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Implementation of Regional Retribution Policy in Special Parking Areas in Surabaya City: Case Study of Apsari Park

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Article Information	Abstract
Article History: Accepted 23-07-2026 Fixed 25-07-2026 Approved 07-08-2026 Keywords: <i>Parking Fee Policy; Policy Implementation; Retribution; Digital Parking; Public Services</i>	Abstract: This study aims to analyze the implementation of the Special Parking Area (TKP) retribution policy in the Apsari Park area of Surabaya City based on George Edward III's policy implementation theory, which includes communication, resources, disposition, and bureaucratic structure. This study uses a qualitative descriptive method. Data collection techniques were carried out through observation, interviews, and documentation involving the Surabaya City Transportation Agency, parking attendants, and parking service users. The results of the study indicate that the implementation of the parking retribution policy in the Apsari Park area has not been running optimally. In terms of communication, public understanding of the non-cash payment system is still limited. In terms of resources, limited supervision, human resources, and network constraints still pose obstacles to implementation. In terms of disposition, some parking attendants still prefer cash payments even though a digital payment system has been implemented. Meanwhile, in terms of bureaucratic structure, coordination and supervision between policy implementers still need to be improved. Therefore, it is necessary to strengthen supervision, increase human resource capacity, and optimize the digital parking system to increase the effectiveness of the implementation of the parking retribution policy in Surabaya City.

Introduction

Urban transportation is a crucial sector supporting social and economic activities and community mobility in urban areas. With the increasing population and the growth of motorized vehicles, the need for an orderly and integrated transportation system is becoming increasingly crucial. Parking management plays a strategic role in urban transportation governance. Parking management is not only concerned with providing parking spaces for the public, but also closely linked to traffic order, road user comfort, the quality of public services, and optimizing Regional Original Revenue (PAD). Therefore, local governments are required to implement an effective, transparent, and accountable parking management system.

Surabaya, as one of the largest metropolitan areas in Indonesia, faces complex challenges in managing urban transportation. High public mobility and the annual increase in the number of motorized vehicles have led to a growing need for parking facilities. According to data from the Surabaya Central Statistics Agency (BPS), the number of motorized vehicles in Surabaya continues to increase significantly, both for two-wheeled and four-wheeled vehicles.

This situation has resulted in an increased need for parking in various public areas, commercial centers, offices, and green open spaces that serve as centers of community activity.

To address these issues, the Surabaya City Government has undertaken various efforts to improve parking governance by strengthening regulations and implementing a digital-based parking system. The Surabaya City Government has enacted Surabaya City Regulation Number 7 of 2023 concerning Regional Taxes and Regional Levies and Surabaya Mayoral Regulation Number 26 of 2024 concerning the Implementation of Public Service Levies as the legal basis for the implementation of parking services, including the management of Special Parking Areas (TKP). These policies aim to improve the quality of parking services, minimize illegal levies, increase transparency in retribution payments, and optimize regional revenue from the parking sector.

In addition to strengthening regulations, the Surabaya City Government has also begun implementing a cashless parking payment system as part of the digital transformation of public services. The digital payment system is expected to reduce the potential for parking levy leakage, a major issue in regional parking management. Parking digitization is also seen as a strategic step to improve service efficiency, strengthen oversight, and create a more modern and integrated parking administration system. Mergel et al. (2019) explain that digital transformation involves changes in organizational processes and service delivery. Cordella and Tempini (2015) likewise show that e-government initiatives must account for organizational change and bureaucratic routines. Taken together, these studies indicate that digitalization requires more than introducing technology; it also requires organizational adaptation and service design that responds to users.

However, the implementation of the parking levy policy in practice still faces various obstacles and challenges. In practice, parking fees are still found to be inconsistent with the official rates set by the local government. Furthermore, compliance with cashless payment systems is also less than optimal. Some people still prefer cash payments because they consider them more convenient and faster. Furthermore, limited supporting facilities, low public understanding of digital systems, and weak oversight also impact the effectiveness of digital-based parking policy implementation.

These issues were also identified in the Apsari Park area of Surabaya City. Apsari Park is a public space with a high level of public activity due to its central location and proximity to various government facilities and other public spaces. This high level of public traffic has made this area a designated Special Parking Area (TKP) with significant potential for levy revenue. However, various issues remain in its implementation, such as inconsistent parking rates, the use of cash payments by some parking users, and suboptimal oversight of the implementation of parking policies in the area.

Public policy implementation is fundamentally determined not only by the quality of the regulations created but also by various factors throughout the implementation process. George Edward III explained that the success of policy implementation is influenced by four main factors: communication, resources, disposition, and bureaucratic structure. Communication relates to how the policy is communicated to implementers and the public to ensure its understanding. Resource factors include the availability of human resources, facilities, and budgets to support policy implementation. Disposition relates to the attitudes and commitment of policy implementers, while bureaucratic structure relates to the organizational mechanisms and procedures for policy implementation. These four factors are

crucial for analyzing the effectiveness of parking levy policy implementation in the Apsari Park area of Surabaya. This implementation perspective is also consistent with research on digital public services, which identifies institutional capacity, coordination, and user adoption as important conditions for successful implementation (Sugiyanto et al., 2023; Marthalina et al., 2025).

Previous research on parking levy policy implementation has been conducted extensively in various regions. Maharani and Wardana (2024), in their study on parking levy policy implementation in Pekanbaru City, found that policy implementation was not optimal due to weak oversight and persistent violations by parking attendants. This research demonstrates that oversight is a crucial factor in determining the success of regional parking policy implementation.

Furthermore, research conducted by Abas and Astuti (2024) on the implementation of parking services in Semarang City showed that the implementation of parking policies faces various obstacles, such as limited human resources, uneven use of electronic parking technology, and the persistence of illegal parking attendants. This research emphasized that the implementation of technology in parking services requires adequate resource support and supervision to be effective.

Meanwhile, research by Afandi (2022) on the implementation of parking levy policies in Palu City explains that parking policies have not had an optimal impact on improving the quality of public services. This is due to poor coordination between agencies, inadequate public outreach, and weak oversight of policy implementation in the field. This research demonstrates that the success of policy implementation depends not only on regulations but also on the government's ability to build effective coordination and communication.

Based on these previous studies, it can be seen that studies on the implementation of parking levy policies generally focus on public roadside parking within the city as a whole. Research specifically addressing the implementation of digital-based Special Parking Space (TKP) policies in urban public spaces is still relatively limited. Furthermore, there are few studies that specifically examine the implementation of parking policies in the Apsari Park area of Surabaya using the George Edward III policy implementation perspective. Related studies in *Public Policy Journal* also show that public service effectiveness and digital licensing implementation depend on service delivery practices and the capacity of implementing organizations (Bulonggodu et al., 2024; Abdul Rahman et al., 2024).

Thus, there is a research gap indicating that further research is needed on the implementation of digital-based Special Parking Area (TKP) fees in public spaces. This research is important because Apsari Park is a strategic area in Surabaya with a high level of community activity and is part of the local government's efforts to implement a digital parking system. Furthermore, this research is crucial for determining the extent to which the implementation of parking policies has been carried out in accordance with the objectives set by the local government.

The novelty of this research lies in its focus on the implementation of the Special Parking Area (TKP) fees in the Apsari Park area of Surabaya using the George Edward III policy implementation perspective, encompassing communication, resources, disposition, and bureaucratic structure. This research not only addresses regulatory aspects but also examines in-depth the implementation process of digital-based parking policies in urban public spaces. Therefore, this research is expected to contribute academically to the development of public

policy implementation studies, particularly in the area of digital-based regional parking management. In addition to providing academic contributions, this research is also expected to provide practical benefits to the Surabaya City Government, particularly the Surabaya City Transportation Agency, as evaluation material to improve the effectiveness of parking levy policy implementation. The results are expected to provide input for strengthening oversight, improving the quality of parking services, and optimizing the implementation of a cashless parking payment system in designated parking areas.

Based on the background description, the purpose of this study is to analyze the implementation of the Special Parking Place (TKP) retribution policy in the Apsari Park area of Surabaya City based on the perspective of George Edward III's policy implementation which includes communication, resources, disposition, and bureaucratic structure.

Method

This study employed a qualitative research method with a descriptive approach. The qualitative approach was used to gain a deeper understanding of the implementation of the Special Parking Area (TKP) levy policy in the Apsari Park area of Surabaya City. The research focused on parking policy implementation from the perspective of George Edward III's policy implementation, encompassing communication, resources, disposition, and bureaucratic structure.

The research location was the Apsari Park area of Surabaya City, under the management of the Surabaya City Transportation Agency. The location was selected purposively because the area is one of the Special Parking Areas with high levels of community activity and high levy potential, and is also one of the locations where the cashless parking system is implemented in Surabaya City.

The data sources in this study consisted of primary and secondary data. Primary data were obtained through interviews and field observations with informants consisting of Surabaya City Transportation Agency officers, parking attendants, and parking users in the Apsari Park area. Meanwhile, secondary data were obtained through legal documents, agency reports, scientific journals, and relevant literature.

Data collection techniques included observation, interviews, and documentation. Observations were conducted to directly observe the implementation of parking services in the field. Interviews were used to obtain in-depth information regarding policy implementation and the obstacles encountered. Documentation was conducted by collecting supporting data in the form of regulations, archives, photographs, and other relevant documents.

Data analysis utilized the interactive analysis model of Miles, Huberman, and Saldana, which includes data condensation, data presentation, and conclusion drawing. Data validity was verified through source triangulation to ensure the validity of information obtained from various informants and research documents.

Result and Discussion

1 Results

1.1 Communication

The implementation of the Special Parking Area (TKP) levy policy in the Apsari Park area of Surabaya City demonstrates that the Surabaya City Transportation Agency has implemented various communication strategies through various outreach programs for parking attendants and the public. This outreach aims to provide understanding of official parking rates, cashless payment mechanisms, and parking regulations in accordance with applicable regulations.

Based on field observations, communication strategies include direct guidance to parking attendants, the installation of parking rate information boards, the use of QRIS payment banners, and direct information dissemination by parking attendants.

However, the study indicates that the policy communication process has not been optimal. This is evident in the continued lack of understanding of digital payment systems and their preference for cash payments. Furthermore, some parking users were also unaware of the official parking rates, potentially leading to misunderstandings between parking attendants and parking users. An officer from the Transportation Agency stated: "We have conducted outreach regarding cashless payments to parking attendants and users, but some people still prefer cash payments because they consider them more convenient."

This statement demonstrates that the local government has undertaken communication efforts, but the effectiveness of information delivery still faces obstacles in implementation. Based on interviews with several parking users, some admitted they are not yet accustomed to using digital payments because they perceive them as more complicated than cash payments. Furthermore, some people do not understand the QRIS procedure and prefer to give cash directly to parking attendants. One parking service user stated: "Sometimes I get confused when using QRIS, so it's easier to pay cash directly to the parking attendant."

In addition to the lack of public understanding, communication barriers are also evident in the inconsistent information dissemination by policy implementers in the field. Based on observations, parking attendants are still found to be not actively offering cashless payments to parking users. This situation has prevented the goal of digitizing parking payments from being fully achieved.

Thus, it is clear that the communication aspect in the implementation of the Special Parking Space levy policy in the Apsari Park area has been implemented, but not optimally. Communication barriers arise from the public's unequal understanding of digital payment systems, inconsistent information delivery by policy implementers, and the continued preference for cash payments.

1.2 Resources

The implementation of the Special Parking Space levy policy in the Apsari Park area is also influenced by the availability of human resources, supporting facilities, and the technological systems used to support policy implementation. Based on research, the Surabaya City Transportation Agency has provided a non-cash payment facility in the form of QRIS as a means of digitizing parking services. Furthermore, parking attendants have been given guidance on the use of digital payment systems in providing parking services to the public.

However, observations indicate that the use of digital payment facilities is not yet fully optimal. Despite the availability of non-cash payment facilities, the majority of parking transactions are still made in cash. This is influenced by the public's preference for cash payments and the limited ability of some users to operate digital payments. One parking attendant stated: "Non-cash payment facilities already exist, but sometimes parking users prefer to pay in cash because it's faster."

In addition to community factors, limited human resources also pose a barrier to policy implementation. Based on interviews, the number of field supervisors was deemed to be limited, resulting in inadequate oversight of parking tariff implementation and the use of digital payments. This situation has led to potential violations in parking enforcement in the field. One field officer stated: "Supervision is indeed not optimal because the number of officers is

limited, while there are quite a lot of parking locations to monitor". Resource limitations are also evident in the technical aspects of digital payment implementation. Based on observations, unstable internet connections sometimes hamper the QRIS payment process. This condition causes.

1.3 Disposition

The disposition aspect relates to the attitude, commitment, and willingness of policy implementers to implement established regulations. Based on research results, the majority of parking attendants in the Apsari Park area understand the cashless parking payment policy and strive to implement it according to the directives of the Surabaya City Transportation Agency. This is evident in the use of QRIS facilities and the efforts of parking attendants to direct the public to use digital payments.

However, the policy implementation has not been fully implemented as stipulated, as cash payment practices are still found in the field. Based on interviews with parking service users, some parking attendants still offer cash payments even though digital payment facilities are available. One parking service user stated: "Sometimes there are still parking attendants who offer cash payments even though QRIS payment is already available."

This statement indicates that the policy implementers' commitment to supporting parking digitalization is not yet fully consistent. Some parking attendants still consider cash payments more practical and faster than digital payments. Furthermore, there are concerns that the use of cashless payments could slow down the parking service process when the internet connection is disrupted. One parking attendant stated: "If the network is good, using QRIS is usually smooth, but if the signal is poor, users experience delays, so many people end up paying in cash." In addition to technical factors, the disposition of parking attendants is also influenced by long-standing work habits. Before the implementation of the digital payment system, all parking transactions were conducted in cash, so the transition to a cashless system required an adaptation process for both parking attendants and the public using the service.

Nevertheless, some parking attendants supported the implementation of digital payments because they considered them more transparent and could reduce the potential for irregularities in parking fee management. One parking attendant stated: "Actually, QRIS payments are better because the money goes directly into the system and the recording is clearer."

Based on the results of this study, it is clear that the disposition aspect of the implementation of the Special Parking Space fee policy in the Apsari Park area has not been optimal. Although some parking attendants supported the cashless payment policy, some were inconsistent in enforcing the rules, resulting in less than fully effective implementation.

1.4 Bureaucratic Structure

From the aspect of bureaucratic structure, the implementation of the Special Parking Retribution policy in the Apsari Park area has a clear regulatory basis and operational procedures. Policy implementation refers to Surabaya City Regional Regulation Number 7 of 2023 concerning Regional Taxes and Regional Levies as well as Surabaya Mayor Regulation Number 26 of 2024 concerning Implementation of Public Service Levy. This regulation is the legal basis for implementing parking management, including the implementation of a non-cash payment system in designated parking areas.

Based on the research results, the Surabaya City Transportation Service has divided tasks between field officers and parking attendants according to their respective authorities.

Field officers are tasked with supervising parking implementation, while parking attendants are responsible for parking services to the public and implementing parking payments in accordance with applicable regulations.

However, the research results show that coordination and supervision in policy implementation still needs to be improved. Based on the results of observations, supervision of the implementation of non-cash payments has not been carried out optimally so that cash payment practices are still found in the field. One of the Transportation Service officers said that: "We continue to carry out supervision, but it cannot be done all the time due to the limited number of officers."

Furthermore, the evaluation mechanism for policy implementation is also deemed to be suboptimal. Evaluations are still conducted in general terms and do not specifically assess the effectiveness of digital payment implementation at each parking location. This situation has resulted in several obstacles in the field being unable to be fully addressed.

Another obstacle within the bureaucratic structure is the sometimes inconsistent coordination between policy implementers and parking attendants. Interviews revealed that some parking attendants still do not fully understand the digital payment procedures and require regular guidance from the Transportation Agency. Thus, it is clear that the bureaucratic structure for implementing the Special Parking Space levy policy in the Apsari Park area has a clear regulatory basis and division of duties. However, the effectiveness of policy implementation is still hampered by suboptimal oversight, coordination, and evaluation of policy implementation in the field.

2. Discussion

2.1 Communication

Based on George Edward III's policy implementation theory, communication is a critical factor in determining the success of a policy's implementation. Effective communication is necessary to ensure that policy information is clearly understood by both implementers and target groups. In George Edward III's theory, communication encompasses the aspects of transmission, clarity of information, and consistency of policy delivery.

The results of this study indicate that communication regarding the Special Parking Space levy policy in the Apsari Park area was implemented through outreach to parking attendants and the public using parking services. This outreach included direct briefings, the installation of parking rate information boards, and the use of digital payment platforms such as QRIS. This demonstrates that the local government has made efforts to convey policy information to implementers and the public.

However, communication effectiveness remains suboptimal because not all residents understand the cashless payment mechanism. Furthermore, policy implementers are still inconsistent in offering digital payments to parking users. This situation indicates that the transmission and clarity of information remain obstacles in policy implementation.

The findings of this study indicate that the success of policy implementation depends not only on the delivery of information, but also on the ability of the public and implementers to understand and accept changes to the service system. Therefore, more intensive and ongoing outreach is needed to increase public understanding of the benefits of using cashless payments for parking services. This finding is consistent with digital-government research arguing that technology produces public value only when it is supported by organizational

adaptation and changes in administrative routines (Mergel et al., 2019; Cordella & Tempini, 2015).

2.2 Resources

From George Edward III's perspective, resources are a critical factor in determining the success of policy implementation. Resources include human resources, supporting facilities, budget, and the technical capabilities of policy implementers. Policy implementation will not run optimally if available resources are inadequate. The results of this study indicate that digital payment facilities are available in the Apsari Park area through the use of QRIS as a cashless payment method. Furthermore, the Surabaya City Transportation Agency has deployed field officers to monitor the implementation of the parking policy.

However, policy implementation still faces various resource-related challenges. The limited number of supervisors means that parking supervision is not optimal. Furthermore, internet network constraints and the suboptimal skills of some parking attendants in operating the digital payment system also hinder policy implementation. The findings of this study align with those of Abas and Astuti (2024), who stated that limited human resources and technology are among the main obstacles in implementing digital-based parking policies. Therefore, increasing human resource capacity and strengthening technological support facilities are crucial steps to increase the effectiveness of parking levy policy implementation. Similar implementation challenges are reported in studies of digital public services, where infrastructure, user capability, and institutional coordination shape the practical benefits of digital systems (Sugiyanto et al., 2023; Marthalina et al., 2025).

2.3 Disposition

The disposition aspect in George Edward III's theory relates to the attitude, commitment, and willingness of policy implementers to implement established regulations. A positive disposition will encourage policy implementation to proceed according to its objectives, while a less supportive disposition can hinder policy implementation. The research results indicate that most policy implementers understand the objectives of implementing non-cash payments and support the digital parking policy. However, cash payment practices are still found in the field, indicating that implementers' commitment is not fully consistent in implementing the policy.

This condition is influenced by several factors, such as the public's continued comfort with cash payments, technical constraints on internet networks, and the perception that cash payments are more practical than digital payments. Furthermore, the adaptation process to changes in the service system also influences implementers' attitudes towards implementing the policy. Nevertheless, some implementers believe that digital payments can increase transparency and reduce the potential for irregularities in parking levy management. This indicates that policy implementation still has opportunities for improvement through strengthening implementer commitment and improving oversight of policy implementation in the field.

2.4 Bureaucratic Structure

According to George Edward III, bureaucratic structure relates to organizational mechanisms, division of tasks, operational procedures, and oversight systems in policy implementation. A clear bureaucratic structure will facilitate coordination between policy implementers, thus ensuring more effective implementation.

The research results indicate that the implementation of the Special Parking Space levy policy in the Apsari Park area has a clear regulatory basis and operational procedures. The Surabaya City Transportation Agency has also assigned tasks to field officers and parking attendants according to their respective authorities.

However, coordination and oversight between policy implementers still need to be improved. The limited number of supervisory officers has resulted in suboptimal oversight of non-cash payment implementation. Furthermore, evaluation of the effectiveness of policy implementation has not been conducted comprehensively and periodically. Evidence from Public Policy Journal also emphasizes the importance of implementation capacity and service effectiveness, reinforcing the need for routine monitoring and clear accountability in local public services (Bulonggodu et al., 2024; Abdul Rahman et al., 2024).

The findings of this research indicate that the success of policy implementation is influenced not only by the existence of regulations, but also by the effectiveness of bureaucratic coordination and oversight in the field. Therefore, strengthening the monitoring system, conducting regular evaluations, and improving coordination between policy implementers is necessary to ensure more effective implementation of the Special Parking Space levy policy and aligning with policy objectives.

Conclusion

The implementation of the Special Parking Area (TKP) levy policy in the Apsari Park area of Surabaya City has not been optimal. Based on an analysis using George Edward III's policy implementation theory, various obstacles remain in communication, resources, disposition, and bureaucratic structure. In terms of communication, the socialization of official rates and the cashless payment system has not been fully understood by both implementers and the public. From a resource perspective, limited supervision and the suboptimal use of digital parking technology have led to potential levy leakage.

In terms of disposition, some parking attendants still do not fully comply with tariff regulations and the use of digital payment systems. Meanwhile, from a bureaucratic structure perspective, supervision and coordination among policy implementers still need to be improved to ensure more effective and consistent implementation in the field.

This research shows that the successful implementation of the parking levy policy depends not only on the existence of regulations but also on the readiness of resources, implementer compliance, effective communication, and ongoing bureaucratic oversight. Therefore, the Surabaya City Government needs to strengthen field supervision, improve policy dissemination, and optimize the implementation of the digital parking system to increase transparency and effectiveness in parking levy management.

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