

Tracing the Success of QRIS Policy Implementation in Surabaya City's Parking Levy System

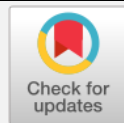
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ABSTRACT

This research explores the effectiveness of the Surabaya City Government's policy on parking levy payments via the Quick Response Code Indonesian Standard (QRIS). The study aims to analyze the policy's success in increasing Regional Original Income (Pendapatan Asli Daerah or PAD) and enhancing community welfare by improving the payment experience for parking users and supporting efficient management by parking attendants. Using Van Meter and Van Horn's policy implementation framework, which includes six critical factors – policy standards and objectives, resource allocation, characteristics of implementing organizations, inter-organizational communication, implementer disposition, and socio-political and economic environment – the study evaluates both the facilitating and hindering elements of the policy. A qualitative descriptive methodology was employed, with data gathered through literature reviews, field observations, and structured interviews with key stakeholders, including government officials, parking service providers, and users. Analysis revealed that QRIS implementation has been beneficial in promoting transparency and efficiency in revenue collection, supporting PAD growth. However, challenges such as varying levels of digital literacy among users, limited internet access in certain areas, and reluctance among some parking attendants to adopt digital systems were identified as barriers to optimal implementation. Key findings suggest that the policy's long-term success hinges on consistent inter-agency coordination, community engagement initiatives to raise digital payment awareness, and ongoing training for parking attendants to improve digital proficiency. The study concludes that achieving sustainable success in implementing non-cash transactions for parking levies requires a holistic

approach, integrating community awareness, inter-organizational support, and policy adaptability. This research offers valuable insights for policymakers seeking to improve public service delivery through digital transactions. It highlights the importance of adaptive management in fostering community welfare alongside regional revenue growth.

Keywords: Digital Payment; Parking Levy Policy; Policy Implementation; Quick Response Code Indonesian Standard (QRIS); Regional Original Income

1. Introduction

Digital technology in Indonesia's financial sector has significantly contributed to the electrification of transactions, including implementing parking levy policies through the Quick Response Code Indonesian Standard (QRIS) (Diarta et al., 2022). This research explores the government's achievements, particularly in implementing the QRIS-enabled parking levy payment policy. A central focus is the policy's impact on community satisfaction in Surabaya, where illegal parking remains a widespread and disruptive issue.

Parking fee management poses challenges across nearly all Indonesian cities, especially in larger urban areas (Ersita & Elim, 2016; Putri & Galuh, 2024). Recognizing the urgency of this problem, the central government granted local authorities autonomy to manage regional taxes and levies (Malombeke, 2016). This policy shift emphasizes enhancing Regional Original Income (PAD) and improving service provision for parking users (Hali, 2016).

Parking levies, which are charges for using spaces provided by regional governments, represent a major revenue source for PAD in Surabaya (Sofyan, 2019). Surabaya faces growing traffic congestion and parking challenges with increasing urban activity and rising vehicles, especially those parked along public roads (Fahlevi, 2024; Imran, 2016). This increase in demand has outpaced existing traffic infrastructure, exacerbating traffic flow issues at parking locations (Anikmah, 2019). Consequently, various initiatives have been introduced to address these challenges.

The adoption of QRIS for parking fee payments offers several advantages, including ease of cashless transactions, practicality, accuracy, accessibility, and transparency (Diarta et al., 2022; Winarno, 2022). Bank Indonesia, in collaboration with the government, has launched several initiatives to accelerate the electrification of financial transactions. These initiatives include regional government transaction electrification, transportation, social assistance, and toll road payments (Drajat, 2017). The electrification of regional transactions is intended to enhance transparency and accountability in regional financial management (Malombeke, 2016).

Presidential Instruction No. 10 of 2016 further supported the push for transaction electrification to prevent and eradicate corruption through non-cash transaction adoption across ministries, agencies, and regional governments (Anggoro, 2017; Gracias et al., 2023). The instruction emphasizes the need for efficient, effective, transparent, and regulation-compliant financial management (Nurchalis, 2018). As a follow-up, the Minister of Home Affairs issued two circulars, No. 910/1866/SJ and No. 910/1867/SJ, mandating non-cash transactions for provincial and municipal governments. Non-cash transactions address the demand for transparency and accountability in regional finance (Fahlevi, 2024) and offer faster processing than cash, ultimately supporting a more efficient economic cycle (Imran, 2016; Rahman, 2018).

Since January 2024, Surabaya's Department of Transportation has optimized public roadside parking fees using QRIS as part of a broader development strategy. Mayor Eri Cahyadi instructed the department to evaluate current parking locations to reduce potential PAD losses caused by parking fee leakage (Jaen, 2024). The Surabaya government's focus extends beyond revenue generation, aiming to improve community services. According to municipal data, only 40% of parking fees reach the government, while 60% are misappropriated by illegal operators (Fauzan, 2002).

In response to public concerns as parking service users, the government is committed to ongoing evaluation of QRIS-based parking levy policies. Researchers argue that government policies should prioritize community welfare while supporting regional revenue generation as a foundation for economic growth. Thus far, Surabaya's policy measures have primarily aimed at preventing QR code misuse in payments, with limited attention to overall user satisfaction (Nurchalis, 2018).

As Indonesia's second-largest city, Surabaya faces increasingly complex parking management issues, prompting the government to adopt strategic policies. This research investigates the effectiveness of QRIS-enabled parking levy policies and aims to provide constructive recommendations for improving policy implementation.

2. Literature Review

2.1. Government Administration and Public Policy

Nicholas Henry describes public administration as an amalgamation of theory and practice aimed at understanding government in its relationship with regulated society and fostering public policy responsive to community needs (Subarsono, 2015). Felix A. Nigro and Loyd G. Nigro define public administration as (1) group activities within the government aimed at advancing organizational goals; (2) inclusive of all branches of government—executive, legislative, and judicial—which function in an interconnected manner; (3) essential to the formulation of public policy; (4) primarily focused on serving the community without profit motives; and (5) closely linked to individuals and groups in the delivery of public services (Winarno, 2022). Ptiffner and Presthus describe public service as coordinating individual and group efforts to implement government policies (Keban, 2020).

Thomas R. Dye defines public policy as whatever the government decides to do or not to do (Pasolong, 2018). James E. Anderson elaborates on public policy as the actions or behaviors of various actors (officials, groups, government institutions) or a collective of actors within a specific activity domain to address a public issue or achieve a particular goal (Winarno, 2022). Wilson adds that public policy formulation encompasses the government's actions, objectives, and declarations regarding specific issues, the steps taken or omitted in addressing these issues, and the rationale provided for actions taken or not taken (Imran, 2016).

2.2. Implementation of Public Policy in Parking Levy Management

According to Wibawa, policy implementation is the practical embodiment of decisions regarding fundamental policies, often contained within legislation but also in significant executive orders and statutory regulations (Wahab, 2022). Wildavsky and Pressman further emphasize that "implementation" as a verb must be directly linked to the "policy" as a noun, meaning that careful attention is required to ensure the implementation process proceeds smoothly (Subarsono, 2015). Van Meter and Van Horn define policy implementation as a sequence of intentional activities to achieve specific outcomes. Their framework highlights the interplay of various factors that impact policy performance, linking implementation activities

to policy outcomes (Pasolong, 2018). Essentially, policy performance reflects an assessment of standards and target achievement.

Wahab suggests that policy implementation may be even more crucial than policy formulation, as policies without effective implementation remain mere aspirations or well-conceived plans filed away (Wahab, 2022). Policy or program implementation in Indonesia continues to face challenges and even failures. Therefore, addressing public issues requires the policy itself and clear methodologies or guidelines for executing the policy effectively (Syafiie & Kencana, 2019).

Regional Original Income (PAD) is revenue derived from a region's resources, collected based on regional regulations following national laws (Fauzan, 2002). Law Number 1 of 2022 defines PAD as revenue from regional taxes, regional levies, income from managed regional assets, and other lawful income per statutory provisions. This legal framework grants regional governments the authority to fund regional autonomy initiatives aligned with their potential, reflecting decentralization principles. PAD is composed of four main sources: (1) regional tax revenue, (2) regional levy revenue, (3) revenue from managed regional assets, and (4) other legitimate PAD sources (Nurchalis, 2018).

Regional levies are payments collected for specific services or permits the regional government provides aimed at personal or corporate interests (Yani, 2020). These levies include general service fees, business service fees, and specific licensing fees. The roadside parking levy is a public service levy (Halim, 2019). The Public Roadside Parking Service Levy aims to offer parking services along public roads, as regulated by the Regional Government, following statutory laws (Diarta et al., 2022). This levy represents payment for public roadside parking spaces, with rates established by the municipal authority (Rahman, 2018).

3. Research Methodology

This study employs a descriptive qualitative approach, which offers several advantages, primarily by enabling the development of insights and knowledge from diverse perspectives (Mulyana, 2016). Data collection methods used in this research include observation, interviews, and documentation. Documentation is a complementary technique to interviews and observations in qualitative research, enriching the data gathered from these primary methods. Document analysis involves collecting qualitative data from various facts and information stored in documentary materials (Sutrisna, 2020).

To ensure data validity, researchers utilized source triangulation, allowing for cross-verification among different data sources. The data analysis process in this study follows four main stages: data collection, data reduction, data presentation, and conclusion drawing (Sugiyono, 2019). This systematic approach facilitates a thorough understanding of the findings and supports the development of comprehensive insights.

4. Results and Discussion

4.1. Implementation of Retribution Service Policy and Parking Arrangement in the City of Surabaya

Establishing a parking levy policy for roadside public parking in Surabaya aims to optimize regional income (PAD) generation beyond other revenue sources. Parking service levies in Surabaya are regulated under City Regional Regulation Number 3 of 2018, which mandates public parking management. Since February 1, 2024, the Surabaya City Government has implemented QRIS (Quick Response Code Indonesian Standard) for non-cash payments in Roadside Public Parking (TJU). The Surabaya Transportation Service has distributed QRIS

technology to parking attendants across ten zones, covering 36 street sections with 322 parking spaces and 376 attendants. Key areas include Tunjungan, Undaan, Kertajaya, Manyar Kertoajo, Kedungdoro, Bubutan, Kranggan, Gemblongan, Taman Apsari, and Kusuma Bangsa.

QRIS payments offer alternatives to prior non-cash systems, such as voucher payments and parking meters. While cash payments are still allowed, parking attendants are encouraged to issue tickets and charge the applicable rates (Jaen, 2024). According to Mayor Eri Cahyadi, this shift to cashless transactions enhances public trust in parking attendants and improves their welfare by increasing income opportunities.

Initial data show a growing public preference for QRIS over cash, with notable increases in digital payments from 2018 to October 2024. This trend was especially pronounced from 2019 to 2021, coinciding with the rise of cashless transactions due to the COVID-19 pandemic.

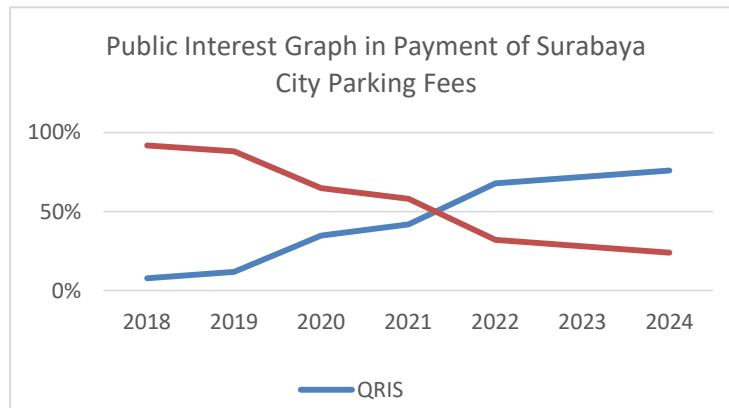


Figure 1. Public Interest Graph in Payment of Surabaya City Parking Fees

Non-cash payments indirectly foster transparency, allowing for accurate tracking of PAD contributions from parking fees. Only 378 of Surabaya's estimated 2,300 parking attendants have adopted QRIS. Some attendants have yet to complete the administrative requirements to adopt non-cash payments (Yani, 2020). Mayor Eri Cahyadi has announced a phased socialization program to prevent misunderstandings between attendants and road users. Cash payment options remain available during this transition, as some residents are unfamiliar with QRIS (Nurchalis, 2018). Nonetheless, QRIS-based payments have garnered significant support from the community.

Implementing the QRIS-based parking levy policy in Surabaya involves collaboration across multiple sectors. Researchers conducted interviews to gauge the policy's impact on regional income growth and user satisfaction, particularly regarding PAD increases and user experience.

A government official noted,

"Since QRIS was implemented, we've seen an increase in digital transactions, especially among SMEs. QRIS has simplified payments for merchants and customers, improving cash flow and boosting tax revenue potential. However, more outreach is needed to support smaller businesses less familiar with the technology" (Local Government Official, interview, 2024).

A customer shared,

"QRIS is more convenient and faster, especially in crowded areas. I feel safer not having to carry cash, even in traditional markets. Although signal issues sometimes occur, QRIS has generally been helpful" (Customer, interview, 2024).

A merchant added, "Most customers are comfortable with QRIS; it's fast and secure. While some were initially confused, they quickly adapted after some guidance. Overall, QRIS has enhanced the transaction experience" (Merchant, interview, 2024).

The Head of Surabaya's Transportation Service, Pak Tundjung, confirmed full support from the city's parking attendants. The Surabaya Parking Attendants Association (PJS) has instructed attendants to wear QRIS code necklaces. Community and attendant responses to QRIS are regularly evaluated, particularly regarding user adoption rates. If attendants' incomes do not meet expectations, additional measures are planned by the government.

While the QRIS implementation in Surabaya is generally successful, researchers identified areas for improvement, especially from a policy implementation perspective. Van Meter and Van Horn's policy implementation framework, encompassing six critical factors, provides a basis for assessing QRIS policy success. These factors include policy standards and targets, resources, organizational characteristics, inter-organizational communication, implementer disposition, and socio-political environment (Winarno, 2022).

4.1.1. Policy Standards and Targets

According to Van Meter and Van Horn, clear standards and targets are crucial to measure policy implementation success. In Surabaya, the primary goal is enforcing Regional Regulation Number 3 of 2018, which allows income collection through non-cash methods. This aligns with national goals for improved financial governance, digital financial inclusion, and public service efficiency (Imran, 2016; Wahab, 2022).

4.1.2. Resources

Resources, including human and non-human assets, are essential to support effective policy implementation. The Surabaya Transportation Service manages this policy with East Java Regional Bank and the Surabaya Parking Services Association (PJS). Initial planning included coordinated meetings and socialization activities with parking attendants. Bank BPD East Java provided guidance on QRIS usage, explaining its benefits to parking attendants. The Transportation Service also conducted on-site visits to monitor implementation (Imran, 2016). This multi-month planning process began in mid-2021 and concluded with the policy's rollout in March 2022 (Malombeke, 2016).

4.1.3. Characteristics of the Implementing Organization

Organizational characteristics, whether formal or informal, can impact policy outcomes. A supportive bureaucratic structure with clear norms and professional practices significantly aids in achieving policy goals. In this case, the Surabaya Transportation Department led the implementation, closely supported by East Java Regional Bank as the QRIS provider. Regular monitoring ensures compliance and prepares for city-wide implementation.

4.1.4. Inter-Organizational Communication

Effective communication among organizations is essential to achieve policy objectives. The Surabaya Transportation Service established initial coordination with East Java Regional Bank, followed by socialization meetings with parking attendants. Socialization efforts included displaying banners and disseminating information on platforms such as social media and websites, which are popular among younger residents (Ersita & Elim, 2016; Tuchman & Ostertag, 2018).

4.1.5. Disposition or Attitude of the Executors

The disposition of the implementers is critical in determining policy success. The Surabaya Parking Attendant Communication Forum reported overall agreement among attendants regarding QRIS, though some expressed concerns about income levels. Nonetheless, attendants have cooperatively informed the public about QRIS availability at designated locations (Nurchalis, 2018; Rahman, 2018).

4.1.6. Influence of the Economic, Social, and Political Environment

Van Meter and Van Horn suggest socio-economic and political conditions influence policy outcomes. New shopping center developments in Surabaya have impacted parking volume and fee collections (Ioannou et al., 2023; Murniati & Kasasih, 2017). Meanwhile, the East Java Regional Development Bank's support as a QRIS provider reflects political backing for this non-cash policy initiative to enhance transparency in government financial management.

4.2. Supporting and Inhibiting Factors for Policy Implementation

4.2.1. Supporting Factors

4.2.1.1. Clear Goals and Regulations

A key supporting factor for this policy is the Circular issued by the Minister of Home Affairs (Letter No. 910/1866/SJ and No. 910/1867/SJ), which mandates the implementation of non-cash transactions in provincial and municipal governments (Jaen, 2024). In response, the Surabaya City Government issued specific mayoral instructions to minimize cash usage in transactions, covering cash receipts and payments within each regional agency or work unit. Consequently, the Surabaya Transportation Department adopted a non-cash transaction policy via QRIS for parking fee payments as part of this directive to reduce cash handling and enhance transparency in regional levy collection.

4.2.1.2. Strong Collaboration with East Java Regional Development Bank (BPD)

East Java BPD Bank supports regional autonomy, especially within the banking sector. Its functions include driving regional development, providing regional income sources, managing regional cash, and operating as a general bank (Yani, 2020). The partnership between the Surabaya City Government and East Java BPD Bank has been productive, supporting the successful implementation of QRIS through shared resources and coordinated efforts.

4.2.2. Inhibiting Factors

4.2.2.1. Quality of Human Resources

The primary inhibiting factor is the quality of human resources, particularly among parking attendants who act as field implementers of the policy (Nurchalis, 2018). Many of these attendants are older and face challenges adapting to newer technologies. Successful policy implementation requires skilled and competent human resources (Diarta et al., 2022). According to Mr. Lukman, Head of the Parking Supervision and Development Section, although both the Transportation Department and East Java BPD have conducted outreach programs to train attendants on QRIS usage, issues still arise in the field due to limited digital proficiency among some attendants.

4.2.2.2. Low Level of Community Participation

As of July 2023, Bank Indonesia reports 26.7 million QRIS merchants and 37 million QRIS users, reaching 82% of the target of 65 million users by the end of 2023 (Barasa & Meilani,

2019). However, despite the high number of merchants and users, QRIS transactions from parking levies remain relatively low. While QRIS offers a simple and convenient payment method through QR code scanning, some community members face difficulties due to limited digital literacy and insufficient infrastructure, which hampers the widespread adoption of QRIS for parking payments.

4.3. Tracks of the Government's Success in Reviewing the Implementation of the Parking Retribution Policy with QRIS

The parking levy policy in Surabaya aims to increase local revenue and is the second-largest contributor to the city's income after market levies (Winarno, 2022). However, the implementation of this policy has yet to reach its full potential due to ongoing challenges. The agencies responsible for executing the policy have encountered obstacles, including insufficient field monitoring by relevant service personnel (Magni & Sestino, 2021). This lack of oversight has led to certain parking lots being repurposed by street vendors, reducing potential revenue for the city (Gracias et al., 2023). Additionally, limited supervision has affected punctuality and reliability among parking attendants.

The collection and management of parking fees continue to present challenges in Surabaya. Many strategic parking locations remain unregistered with the Regional Government, leading to inefficiencies and opportunities for unauthorized individuals to exploit the system (Agustriana et al., 2022). To assess the effectiveness of QRIS in parking fee collection, researchers conducted interviews with various stakeholders to identify challenges and recommend improvements.

Some stakeholders provided valuable feedback on QRIS implementation:

"There are connectivity issues in certain areas that affect QRIS functionality. Some transactions fail or are delayed due to network problems, which impacts user trust and adoption." (Payment Service Provider, in-depth interview, 2024)

"We still face connectivity issues in some locations. In certain areas, the signal is weak, affecting transaction success rates. Some vendors also prefer cash transactions for simplicity and speed." (Traditional Market Merchant, in-depth interview, 2024)

"More user-friendly features, like clearer notifications or guides for new users, would be helpful. It would also be beneficial if the system provided real-time transaction success or failure feedback." (Customer, in-depth interview, 2024)

Based on research into Surabaya's parking levy policies, several aspects still require improvement. In policy implementation, the competence of implementing actors is critical (Alfiyani et al., 2023). This involves ensuring that those authorized to execute the policy are credible and act in compliance with existing regulations (Kakar & Khan, 2021). The following outlines the key factors of QRIS policy success in Surabaya's parking levy management.

4.3.1. Policy Accuracy

Surabaya's policy framework clearly defines the roles of parking attendants, who receive official assignments and are contractually obligated to submit collected fees to the Transportation Department each month (Wahab, 2022). However, delays in fee submission have been observed, necessitating stricter oversight to ensure timely deposits (Sofyan, 2019).

4.3.2. Implementation Accuracy

The management of parking fees has been delegated to the traffic and parking division of Surabaya's Tourism and Culture Transportation Service. Previously, a third party managed fee collection, but the results did not meet target expectations, leading to direct management by the department (Hassan et al., 2022; Malik & Hatim, 2024).

4.3.3. Target Accuracy

Directly managing parking levies aims to meet specific revenue targets, but challenges remain. For instance, when parking attendants are unavailable due to illness, certain lots are left unattended, impacting revenue. Community support also plays a role in effective policy implementation. While public responses to parking rates are generally positive, some individuals neglect to request proof of payment, and thuggery practices continue to pose challenges (Bahihaji, 2020; Rakhman, 2023).

4.3.4. Environmental Accuracy

Collaborative efforts between the government and related departments are well-established through regular joint meetings and coordinated operations (Wahab, 2022). Additionally, the Transportation Department cooperates with security and safety institutions to handle issues of misconduct that may disrupt parking operations.

4.3.5. Process Accuracy

To ensure smooth implementation, the Transportation Department has prepared systematic operational standards for parking levy collection (Junaidi et al., 2024). This includes providing necessary infrastructure, such as parking restriction signs and fee boards (Subarsono, 2015), uniforms, and official receipts for parking attendants.

The following table summarizes the findings related to policy outcomes and stakeholder responses concerning QRIS implementation in Surabaya's parking management system in 2024.

Table 1. Policy Findings and Stakeholder Responses

Aspect	Policy Findings	Stakeholder Response
Increase in Revenue	30% increase in parking fee revenue	Positive, with requests for more transparency
Ease of Transaction	80% of users find QRIS convenient	Positive, but some users report application difficulties
Use of Technology	70% of new users are transitioning to digital payments	Supportive of technology use, especially among younger people
Digital Literacy	40% of the community lacks digital literacy	Criticism, with a need for more QRIS education
Transaction Security	Some complaints about security and privacy	Critical, with a call for improved payment system security
Infrastructure	90% of parking locations have reliable internet	Positive, but connectivity issues persist in some areas
Socialization and Education	Increased outreach efforts, but more needed	Demand for more workshops and tutorials

5. Conclusion

Based on the findings and analysis, it can be concluded that implementing the non-cash transaction policy through QRIS for parking fee payments in Surabaya has yet to achieve optimal effectiveness. Key factors influencing the success of this policy include clear policy standards and targets, as outlined in local regulations on parking management.

The characteristics of implementing organizations, including support from formal and informal entities such as the Surabaya City Parking Officer Communication Forum, have contributed positively to the policy. Effective communication among stakeholders—such as the regional bank, parking associations, and attendants—has also supported implementation. Additionally, policy implementers have demonstrated commitment and adherence to regulatory requirements.

However, challenges remain, particularly regarding human resources, as limited technological knowledge among parking attendants hampers effective implementation. The economic, social, and political environment further impacts policy execution at the community level. Supporting factors for this policy's implementation include clear regulatory guidance and strong communication among implementers. At the same time, the main obstacles are the limited digital skills of parking attendants and low community participation in adopting QRIS.

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7. Declaration of Conflicting Interests

The author has declared no potential conflicts of interest concerning this article's research, authorship, and/or publication.

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