

## CHALLENGES AND OPPORTUNITIES FOR THE SURABAYA CITY GOVERNMENT IN INFRASTRUCTURE AND SOCIAL DEVELOPMENT IN THE REGIONAL AUTONOMY ERA

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### Abstract

This study examines the challenges and opportunities faced by the Surabaya City Government in realizing infrastructure and social development in the era of regional autonomy. Using qualitative research methods, this study analyzes the city government's strategies in overcoming budget constraints, managing urbanization, and optimizing the use of technology in governance. The results of the study show that the Surabaya City Government has implemented various innovative strategies such as public-private partnerships, optimizing local revenues, and implementing e-Government to overcome development challenges. Despite facing problems such as rapid urbanization and budget constraints, Surabaya has succeeded in utilizing opportunities through smart city development, increasing community participation, and implementing technology in public services. This study concludes that Surabaya's success in sustainable development depends on the city government's ability to continue to innovate and adapt to change, as well as increasing collaboration with various stakeholders.

**Keywords:** Regional Autonomy, Infrastructure Development, Urbanization, Smart City.

### A. INTRODUCTION

Surabaya City, as the capital of East Java Province, has experienced rapid development over the past few decades. However, behind this progress, the city government still faces various challenges in achieving sustainable infrastructure and social development. The era of regional autonomy, initiated in the wake of the 1998 reform, has granted greater authority to local governments to manage and develop their regions. This has created opportunities for Surabaya to design and implement development programs tailored to its specific needs and potential. On the other hand, regional autonomy also presents its own challenges, particularly in terms of coordination with the central government and the management of limited resources (Usriyah et al., 2022).

One of the main challenges faced by the Surabaya City Government is budget constraints in financing large-scale infrastructure development projects. Although Surabaya's locally-generated revenue (PAD) is relatively high compared to other cities in Indonesia, the funding needed for infrastructure development, such as roads, bridges, mass transit systems, and other public facilities, far exceeds the local financial capacity. This compels the city government to seek alternative funding sources, such as partnerships with the private sector

through Public-Private Partnership (PPP) schemes or optimizing the use of funds from the central government. Additionally, the city faces challenges arising from rapid urbanization, which increases the demand for housing, employment, and public services. The Surabaya City Government is required to manage population growth wisely to prevent future social and environmental issues.

On the other hand, the era of regional autonomy has also opened opportunities for the Surabaya City Government to innovate in governance and development. Surabaya is recognized as one of the leading cities in implementing the smart city concept in Indonesia, with various initiatives such as e-government, intelligent transportation systems, and technology-based environmental management. These opportunities can be leveraged to enhance the efficiency of public services, encourage community participation in development, and create creative solutions to address urban problems. Moreover, Surabaya's strategic position as an economic hub in eastern Indonesia provides opportunities to attract investments and develop key economic sectors that can support infrastructure and social development (Rismaharani, I., 2023).

Based on this background, several research problems can be formulated:

1. What strategies does the Surabaya City Government employ to address budget constraints for infrastructure development in the era of regional autonomy?
2. What are the challenges and opportunities faced by the Surabaya City Government in managing urbanization and population growth to achieve sustainable social development?
3. How can the Surabaya City Government optimize the use of technology and innovation in governance to support infrastructure and social development?

The objectives of this study are to comprehensively analyze the challenges and opportunities faced by the Surabaya City Government in achieving infrastructure and social development in the era of regional autonomy. This research aims to identify effective strategies to address budget constraints, manage urbanization, and optimize the use of technology in development. Additionally, the study seeks to provide policy recommendations that the Surabaya City Government can implement to tackle challenges and capitalize on opportunities for sustainable development.

The benefits of this research are expected to provide significant contributions to various parties. For the Surabaya City Government, the findings can serve as a reference in formulating more effective and efficient development policies and strategies. For academics and researchers, the study enriches the literature on urban development and regional autonomy in Indonesia and opens opportunities for further research. For the people of Surabaya, this research is expected to enhance understanding of the complexities of urban development and encourage active participation in the development process. More broadly, the findings can serve as a reference for other cities in Indonesia facing similar challenges in achieving infrastructure and social development in the era of regional autonomy.

## **B. LITERATURE REVIEW**

### **Infrastructure Development**

According to Asariansyah, M. F. (2013), infrastructure development refers to the process of creating and improving physical facilities needed to support the economic and social activities of a community. Infrastructure encompasses a wide range of facilities, including highways, schools, hospitals, and water treatment or waste management systems. The goal of infrastructure development is to enhance connectivity, facilitate the mobility of economic activities, and support economic growth in a country. Infrastructure development can be measured through several indicators, including:

1. Physical indicators, such as roads and transportation, electricity facilities, clean water, and telecommunications.
2. Social indicators, including improved community welfare, reduced inequality, and population mobility.
3. Economic indicators, such as transportation efficiency and job creation.
4. Environmental indicators, including the use of renewable energy and environmental impacts.
5. Service quality indicators, including reliability and community satisfaction.

### **Regional Autonomy**

According to Fauzi, A. (2019), regional autonomy is the right, authority, and obligation granted to autonomous regions to manage and regulate their own governmental affairs and the interests of the local community. This definition is stipulated in Law Number 23 of 2014 concerning Regional Governance, which states that regional autonomy enables regions to operate independently within the framework of the Unitary State of the Republic of Indonesia. Regional autonomy includes several key indicators, as follows:

1. Finance
2. Institutions
3. Public Services
4. Social and Community Participation
5. Economy
6. Politics and Stability
7. Environment

### **C. RESEARCH METHODOLOGY**

In a study on the Challenges and Opportunities for the Surabaya City Government in Achieving Infrastructure and Social Development in the Era of Regional Autonomy, a qualitative research method is deemed suitable to deeply explore and understand the phenomenon. The qualitative approach enables researchers to extract rich and contextual information about the dynamics of development in Surabaya. This method is appropriate as it can reveal the complexity of challenges and opportunities faced by the city government in managing infrastructure and social development in the era of regional autonomy.

Data collection in this research employs several techniques commonly used in qualitative studies. In-depth interviews with city government officials, community leaders, and other stakeholders serve as the primary source of information. Field observations are also conducted to directly observe infrastructure conditions and social dynamics in Surabaya. Additionally, document studies of policies, reports, and statistical data related to city

development are an integral part of the data collection process. This combination of data collection techniques allows researchers to gain a comprehensive understanding of the situation on the ground.

Data analysis in this qualitative research is carried out inductively, where researchers aim to identify patterns and themes emerging from the collected data. The analysis process involves several stages, starting from interview transcription, coding, categorization, to interpretation. Researchers also apply triangulation techniques to validate findings by comparing data from various sources and collection methods. This step is essential to ensure the validity and credibility of the research results.

In presenting the findings, researchers adopt a descriptive-analytical approach to detail the challenges and opportunities faced by the Surabaya City Government in infrastructure and social development. The analysis results are presented in rich narratives, complemented by direct quotes from research participants to provide a more vivid and authentic depiction. The researchers also integrate findings with relevant theories and concepts to offer a deeper interpretation of the studied phenomena. By employing this qualitative research method, the study aims to produce an in-depth and contextual understanding of the dynamics of development in Surabaya in the era of regional autonomy.

## D. RESULTS AND DISCUSSIONS

### Strategies of Surabaya City Government in Infrastructure Development

The Surabaya City Government faces challenges in infrastructure development during the regional autonomy era due to budget constraints. To address this, the government has implemented various innovative strategies for regional financial and development management. One primary strategy is partnering with the private sector through Public-Private Partnership (PPP) schemes. By utilizing private sector capital and expertise, the government accelerates infrastructure development without relying entirely on the regional budget (APBD) (Isnaeni, N. 2021).

In addition to PPP, the government optimizes local revenue (PAD) through intensification and extension of local taxes and retributions. Efforts include improving tax administration systems, expanding the tax base, and enhancing monitoring. Exploring untapped potential revenue sources is also a priority, increasing fiscal capacity and reducing dependence on central government transfers.

Efficiency and effectiveness in regional spending are also key. Budget evaluations and rationalizations are conducted to eliminate non-priority expenditures. Funds are focused on capital spending for infrastructure projects that directly impact public services and economic growth (Trifitia & Amaliyah, 2020). E-budgeting and e-procurement systems ensure financial transparency and accountability, minimizing budget leakage and optimizing fund utilization.

The government leverages alternative financing methods, such as municipal bonds, to fund strategic infrastructure projects. These bonds provide upfront funding, expediting development while easing the reliance on the APBD. However, their issuance requires careful planning and long-term fiscal capability assessment (Nafilah, 2019).

Local asset optimization is another strategy. Inventories and valuations are conducted for potentially profitable assets, fostering collaborations with private entities or commercial

utilization. Idle assets are mobilized to generate revenue, complementing income from taxes and retributions.

Collaborations with the central government and international donors provide additional funding sources. Through grants, soft loans, or technical assistance, strategic infrastructure projects gain financial support, easing the APBD burden and enabling allocations for other sectors (Sabrina, R. 2022).

Public participation in infrastructure development is encouraged through empowerment programs. Communities engage in planning, implementation, and maintenance of infrastructure, supported by government-provided funding stimuli. This participatory model reduces government expenditure and fosters community ownership, ensuring infrastructure sustainability.

Innovation in infrastructure design and technology addresses budget constraints. Sustainable and efficient approaches, such as recycled materials, energy-saving technologies, and multifunctional designs, are applied. This reduces construction and maintenance costs in the long term. Additionally, research and development on locally suitable infrastructure technologies are promoted (Farida, I. 2021).

Lastly, the government adopts a phased and prioritized approach to infrastructure development. Needs are mapped, and priorities are determined based on urgency and societal impact. Development proceeds gradually, ensuring financial feasibility while maintaining sustainability and intersectoral integration. Regular evaluations and adjustments to priorities are made to align with evolving needs (Asmono & Prasetyo, 2023).

### **Challenges and Opportunities for Surabaya City Government in Managing Urbanization**

As the second-largest city in Indonesia, Surabaya faces significant challenges in managing urbanization and population growth. Being the economic and industrial hub of East Java, it attracts job seekers from various regions. This phenomenon has led to a substantial increase in population over the years. According to the Central Statistics Agency, Surabaya's population reached 2,874,314 in 2020, up from 2.77 million in 2010. This growth underscores Surabaya's status as a primary urbanization destination in East Java.

The main challenge for the Surabaya City Government is controlling uncontrolled urbanization. Many migrants come to Surabaya without clear objectives, adequate skills, or job guarantees. This influx can lead to social issues such as unemployment, poverty, and rising crime rates. To address this, the Surabaya City Government, through the Population and Civil Registration Office (Dispendukcapil), has implemented stricter requirements for newcomers. These policies require migrants to have clear purposes, such as secured employment or educational pursuits (Novian, F. 2024).

Another challenge lies in providing adequate infrastructure and public services for the growing population. Increasing population numbers translate to higher demands for housing, transportation, clean water, electricity, and healthcare facilities. Meeting these demands requires meticulous planning and appropriate budget allocation. This challenge is further complicated by limited available land in Surabaya (Afrianto, 2023).

High population density also poses severe environmental issues. Increased population leads to higher waste production, air pollution, and resource consumption. The government

must implement effective environmental management policies to maintain residents' quality of life, including efficient waste management, pollution control, and expanding green spaces in the city.

Balancing economic growth and equitable welfare distribution is another hurdle. Despite rapid economic growth, significant economic disparities persist among residents. The city government must create sufficient job opportunities and ensure that economic growth benefits all societal segments. This includes providing skill training for both local residents and migrants to enhance their competitiveness in the job market.

#### Opportunities

Urbanization and population growth also bring opportunities for Surabaya. An increasing population means a greater human resource pool to drive innovation and creativity. Surabaya can harness the diversity of talents and ideas brought by migrants as assets for developing creative industries and technology. The city government can foster ecosystems that support the growth of startups and knowledge-based industries (Qatrunada et al., 2022).

Urbanization also enables greater efficiency in providing public services. Higher population density allows for optimized resource use in infrastructure and service provision. Examples include developing efficient mass transportation systems, implementing smart city technologies to enhance public service quality, and creating sustainable water and energy management systems.

Population growth can also drive the development of the education sector in Surabaya. With a larger school-age population, demand for quality educational institutions increases. This presents an opportunity for Surabaya to position itself as a leading educational city in Indonesia. Encouraging investments from both private and public sectors can improve the quality and accessibility of education for all societal layers.

Surabaya also has the potential to become a model of sustainable urban development in Indonesia. By adopting environmentally conscious development policies, the city can demonstrate how economic growth and environmental protection can coexist. Initiatives such as renewable energy development, circular economy practices in waste management, and energy efficiency in buildings and transportation can set an example (Hayati, K. 2019).

Another opportunity lies in enhancing public participation in urban development. Surabaya's diverse population provides local wisdom and innovative ideas to address urban challenges. Developing public participation platforms can allow residents to contribute to urban planning and decision-making processes, fostering a sense of ownership and creating more effective and sustainable solutions.

Urbanization also strengthens Surabaya's position as a regional economic hub. A growing population and talent diversity attract more investments and multinational companies, creating higher-quality jobs and boosting economic competitiveness. The government can focus on developing key sectors like maritime, information technology, and creative industries to seize these opportunities.

Population growth also enriches Surabaya's cultural and tourism potential. Cultural diversity brought by migrants enhances the city's cultural landscape. The government can leverage this to develop new tourist attractions and promote Surabaya as a cultural tourism

destination, boosting revenue and strengthening city identity while improving residents' quality of life.

Holistic and Sustainable Approaches to address these challenges and leverage opportunities, the Surabaya City Government must adopt a holistic and sustainable approach. Long-term planning that considers social, economic, and environmental aspects is essential. Collaborating with various stakeholders, including the private sector, academia, and civil society, can further enhance efforts.

Surabaya's success in managing urbanization and population growth relies heavily on the government's ability to adapt to changes and innovate. Continuous evaluation and improvement of policies and programs are crucial for maintaining effectiveness in addressing dynamic challenges. With a strong commitment to sustainable development and citizen welfare, Surabaya has the potential to become a model of successful urban management in Indonesia and globally.

### **Optimizing the Use of Technology and Innovation**

The Surabaya City Government has demonstrated a strong commitment to optimizing the use of technology and innovation to support better governance. This is evident from various e-Government initiatives, such as systems for regional financial management, healthcare, human resources, licensing, and education. The implementation of e-Government aims to improve public service quality and reduce corruption within the bureaucracy. Through these digital systems, Surabaya residents can easily access various government services online, from registration to receiving service outcomes (Hikmah et al., 2020).

One of the key innovations introduced by the Surabaya City Government is the development of the Sayang Warga application, functioning as a SuperApp for collecting and managing data on all city residents. This application is used by 38,000 Surabaya Hebat Cadres (KSH) to conduct data collection in local neighborhoods. The application enables the government to gather detailed information about the community, such as unemployment rates, stunting cases, pregnancies, and residents with special needs. The collected data serves as the foundation for formulating targeted policies and interventions.

Surabaya has also implemented a Smart Governance system, forming the backbone of its Smart City concept. Smart Governance encompasses three main aspects: public policy, bureaucratic governance, and public services. To enhance public services, various applications have been developed, including the Integrated Population Administration Service Information System (Sipaku). This system simplifies access to administrative services for residents, making bureaucratic processes more efficient and transparent.

To improve security and disaster preparedness, Surabaya introduced the Command Center Disaster Alert System equipped with over 2,000 CCTV cameras spread throughout the city for real-time monitoring. This system enables the government to respond promptly to various incidents or emergencies. It not only enhances residents' safety but also aids in managing traffic and urban infrastructure more effectively (Septian & Krisbowo, 2024).

In urban infrastructure management, technological innovations have been applied to address flooding and waterlogging issues. The city has developed drainage systems at 12 pump locations and constructed U-ditch channels in 547 locations. Additionally, the construction of a tunnel connecting Surabaya Zoo (KBS) to Joyoboyo Intermodal Terminal

(TIJ) is underway to reduce congestion in the area. These infrastructure projects are managed with the aid of technology to ensure efficiency and effectiveness.

In healthcare, Surabaya is constructing the East Surabaya Regional Public Hospital (RSUD), targeted for completion in September 2024. This project is part of efforts to ensure equitable healthcare services across the city. Moreover, the government has developed an e-Health application, enabling residents to access healthcare services online. This system not only facilitates access to healthcare but also assists the government in managing public health data more effectively.

The Surabaya City Government has also adopted Artificial Intelligence (AI) to integrate planning and performance measurement systems in the bureaucracy. AI has supported the implementation of data-driven policies, significantly impacting various development priorities. These advancements have contributed to notable reductions in poverty, unemployment, and stunting prevalence in recent years. To promote transparency and public participation, the government is developing an open data system that allows residents to access government data. This system aims to strengthen Surabaya's position as a smart city and enhance public trust. Additionally, geospatial-based mapping technology is utilized to support various urban development programs (Nisyak et al., 2023).

In the education sector, the government has developed an e-Education application, enabling students and teachers to access learning materials, conduct online exams, and interact on a digital platform. This system not only improves the efficiency of teaching and learning but also prepares Surabaya's youth for the digital era.

To support the economic sector, the government has introduced the e-UMKM application, which assists micro, small, and medium enterprises (MSMEs) in running their businesses. The app provides features such as digital marketing, access to financing, and entrepreneurial training. Through this initiative, the government aims to enhance the competitiveness of local MSMEs and foster economic growth.

In public transportation, the Surabaya City Government developed the Suroboyo Bus system, integrated with a mobile app. This system allows residents to track bus locations in real-time, plan trips, and pay fares digitally. This innovation not only increases public transport efficiency but also encourages the use of environmentally friendly mass transit (Indahri, Y., 2023).

To improve financial management, the government has implemented an e-Budgeting system, enabling transparent and accountable planning, execution, and supervision of budgets. This system ensures that every rupiah spent benefits the public to the fullest. Additionally, the e-Surat system has been developed to simplify office administration. This digital document management system facilitates the creation, sending, and archiving of correspondence, supporting efforts to create a paperless office (Amalia et al., 2023).

Through these technological advancements and innovations, Surabaya continues to position itself as a leading smart city in Indonesia, ensuring efficient governance and improved quality of life for its residents. To enhance citizen participation in urban development, the Surabaya City Government has developed a public complaint application. Through this platform, residents can easily report various issues or provide suggestions for city improvement. This system not only improves the government's responsiveness to

residents' needs but also fosters a sense of ownership and shared responsibility in city development.

Surabaya's success in optimizing the use of technology and innovation in governance has been nationally recognized. This is evidenced by the achievement of the SAKIP AA rating, the first-ever awarded to a city in Indonesia. This accomplishment demonstrates Surabaya's effective integration of planning, budgeting, and performance management systems.

Looking ahead, the Surabaya City Government remains committed to continuous innovation and improving the quality of public services through the optimal use of technology (Manurung et al., 2024).

## E. CONCLUSION

The Surabaya City Government has demonstrated a strong commitment to addressing the challenges of infrastructure and social development in the era of regional autonomy. Through various innovative strategies such as public-private partnerships (PPP), optimization of local revenue, spending efficiency, and the use of alternative financing schemes, Surabaya has managed to overcome budget limitations to fund strategic infrastructure projects. In managing urbanization and population growth, the city government has implemented stricter requirements for newcomers and focused on providing adequate infrastructure and public services. Surabaya has also optimized the use of technology and innovation in governance, such as the implementation of e-Government, the development of the Sayang Warga application, and the adoption of the Smart Governance system. This success is reflected in the achievement of the SAKIP AA rating, indicating the effective integration of planning, budgeting, and performance management systems.

However, Surabaya still faces complex challenges in sustainable development. High population density has resulted in serious environmental issues, such as increased waste production and air pollution. Economic inequality among residents remains a key issue that needs to be addressed. Therefore, the city government must continue to enhance efforts in effective environmental management, equitable welfare distribution, and the creation of adequate job opportunities. The use of technology and innovation needs to be expanded not only in public service delivery but also in encouraging active citizen participation in urban development. Prioritizing the development of ecosystems that support the growth of startups and knowledge-based industries is also essential to harness the potential of diverse human resources.

Looking ahead, it is recommended that the Surabaya City Government continue to develop a holistic and sustainable approach to tackling urban challenges. Closer collaboration with various stakeholders, including the private sector, academia, and civil society, should be strengthened to generate more effective and innovative solutions. The city government must also continue to evaluate and improve existing policies and programs to ensure their effectiveness in facing dynamic challenges. Focusing on environmentally friendly urban development, improving the quality of education and healthcare, and empowering the local economy must remain priorities. With a strong commitment to sustainable development and the well-being of its citizens, Surabaya has the potential to become a model for successful urban management, not only in Indonesia but also on a global scale.

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