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ARTICLE

MANAGEMENT OF PUBLIC TRANSPORTATION INFRASTRUCTURE ASSETS BY THE SURABAYA CITY TRANSPORTATION DEPARTMENT TO SUPPORT PUBLIC SERVICES

Amelia Nur Rahmadani* **& Singgih Manggalaou**
UPN "Veteran" Jawa Timur, Indonesia
*Email: shofiarosyida214@gmail.com**

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Abstract

Infrastructure and transportation asset management is a strategic aspect in supporting the quality of public services, especially in metropolitan cities with high mobility levels such as Surabaya. The increasing number of residents and motorized vehicles demands the availability and management of transportation assets that are effective, efficient, and sustainable. This study aims to analyze the management of infrastructure and transportation assets implemented by the Surabaya City Transportation Agency and its relationship to the quality of public transportation services. The research method used is qualitative with a descriptive approach. Data collection was conducted through interviews, observation, and documentation, using the asset management cycle analysis framework according to Mahmudi (2010) and referring to the regulation of the Minister of Home Affairs Regulation Number 7 of 2024 concerning Management of Regional Property. The results of the study indicate that infrastructure and transportation asset management at the Surabaya City Transportation Agency has generally been implemented according to the stages of planning, procurement, use, security, maintenance, and disposal of assets. However, several obstacles are still found, including inequality in the distribution of transportation assets, limited up-to-date asset data, and asset maintenance that is not fully preventive and risk-based. These conditions have implications for the suboptimal quality of public transportation services in several areas of Surabaya. Therefore, improving the accuracy of asset data, strengthening the maintenance system, and needs-based and priority-based planning are important steps to improve the effectiveness of asset management and the quality of public transportation services in a sustainable manner.

Keywords: Asset Management, City Of Surabaya, Department Of Transportation, Public Services, Transportation Infrastructure.

A. INTRODUCTION

Surabaya, as the second-largest metropolitan city in Indonesia, continues to face increasingly complex public service demands, particularly in the transportation and infrastructure management sectors. Population growth, projected from 3.089 million to 3.138 million in 2024–2025 (Macrotrends, n.d.), indicates a significant public need for effective mobility services. This is further exacerbated by the number of motorized vehicles, which will reach approximately 3.85 million by November 2025, with over 3 million of these being motorcycles (Katadata, 2025). This increase not only reflects high levels of community activity but also places significant pressure on the city's transportation infrastructure capacity. Without proper management of transportation infrastructure assets, this situation has the

potential to exacerbate congestion, increase infrastructure damage, and reduce the quality of public services (Siahay et al., 2023).

Surabaya actually has adequate road infrastructure, with a total length of 1,701.12 km in 2023, most of which is in good condition. However, the growth of private vehicles, which is much faster than the increase in public transportation capacity, has created an imbalance between demand and the carrying capacity of the transportation system. The Surabaya City Transportation Agency has provided a number of infrastructure facilities, such as terminals, public transportation routes, bus stops, and feeder services. However, the reality on the ground shows that public transportation is still not the public's primary choice. The convenience, speed, and flexibility of private vehicle use, coupled with limited public transportation services, contribute to high congestion and irregular traffic flow (Soetikno, 2024).

This phenomenon demonstrates that the quality of public services in the transportation sector is significantly influenced by the effectiveness of local government infrastructure asset management. Inefficiency in asset management can result in suboptimal services, increased maintenance costs due to unaddressed damage, and a decline in the overall performance of the transportation system (Sholeh, 2025). Therefore, transportation infrastructure asset management is a strategic aspect that determines the success of public services in a metropolitan city with high mobility levels like Surabaya.

In this regard, the role of the Surabaya City Transportation Agency (Dishub Surabaya) is very strategic because it is responsible for managing transportation assets, including terminals, traffic facilities, bus stops, signs, markings, and other mobility support facilities (Arifiyananta, 2015). The imbalance between vehicle growth and infrastructure capacity can have a significant impact on the quality of transportation services if not balanced with effective, structured, and needs-based asset management. Without adequate improvements, efforts to improve public transportation services will struggle to achieve the standards of comfort, safety, and accessibility expected by the public.

Many previous researchers have conducted research on local government asset management. (Maharanii et al., 2020) examined official vehicle asset management at the Lampung Provincial Secretariat Equipment Bureau using Mahmudi's asset management cycle theory. The results showed that asset management had been implemented in accordance with regulatory provisions, but still faced various obstacles such as limited human resources, lengthy bureaucracy, and weak coordination between related units. Research by (Rahmawati et al., 2020) reviewed the management of Regional Assets at the Magelang City Manpower Office, referring to Minister of Home Affairs Regulation Number 19 of 2016. The study found that asset management complied with applicable regulations, but the procurement and maintenance processes were not yet optimal. Furthermore, budgeting was still tentative, which affected the overall effectiveness of regional asset management. Furthermore, (Harun, 2021) examined motor vehicle asset management at the Gorontalo Regency Population and Family Planning Control Office using Mahmudi's asset management cycle theory. The results showed that several aspects of asset management were not yet optimal, particularly utilization, maintenance, and security. The study also noted weaknesses in administration, such as incomplete asset records, missing legal documents such as vehicle registration certificates (STNK), and inaccurate inventory administration. These three studies concluded that common problems in local government asset management relate to suboptimal asset utilization, inconsistent maintenance, and weak administration and coordination between agencies. However, previous research has been limited to official vehicle assets or assets within agencies not operating in the transportation sector.

Based on this background, this study aims to comprehensively analyze the infrastructure and transportation asset management mechanisms implemented by the Surabaya City Transportation Agency and assess the extent to which these management practices contribute to the effectiveness of public transportation services in the city. The analysis focuses not only on the physical condition of assets but also includes planning and decision-making processes, maintenance strategies, resource allocation, oversight, and integration between infrastructure and transportation services. Through this approach, this study is expected to provide a comprehensive picture of how asset management practices can strengthen or hinder the performance of public transportation services in Surabaya.

B. LITERATURE REVIEW

Management Concept

Management is essentially a translation of the concept of management or administration. (Husaini Usman, 2004) explains that management in Indonesian is interpreted as management or administration, which in principle contains the meaning of organizing and managing. In line with that, (Manullang, 2006) defines management as the art and science of planning, organizing, composing, directing, and supervising resources to achieve predetermined goals. (Nanang Fattah, 2004) adds that management functions include planning, organizing, leadership, and supervision, so that management can be understood as a process that coordinates all organizational efforts so that goals can be achieved effectively and efficiently. From these various views, it can be concluded that management is a structured process that involves planning, organizing, directing, controlling, and supervising the use of organizational resources, both human, financial, and infrastructure, to achieve organizational goals.

Asset Management Concept

Asset management in the context of local government is understood as the process of managing State/Regional Property that is carried out systematically and based on the provisions of laws and regulations. (Sugiama, 2013) explains that asset management is the science and art of managing regional assets through the stages of needs planning, procurement, inventory, legal audit, assessment, operation, maintenance, renewal, to the disposal or transfer of assets effectively and efficiently. (Siregar, 2004) adds that although this discipline has not yet fully developed in the government environment, asset management has a strategic role in optimizing costs, risks, and performance of physical assets. This is in line with (Hidayat 2012) who emphasized that asset management functions to maintain, organize, and utilize public capital to realize orderly administration and economic, efficient, and effective governance.

Asset Management Cycle

Minister of Home Affairs Regulation Number 7 of 2024 concerning Amendments to Minister of Home Affairs Regulation Number 19 of 2016 concerning Guidelines for Management of Regional Assets is the latest regulation that updates and refines provisions for regional asset management in Indonesia. This regulation was issued to align the guidelines for management of Regional Assets (BMD) with the evolving needs of regional governments, demands for public accountability, and the dynamics of national regulations. Through this amendment, regional governments gain strengthening in the aspects of transparency, accountability, effectiveness, and efficiency in BMD management. Minister of Home Affairs Regulation Number 7 of 2024 reaffirms the asset management cycle starting from needs planning, budgeting, procurement, use, utilization, maintenance, security, to supervision and control, so that regional asset management can run more orderly, professionally, and according to standard standards.

Needs Planning and Budgeting

The planning stage is the initial foundation in the asset management cycle, where each regional government agency (OPD) is required to conduct a rational analysis of its material needs, based on regional development priorities and performance achievements. These proposed needs then form the basis for the preparation of the OPD's Work Plan and Budget (RKA) and budget allocation within the Regional Budget (APBD).

Asset procurement

Asset procurement is carried out in accordance with the principles of efficiency, effectiveness, transparency, and accountability, and refers to government procurement regulations. Every asset acquired through the regional budget (APBD) must be accompanied by official documents such as a handover report, technical specifications, and records in the regional government procurement (BMD) administration system.

Use

Asset use includes the management and utilization of BMD by the Property User in accordance with the duties and functions of the OPD. The usage status is determined to support the implementation of the OPD's main duties, and under certain conditions, assets can be operated by other parties as long as they continue to support public services.

Utilization

Utilization is carried out on BMD that is not directly used by OPDs. This form of utilization, such as leasing or cooperation, aims to optimize the asset's function without changing ownership. Optimal utilization can contribute to increased regional income, job creation, and other economic benefits.

Security

Asset security is achieved through physical, administrative, and legal measures to ensure assets remain safe and in compliance with regulations. Meanwhile, maintenance is a series of activities to ensure assets remain in optimal condition and ready for use, including assets held by Users or Property Managers.

Evaluation

The activity of providing an opinion on the value of an appraisal object in the form of regional property at a specific point in time. The appraisal of regional property is conducted for the purposes of preparing the Regional Government's balance sheet, utilization, or transfer. The appraisal of regional property is conducted to obtain a fair value in accordance with statutory provisions.

Transfer

Transfer of ownership of regional assets. Transfer of regional assets is the transfer of ownership as a follow-up to deletion. Regional assets that are removed from the BMD list but still have value can be transferred. Regional assets that are no longer needed for government duties can be transferred to another party.

Destruction

Destruction is carried out on assets that are unusable, unusable, unfit for transfer, or meet other legal requirements. Destruction can only be carried out with the approval of the regional head and can be carried out through various methods, such as incineration, crushing, landfilling, or other means as required by regulations.

Deletion

The act of removing regional assets from the list of assets by issuing a decree from an authorized official to release responsibility for those assets. This decree releases the Asset Manager, Asset User, and/or Asset User Authorization from responsibility for the assets they previously managed. The removal of regional assets is a primary goal that regions must

achieve in their regional asset management policies. This helps keep everything organized and under control in terms of regional asset management.

Administration

The most important part of managing regional assets, where the head of the Regional Apparatus Organization (OPD) plays a crucial role in achieving good management goals, can also improve performance in providing opinions on financial reports, ensuring that the opinions formed truly align with expectations. The primary goal of managing regional assets is to ensure accurate data and understand the true value, legality, quantity, and condition of the assets under their responsibility.

Guidance, Supervision, and Control

This stage aims to ensure that the entire Regional Asset Management (BMD) process is orderly, accountable, and in accordance with regulations. (Siregar, 2004) emphasized that supervision is an aspect that is often a weak point in the utilization and transfer of regional assets, thus requiring special attention.

Meanwhile, according to (Mahmudi, 2010), the regional asset management cycle generally includes the following stages:

Planning

Procurement of fixed assets must be budgeted in the capital expenditure plan documented in the Regional Asset Plan (RKBMD).

Procurement

Procurement of regional assets must be carried out adhering to the principles of economy, efficiency, and effectiveness (Value for Money), and must be carried out transparently, openly, competitively, fairly, without discrimination, and in an accountable manner.

Utilization

When assets are used, local governments are required to record the intended use, the user's work unit, the asset's location, and other supporting information. Any changes or transfers of assets must also be properly documented. Furthermore, maintenance costs and asset depreciation must be regularly recorded. To maximize the use of unused or excess assets, local governments can implement several utilization schemes, such as leases of up to five years, leases of up to two years, utilization cooperation with terms of up to thirty years, and build-operate-transfer or build-transfer-operate schemes with similar durations. These utilization schemes not only aim to increase regional revenue but also help reduce the burden of asset maintenance costs.

Maintenance Security

Security and maintenance of regional assets are carried out through three main aspects: administrative, legal, and physical. Administrative security is achieved by ensuring that all asset documents are complete, such as inventory cards, inventory lists, asset accounting records, transaction reports, and annual reports. Legal security is implemented by ensuring that each asset has valid proof of ownership, including land certificates, vehicle ownership certificates (BPKB/STNK), purchase receipts, BAST (Based on Asset Registration Certificates), or donation documents. Clear legality aims to avoid potential disputes and strengthen asset ownership. Meanwhile, physical security is achieved through direct protection, such as storage in a warehouse, installation of fences and additional locks, use of alarms or CCTV, and security guards. These three forms of security aim to maintain the asset's integrity, safety, and optimal utilization.

Deletion

Asset disposal is carried out when the asset is severely damaged, has no economic value, is lost, or is otherwise required to be disposed of according to regulations. Disposal can be

achieved through two mechanisms: destruction and transfer. Destruction is carried out when the asset cannot be reused, for example by burning, burying, sinking, or other methods as required by regulations. Transfer is carried out by transferring the asset to another party through sale, exchange, donation, or government equity participation if the asset still has value. Each disposal must follow official procedures established by the regional head, and a Disposal Report must be prepared as the basis for recording in regional administration and financial reporting.

Minister of Home Affairs Regulation Number 7 of 2024 concerning Amendments to Minister of Home Affairs Regulation Number 19 of 2016 is the latest legal basis used by regional governments in implementing Regional Asset Management (BMD). This regulation updates and refines previous provisions by providing clearer, more accountable, and more adaptive technical guidelines to meet current asset management needs. This Ministerial Regulation affirms normative standards that must be adhered to by all regional governments, from needs planning, budgeting, procurement, use, utilization, maintenance, security, administration, to guidance and supervision. With this update, regional asset management is expected to be more orderly, professional, and in accordance with the principles of good governance.

Meanwhile, (Mahmudi, 2010) offers a conceptual framework for the asset management cycle that is simpler and more operational. This model is widely used in public administration studies because it provides a more practical orientation in assessing the effectiveness of asset management in the field. Thus, the two references complement each other: Ministerial Regulation No. 7 of 2024 provides a formal and procedural regulatory basis, while Mahmudi's model provides a managerial and analytical theoretical perspective. Using both in research allows for a more comprehensive analysis of asset management, both from the perspective of regulatory compliance and the effectiveness of its implementation in relevant agencies.

Regional Asset Concept

Based on Government Regulation Number 27 of 2014 concerning the Management of State/Regional Property and Minister of Home Affairs Regulation Number 7 of 2024 concerning Amendments to Minister of Home Affairs Regulation Number 19 of 2016, regional assets or Regional Property (BMD) are defined as all goods acquired through financing from the Regional Revenue and Expenditure Budget (APBD) or from other legitimate sources. This definition includes goods purchased, procured, received as grants, obtained through cooperation, or other forms of acquisition in accordance with statutory provisions. Meanwhile, Yusuf in Limbong (2016:4) states that regional assets are all forms of wealth, both movable and immovable, owned or controlled by the government. This ownership or control can be exercised directly by central government institutions through ministries or agencies, or by local governments through agencies, bodies, or offices.

In the context of Surabaya, the second-largest metropolitan city in Indonesia with a very high level of community mobility, the management of infrastructure and transportation assets plays a strategic role in supporting the provision of public services. The Surabaya City Transportation Agency, as the regional agency responsible for transportation, plays a crucial role in ensuring that various assets, such as bus stops, traffic signs, traffic lights, terminals, and the public transportation fleet, are managed according to effective and accountable asset management principles. The implementation of this asset management is the foundation for maintaining optimal asset function to support the quality of transportation services in the city.

C. RESEARCH METHODOLOGY

This research uses a qualitative method with a descriptive approach. The focus of this study is on the infrastructure and transportation asset management practices carried out by the Surabaya City Transportation Agency. According to Mahmudi (2010), public asset management encompasses a series of interrelated stages, from needs planning, procurement, use and utilization, maintenance, security, and asset disposal. This framework is used as a basis for assessing the extent to which infrastructure and transportation asset management has been carried out systematically, efficiently, and in accordance with good governance principles. To obtain accurate data, this study employed three data collection techniques: interviews, observation, and documentation.

The research data sources consisted of primary and secondary data. Primary data were obtained from unstructured interviews and direct observation of transportation asset management. Secondary data were obtained from official documents of the Surabaya City Transportation Agency, inventory reports, laws and regulations, literature, and scientific journals relevant to asset management and transportation infrastructure management.

Data analysis was conducted using an interactive analysis model consisting of four stages. First, data collection, which is the process of gathering all information from interviews, observations, and documentation. Second, data reduction, which is the process of selecting, simplifying, and focusing data to meet research needs. Third, data display, which is the arrangement of data in narrative form to facilitate researchers in understanding patterns and relationships between findings. Fourth, conclusion drawing/verifying, which is the process of formulating findings based on all the analyzed data.

D. RESULTS AND DISCUSSION

Mahmudi (2010) explains that public asset management proceeds through a series of interrelated stages: needs planning, procurement, use and utilization, maintenance and security, and disposal. This cycle requires local governments to ensure that each asset is used effectively, properly recorded, and maintained to provide optimal benefits for public services. If this framework is applied to the management of infrastructure and transportation assets by the Surabaya City Transportation Agency, it can be seen how current asset management practices directly reflect the effectiveness of local government asset governance.

Asset Needs Planning

In the asset needs planning stage, the Surabaya City Transportation Agency prepares a procurement and development plan for transportation infrastructure assets through the Regional Asset Needs Plan (RKBMD) mechanism, as stipulated in Minister of Home Affairs Regulation Number 7 of 2024. This planning process begins with collecting needs data from each sector within the Transportation Agency, including those related to traffic infrastructure, transportation facilities, and operational support equipment. Each sector prepares a needs proposal based on the Transportation Agency's Work Plan (Renja), the goods standards, the needs standards, and the price standards applicable to the Surabaya City Government.

These needs proposals are then compiled into a single RKBMD document, which outlines the proposed asset type, technical specifications, number of units, and the rationale for the proposal. For certain assets, such as bus stops, traffic equipment, or public transportation support facilities, the proposal includes considerations regarding placement location, service urgency, and projected public mobility load. All proposals are then reviewed jointly by the Transportation Agency and the asset management agency, in this case the Regional Finance and Asset Management Agency (BPKAD), to ensure that the proposed asset needs align with city development priorities and regional financial capacity. Following the review and verification process, the RKBMD prepared by the Transportation Agency is

discussed in a budgeting forum with the local government budget team and the Surabaya City Council (DPRD). This process aims to align asset needs with the available budget allocations in the Regional Budget (APBD). Asset proposals approved during the budget discussions are then included in the Budget Implementation Document (DPA) as the basis for procurement implementation in the following fiscal year.

Table 1. Detailed Table of Transportation Infrastructure Planning of the Surabaya City Transportation Agency in 2025

Package Name	Source of funds	Initial Plan Date	Final Plan Date	RUP Ceiling Value
Planning Physical Infrastructure Development Transportation/Roads Package 1	APBD	2/1/2025	31/1/2025	95.303.040
Physical Development Planning Transportation/Road Infrastructure Package 2	APBD	2/1/2025	31/1/2025	95.303.040
Physical Development Planning Transportation/Road Infrastructure Package 3	APBD	2/1/2025	31/1/2025	95.303.040

Source: Transportation Agency Asset Management Document, 2025

Asset Procurement

In the procurement stage for infrastructure and transportation assets, the Surabaya City Transportation Agency (Dishub) carries out the procurement process after all proposed requirements have passed the review and are stipulated in the Budget Implementation Document (DPA). The procurement process is carried out by a committee or Commitment Making Officer (PPK) within the Transportation Agency, but still coordinates with the Regional Finance and Asset Management Agency (BPKAD), which manages the assets. Under certain circumstances, procurement can also be carried out directly by the Technical Implementation Unit (UPT) or related divisions within the Transportation Agency, but the entire process must still be reported to the local government as a form of accountability in accordance with the provisions for managing Regional Assets.

Asset procurement is carried out in accordance with the policies of the Government Goods/Services Procurement Policy Agency (LKPP). Like other regional agencies, the Surabaya Transportation Agency utilizes the e-catalog application and the General Procurement Plan Information System (SiRUP) to ensure the procurement process is transparent and in accordance with pricing regulations. Through the e-catalog, procurement officials can check item prices, technical specifications, and vendor availability, ensuring that asset procurement aligns with the approved budget in the Regional Budget (APBD).

Next, the Transportation Agency is required to announce the General Procurement Plan (RUP) through the SiRUP application. The RUP announcement aims to provide clear information to vendors, including companies providing traffic equipment, transportation technology, infrastructure materials, and required operational vehicles. After the RUP is announced, the procurement process continues with the tender stage, or supplier selection, in

accordance with government procurement mechanisms. At this stage, the Transportation Agency will select the most suitable provider in terms of price, technical specifications, and ability to meet transportation service needs.

The next stage is the handover of goods from the supplier to the Transportation Agency. This stage involves a physical inspection, technical specification review, and document verification to ensure that the assets received comply with the procurement contract. If all requirements have been met, a Handover Report (BAST) is issued as the official document for asset transfer. Once the BAST is issued, the assets can be recorded in the inventory list and allocated to the relevant division or work unit.

Table 2. Detailed Table of Procurement of Infrastructure and Transportation Assets for the Surabaya City Transportation Agency in 2025

Package Name	Source of funds	Initial Plan Date	Final Plan Date	RUP Ceiling Value
Procurement of Traffic Sign Leaves (75 cm) - ACP (I)	APBD	1/6/2025	15/6/2025	793.586.640
Procurement of Traffic Sign Leaves Cross (75 cm) - ACP (II)	APBD	1/8/2025	31/8/2025	577.153.920
Procurement of CCTV at Traffic Light intersections	APBD	10/7/2025	31/7/2025	148.512.000
LED Traffic Light Procurement, 3 Aspects,Dia. 30 cm	APBD	6/8/2025	31/8/2025	268.800.000
Procurement and Installation of Solar Cell Warning Lights	APBD	10/3/2025	10/4/2025	294.439.157

Procurement of Traffic Sign Pipes	APBD	15/2/2025	2/3/2025	289.865.296
Procurement of Corner Mirrors	APBD	10/1/2025	31/1/2025	89.588.800
Procurement of Traffic Sign Support	APBD	20/1/2025	10/2/2025	100.900.128
Procurement of Supporting Materials for Street Lighting Infrastructure	APBD	21/3/2025	31/3/2025	142.181.200
Procurement of High Intensity Traffic Sign Stickers	APBD	1/10/2025	31/102025	86.226.217
Procurement of Road Equipment	APBD	1/1/2025	31/1/2025	5.322.713.393
Procurement of Supporting Lighting Equipment Road	APBD	1/9/2025	30/9/2025	537.600.000
Vehicle Equipment Procurement	APBD	1/9/2025	30/9/2025	251.563.200
Terminal Elevator Maintenance	APBD	13/1/2025	15/1/2025	183.680.000
CCTV Maintenance Terminal	APBD	13/1/ 2025	15/1/ 2025	101.606.400
Terminal Generator Maintenance	APBD	13/1/2025	15/1/ 2025	104.210.736
Terminal Ticket Printing Procurement	APBD	10/2/2025	12/2/2025	134.400.000
Infrastructure Procurement	APBD	12/2/2025	19/2/2025	98.262.142

Electric Parking Facilities	

Sumber : Dokumen Pengelolaan Aset Dishub, 2025

Use and Utilization of Assets

In infrastructure and transportation asset management, the asset utilization and utilization section within the Surabaya City Transportation Agency essentially follows the provisions for managing Regional Property as stipulated in Home Affairs Ministerial Regulation Number 7 of 2024. At this stage, the Surabaya Transportation Agency acts as the Asset User, carrying out operational and administrative functions for asset use, while city-level administrative administration remains under the coordination of the Regional Finance and Asset Management Agency (BPKAD). Therefore, responsibility for asset use rests entirely with the work unit or division within the Transportation Agency that receives the asset use status determination.

In practice, the BPKAD acts as the asset manager, assigning the asset use status to the Surabaya Transportation Agency through the asset user determination administrative process. After the asset is received through the Handover Report (BAST), the Transportation Agency is required to submit the goods receipt document as the basis for determining the use status by the local government. Furthermore, each division or Technical Implementation Unit (UPT) within the Transportation Agency is responsible for the operation of the asset according to its function, such as the use of bus stops, signs, traffic lights, operational vehicles, and traffic safety equipment.

The Transportation Agency's role in the utilization phase extends beyond asset operation to periodically record and report on asset condition to reconcile utilization data. This reconciliation includes the number of assets, their location, current condition, and any changes resulting from field use. This report is submitted to the Regional Financial and Asset Management Agency (BPKAD) for evaluation and oversight of Regional Asset administration. In this process, the Transportation Agency is also assisted by the Surabaya City Inspectorate as an internal supervisory agency to ensure that asset use complies with regulations and does not result in irregularities.

Meanwhile, during the asset utilization phase, the Surabaya City Transportation Agency does not implement any form of asset utilization as stipulated in regulations (e.g., utilization cooperation, leasing, borrowing, or other forms of utilization). Based on interviews and document reviews, infrastructure and transportation assets within the Transportation Agency are fully utilized to support the duties and functions of transportation management. Therefore, there is no asset utilization for commercialization, economic optimization, or collaboration with third parties. Therefore, there are no specific reports regarding asset utilization activities, as all assets are used directly in the operation of public transportation services.

Table 3. Public Transportation Infrastructure Asset Data Table at the Surabaya City Transportation Agency

Name of goods	Amount	Condition
Bus Stops	75 Unit	Good
Land Traffic Signs	500 Unit	Good
Beacon Signs	500 Unit	Good
Air Traffic Signs	44 Unit	Good
Suroboyo Bus Public Transportation	28 Unit	Good
Wira-Wiri Feeders	18 Unit	Good

School Buses	11 Unit	Good

Source: Transportation Agency Asset Management Document, 2025

Tabel 4. Data Transportasi di Dinas Perhubungan Kota Surabaya

Vehicle Name	Brand Type	Procurement Year	Amount	Condition
Suroboyo Bus Double Deck	MERCEDES BENZ OC-500 RF 2542 DD	2018	2 Unit	Good
Suroboyo Bus Low Deck	MERCEDES BENZ	2017	18 Unit	Good
Suroboyo Bus Low Deck	SCANIA / K250UB-4X2	2020	8 Unit	Good
Feeder Wira-Wiri	TOYOTA HIACE / HI ACE COMMUTER M/T	2022	18 Unit	Good
Bus Sekolah	ISUZU / NQR71 EC E2-1 (XXI) (6.1)	2018	2 Unit	Good
Angkutan Pengumpan	DAIHATSU/GRAN MAX	2022	38 Unit	Good
Micro Bus Sekolah	MITSUBISHI / COLT DIESEL FE71 LONG BC (4 X 2) M/T	2020	1 Unit	Good
Micro Bus (Penumpang 15 s.d 30 Orang)	HINO DUTRO 130MDBL PS	2012	1 Unit	Good
Kijang Minibus	TOYOTA KRISTA RZ 81	2003	1 Unit	Seriously Damaged

Source: Transportation Agency Asset Management Document, 2025

Table 5. Data Table of Land Assets Supporting Transportation Infrastructure at the Surabaya City Transportation Agency

Nama Tanah	Lokasi	Kondisi
Land for the Surabaya City Transportation Agency	JL. Dukuh Menanggal No.1 Surabaya	Good
Land for the Kasuari Terminal Building	Jl. Kasuari No. 1 Surabaya	Not Good
Land for the Balongsari Terminal Building	Jl. Balongsari Tama Surabaya	Good
Land for the Menanggal Terminal Building	Jl. Cipta Menanggal No. 1 Surabaya	Good
Land for the Municipal Road	Parkir TJU Prof Dr. Moestofo	Good
Land for the Lidah Kulon Terminal	Jl. Wisma Lidah Kulon Surabaya	Good
Lidah Kulon	Jl. Raya Petekan Surabaya	Good

Land for the West Kalimas Terminal Building	Jl. Tambak Osowilangun No. 1 Surabaya	Good
Land for the Tambak Osowilangun Terminal Building	Jl. Joyoboyo No. 1 Surabaya	Good
Land for the Joyoboyo Terminal Building	Jl. Tambak Wedi No.2 Surabaya	Good
Land for the Kedung Cowek Terminal Building	Jl. Adityawarman No. 110 Surabaya	Good

Source: Transportation Agency Asset Management Document, 2025

Table 6. Data Table of Vehicle Assets for Supporting Duties of the Surabaya City Transportation Agency

Official Vehicles	Type	Year of Acquisition	Amount	Condition	
				B	KB
Truk Hino	Hino	2017	3 Unit	3	0
Truk Modif (NKR 71CC Bak Besi)	Isuzu	2015	1 Unit	1	0
Truk Skywolker	Hino	2018	7 Unit	5	2
Truk Engkel	Isuzu	2011	1 Unit	1	0
Minibus/ Station Wagon	Toyota	2016	12 Unit	12	0
Sepeda Motor Dinas	Isuzu	2014	1 Unit	1	0
Sepeda Motor Dinas	Kawasaki	2019	25 Unit	24	1
Sepeda Motor Dinas	Honda	2024	17 Unit	17	0
Sepeda Motor Dinas	Yamaha	2017	7 Unit	7	0
Dobel KBN Pick Up	Toyota	2011	5 Unit	5	0
Pick Up Box	Daihatsu	2022	3 Unit	3	0
Pick Up Box	TOYOTA HILUX2.0L MT		1 Unit	1	0
Pick Up Box	Isuzu	2019	5 Unit	5	0
Mobil Uji Keliling	Isuzu	2010	1 Unit	1	0
Truk Derek	Isuzu	2011	6 Unit	5	1
Dobel KBN Derek	Isuzu	2019	3 Unit	3	0

Source: Transportation Agency Asset Management Document, 2025

Asset Security and Maintenance

Security measures implemented by the Surabaya City Transportation Agency are implemented in accordance with the provisions for managing Regional Property as stipulated in Minister of Home Affairs Regulation Number 7 of 2024. As the User of Assets, the Transportation Agency is obligated to ensure that all assets received through the Handover Report (BAST) are physically, administratively, and legally protected. The issuance of a BAST from the provider or from the Regional Development Planning Agency (BPKAD) is the initial step in physical security, as it serves as formal proof that the asset has been received and is under the user's control. Furthermore, the Transportation Agency maintains physical security through direct supervision of assets in the field.

Administrative security is achieved by collecting and recording all asset documentation, including data on the asset's location, year of acquisition, condition, and value, as recorded in the SIMBADA (Asset Management Information System). This recording process is crucial given that the Transportation Agency's assets are spread throughout Surabaya City. Legal security is achieved through the processing of legal documentation for asset ownership and the handling of damage or loss cases, such as processing compensation claims in the event of lost traffic control devices or damage to facilities due to vandalism.

Asset maintenance is carried out to ensure optimal asset function in supporting public services. Within the maintenance mechanism, the Transportation Agency evaluates maintenance implementation in each area through periodic maintenance reports. These evaluations are conducted to ensure that transportation infrastructure and facilities are maintained according to standards and remain fit for use. These reports can assess whether assets have been properly maintained or whether further repairs are needed.

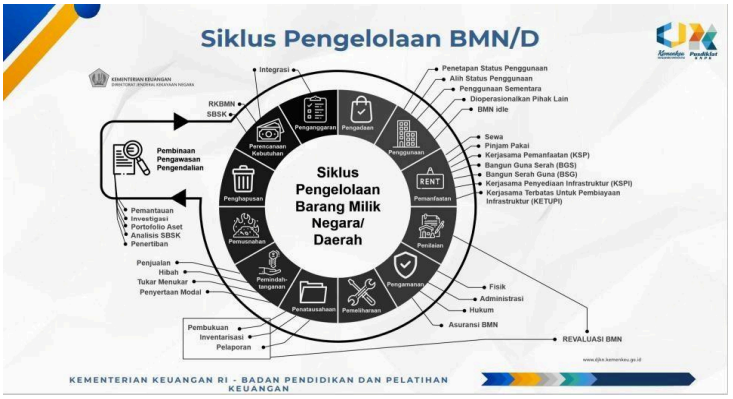

Figure 1. State-Owned Enterprises (BMN/D) Management Cycle
Source: www.djkn.kemenkeu.go.id 2025

Asset Disposal

The disposal process begins with a division or work unit within the Transportation Agency (Dishub) submitting an asset disposal proposal to the Mayor of Surabaya through the Asset Manager, in this case the Regional Finance and Asset Management Agency (BPKAD). A disposal proposal is submitted if the asset has experienced a decline in function, is no longer efficient for reuse, or is deemed to have higher maintenance costs than its useful life.

Once the proposal is received, the BPKAD, in conjunction with the Transportation Agency, inspects and verifies the condition of the asset, including traffic infrastructure, transportation service facilities, supporting equipment, and operational vehicles. This inspection aims to ensure that the asset meets the criteria for disposal, such as exceeding its optimal technical age, severe damage, or being unfit for use in supporting public transportation services.

Assets proposed for disposal are then processed through an open auction or other transfer method regulated by the government. The auction process is facilitated by the Asset Manager in collaboration with the State Assets and Auction Service Office (KPKNL), the authorized institution for the auction of State/Regional Assets. In this process, assets that have been determined to be unusable or uneconomical to maintain will be auctioned openly to the public in accordance with statutory regulations. After the auction process is complete, the Regional Development Planning Agency (BPKAD) and the Surabaya Transportation Agency (Dishub) will prepare a List of Regional Assets Deleted as an official report that the assets have been removed from the regional inventory. This document serves as the basis for further

bookkeeping and recording and ensures that the deletable assets are no longer the responsibility of the Surabaya Transportation Agency.

Table 7. Table of Asset Write-Offs of the Surabaya City Transportation Agency

Year	Deleted Assets	Amount	Acquisition Value
2021	Test Plate	8.775 pasang	Rp. 61.293.375
	Test Booklet	30.830 buku	Rp.279.782.238,52,
2022	Purabaya Terminal Ticket Printing	82.249 buku	-
2024	Ketintang Bus Stop on Jl. Raya Ketintang Surabaya (in front of Telkom Ketintang), Ketintang Subdistrict, Gayungan District, Surabaya City	1	Rp. 51.332.904.00
	Bus Stop on Jl. Prapen, Ketintang Subdistrict, Tenggilis District	1	Rp. 9.100.000.00
2025	Mejoyo, Surabaya City	1	Rp. 88.434.322.00

Source: Transportation Agency Asset Management Document, 2025

The Relationship between Asset Management and the Quality of Public Transportation Services

Infrastructure and transportation asset management plays a strategic role in ensuring the delivery of effective, safe, and sustainable public services. In the context of the Surabaya City Transportation Agency, the quality of public transportation services is significantly influenced by how assets, both infrastructure and facilities, are managed at each stage of the asset management cycle. This aligns with the view (Mahmudi, 2010) that asset management is not solely oriented toward the administration of goods, but also toward optimizing asset functions in supporting public services.

First, the quality of asset planning determines the extent to which transportation services are able to meet public needs. Inaccurate planning, for example, due to reliance on historical data rather than spatial analysis, results in unequal distribution of facilities. This directly impacts the gap in service quality between the city center and outlying areas. Areas lacking signs, bus stops, or public transportation will experience lower safety levels, limited transportation access, and longer travel times. Thus, the quality of asset planning is closely linked to service equity and public transportation accessibility.

Second, the effectiveness of asset procurement influences the Transportation Agency's ability to provide adequate and modern facilities. Procurement that is slow, unintegrated, or not based on actual needs will result in assets that are less than optimal in supporting services. On the other hand, timely and standardized procurement will improve the reliability of public transportation services.

Third, asset use and utilization determine the extent to which they can provide tangible benefits to the public. Assets placed in less strategic locations, underutilized, or not operated according to operational standards will reduce the value of the services received by the public.

Fourth, asset security and maintenance are directly related to the safety and reliability of services. Assets that are not routinely maintained will deteriorate more quickly, reducing

service quality and even posing a safety risk to users. Minor damage to signs or markings that is not promptly repaired can cause confusion for drivers, while damage to bus stops can reduce passenger comfort. Suboptimal maintenance can also increase long-term costs as damage becomes more severe and requires major repairs or complete replacement.

Fifth, timely asset disposal impacts management efficiency and service quality. Assets that are no longer fit for use but are retained will reduce service quality, complicate the planning process, and burden the maintenance budget. Unsystematic disposal can result in damaged assets remaining in the field and reducing public transportation service standards.

Overall, infrastructure and transportation asset management has a strong and direct link to the quality of public transportation services in the city of Surabaya. Public services cannot be optimal without the support of assets that are well-planned, procured as needed, used effectively, closely monitored and maintained, and disposed of in a timely manner. Thus, improving the quality of asset management is an important prerequisite for realizing safe, comfortable, equitable, and sustainable urban transportation services.

Challenges of Infrastructure and Transportation Asset Management

The management of infrastructure and transportation assets by the Surabaya City Transportation Agency faces a number of challenges that impact the effectiveness of public services. These challenges arise from various aspects, from planning and procurement to use, to maintenance and disposal. Overall, these challenges demonstrate that asset management is not only related to the availability of regional assets but also to how these assets support the quality of urban transportation services.

Imbalance in asset distribution

Transportation assets remain concentrated in the city center, while suburban areas, such as sub-districts outside the Ring Road, tend to have fewer facilities. This imbalance stems from planning that relies on historical demand patterns, rather than analyses based on projected mobility and regional growth. Consequently, transportation service standards are uneven, and residents in the suburbs rely more heavily on private vehicles.

Lack of accurate and up-to-date asset data

Data on the number, condition, and location of assets is often not comprehensively documented, making it difficult for the Transportation Agency (Dishub) to prioritize maintenance, replacement, and procurement. This inaccuracy in data creates the risk of unrecorded assets, misplaced assets, and potential errors in decision-making. Yet, in modern asset management, data is the primary foundation for creating evidence-based services.

Deteriorating physical condition of assets

Minor damage to bus stops, signs, and public transportation vehicles indicates that the Transportation Agency still faces challenges in preventive maintenance. Maintenance activities that do not fully adhere to a risk-based maintenance approach cause some assets to deteriorate prematurely beyond their ideal lifespan, reducing service quality and increasing long-term costs.

Pressure on urban mobility continues to increase

Growth in vehicle numbers, increased economic activity, and the addition of new residential areas are placing an increasing workload on transportation assets. Assets designed for a specific capacity now have to cope with greater traffic volumes, requiring capacity building and innovation in the provision of new infrastructure.

Budget Availability

Modernizing transportation assets requires significant investment, while the regional budget (APBD) allocation must be shared with other priority sectors such as health, education, and basic infrastructure. This situation requires the Transportation Agency to

implement truly priority-based planning, so that the assets acquired or maintained truly meet public service needs.

Efforts to Improve Asset Management by the Surabaya City Transportation Agency

In facing the various challenges of infrastructure and transportation asset management, the Surabaya City Transportation Agency needs to undertake a number of strategic efforts to improve asset management effectiveness while strengthening the quality of public transportation services. These efforts should not only focus on fulfilling administrative obligations as a User of Goods but also on optimizing asset functions to support public mobility and safety. Some potential improvement efforts include the following.

- Strengthening the asset inventory and administration system. The Transportation Agency needs to improve the accuracy of asset data through regular updates to the SIMBADA system, re-registration of physical assets in the field, and internal audits of transportation infrastructure assets. These efforts are crucial to reduce the risk of unrecorded assets, duplicate data, or assets with unknown locations. An accurate inventory system will strengthen the planning, budgeting, and evaluation processes for asset use.
- Strengthening maintenance mechanisms: The Transportation Agency needs to implement a risk-based maintenance system by identifying assets that are most vulnerable to damage or have the greatest impact on safety. Regular inspection schedules, prompt repairs for minor damage, and the use of monitoring technology can help keep assets in optimal condition. Preventive maintenance will reduce the potential for major damage and improve the reliability of public transportation services.
- Increasing the capacity of human resources for asset management. Strengthening employee competency through training in asset management, transportation technology, data analysis, and regional asset regulations needs to be carried out continuously. Competent human resources will be able to carry out all stages of the asset management cycle more effectively and responsively.
- Provision of a sustainable and priority-based budget. Given the wide variety of transportation assets, a budgeting strategy is needed that focuses on key priorities such as traffic safety, smooth vehicle flow, and increased public mobility. Appropriate budget allocation can help the Transportation Agency implement gradual modernization while ensuring the ongoing maintenance of existing assets.

Overall, these efforts demonstrate that improving infrastructure and transportation asset management must be comprehensive, measurable, and focused on the quality of public services. This way, the Surabaya City Transportation Agency can achieve more effective asset management and ultimately support safe, comfortable, and sustainable public transportation services for the entire community.

E. CONCLUSION

Based on research and discussions on the management of infrastructure and transportation assets by the Surabaya City Transportation Agency to support public services, it can be concluded that asset management has generally been implemented following the asset management cycle as stipulated in Home Affairs Ministerial Regulation No. 7 of 2024 and the public asset management framework according to Mahmudi (2010). The stages of asset needs planning, procurement, use, security, maintenance, and disposal have been implemented through formal and procedural mechanisms involving coordination between the Surabaya City Transportation Agency (Dishub) as the user of the assets and the Regional Financial and Asset Management Agency (BPKAD) as the manager of the assets.

In the planning and procurement stages, the Surabaya City Transportation Agency has compiled asset requirements through the Regional Budget (RKBMD) and implemented procurement in accordance with government procurement regulations, including the use of the e-catalog system and SiRUP. This demonstrates efforts to maintain the principles of transparency, accountability, and efficiency. However, asset needs planning still faces challenges in the form of unequal distribution of transportation assets between the city center and suburban areas, which impacts the uneven quality of public transportation services.

In terms of use, security, and maintenance, transportation infrastructure assets have generally been utilized to support public service delivery, with physical, administrative, and legal safeguards in place that adhere to the provisions for managing Regional Property. However, challenges remain, including the deterioration of the physical condition of some assets due to maintenance that is not yet fully preventive and risk-based. This has implications for reduced comfort and potential safety risks for transportation service users.

Meanwhile, the asset disposal process has been carried out administratively and legally through verification, auction, and disposal recording mechanisms, thus supporting orderly administration and efficient regional asset management. Overall, the research results indicate that the quality of public transportation services in Surabaya City is closely linked to the effectiveness of infrastructure and transportation asset management. Suboptimal asset management, particularly in the aspects of data-driven planning and ongoing maintenance, has the potential to hinder improvements in the quality of public transportation services.

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