthermore, the policy is considered relevant to the characteristics of Tunjungan Street as a densely populated urban tourism and commercial area that requires organized traffic management. Nevertheless, the Transportation Agency acknowledged the need for continuous innovation, particularly through the future development of a real-time digital parking availability system to further optimize parking management services. Overall, the policy demonstrates a high degree of appropriateness in addressing urban transportation challenges in the Tunjungan Street area.

Conclusion

Based on the comprehensive research and evaluation of the zone parking policy implementation in the Tunjungan Street area of Surabaya City, it can be definitively concluded that the intervention has successfully achieved its primary objective of mitigating severe traffic congestion and establishing an orderly urban mobility environment. Prior to the policy's implementation, the prevalent practice of public roadside parking significantly narrowed the functional road capacity, frequently causing severe bottlenecks and disrupting public comfort. By systematically relocating vehicles to officially designated alternative parking nodes, the government has optimally restored the street's full capacity, facilitating significantly smoother traffic flow. Evaluated through the lens of William N. Dunn’s public policy evaluation theory, the implementation is highly effective and administratively efficient. This efficiency is fundamentally supported by the local government's massive provision of digital infrastructure, including the distribution of operational smartphones, integrated parking applications, digital printers, and official attributes for parking attendants. The policy also successfully navigated initial socio-economic friction with local micro, small, and medium enterprises (MSMEs) and informal parking attendants, ultimately achieving an equitable distribution of benefits as the community adapted to the new systematic norms. Furthermore, the Surabaya Transportation Agency demonstrated exceptional responsiveness in handling public grievances, proving their bureaucratic agility in addressing field-level complaints.

Despite these substantial administrative successes, the empirical evaluation identified critical operational challenges that necessitate immediate strategic refinement. The most significant vulnerability lies in the field-level execution, specifically regarding the misappropriation of the digital payment system. Weak field supervision has allowed rogue parking attendants to exploit the system by utilizing personal QRIS barcodes, consequently diverting regional parking retribution funds away from the local treasury. Additionally, spatial capacity constraints remain a pressing issue during peak hours, weekends, and public holidays, as the sheer volume of arriving visitors continues to overwhelm the currently available alternative parking facilities.

To ensure the long-term sustainability and optimization of this policy, it is highly recommended that the Surabaya City Government transitions from conventional monitoring to rigorous, technology-driven oversight. The Transportation Agency must dramatically intensify its field supervision through routine cross-audits and enforce strict punitive sanctions against any personnel found manipulating the digital payment infrastructure. Furthermore, addressing the capacity constraints requires the immediate development of advanced smart-city innovations, specifically the creation of a real-time digital parking slot information system. Such an integrated application would empower visitors to track parking availability prior to

their arrival, effectively preventing localized vehicle buildup at facility entrances. Finally, the continuous expansion of alternative parking capacities and periodic evaluations of service quality are absolutely imperative to guarantee that the zone parking policy remains effective, orderly, and perfectly aligned with the dynamic, evolving needs of the Surabaya community.

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