IMPLEMENTATION OF IDLE ASSET GOVERNANCE POLICY AND ITS IMPLICATIONS ON REGIONAL ASSET OPTIMIZATION IN BANYUWANGI REGENCY

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Abstract

Idle asset management is a crucial issue in regional governance because it impacts the optimization of development resources. In Banyuwangi Regency, despite the availability of a regulatory framework for regional asset management, idle asset utilization has not been optimal. This study aims to analyze the implementation of idle asset management policies in Banyuwangi Regency, focusing on the management structure, implementation communication, and implementing agents. This study employed a descriptive qualitative approach. Data were collected through interviews, observations, and documentation studies at the Regional Financial and Asset Management Agency (BPKAD) and related Regional Apparatus Organizations. Informants were selected purposively, and data analysis was conducted interactively, maintaining data validity through triangulation. The results indicate that idle asset management in Banyuwangi Regency is still oriented towards administrative compliance, implementation communication is ineffective and ineffective, and the capacity and initiative of implementing agents are still limited. These conditions result in idle asset utilization not being optimally integrated with regional development. This study emphasizes the need for strengthening the management structure, collaborative policy communication, and increasing the capacity of implementing agents to optimize idle asset management in Banyuwangi Regency.

Keywords: Idle Asset Management; Policy Implementation; Regional Assets.

I. BACKGROUND

Regional asset management is a fundamental aspect of regional governance because assets not only function as a means of supporting bureaucratic activities, but also as public resources that have strategic value for improving the quality of public services and regional economic development. From a public administration perspective, regional assets are seen as state assets that must be managed effectively, efficiently, transparently, and accountably in order to provide optimal benefits for regional governments and the community (Mardiasmo, 2018). Good asset management will encourage efficient budget use, reduce the potential for waste, and open up opportunities to increase Regional Original Income (PAD) through productive asset utilization (Mahmudi, 2016). In the practice of regional governance, many assets are still found to be underutilized or even unused, known as idle assets. Idle assets can include land, buildings, or other facilities and infrastructure that are administratively recorded as Regional Property (BMD), but are not used according to their intended purpose. The existence of idle assets reflects weak asset utilization planning, a lack of coordination between regional government agencies (OPD), and limited managerial capacity in managing public assets sustainably. In addition to the potential for economic decline, idle assets also incur maintenance costs that are not offset by tangible benefits for the region.

In an effort to organize and optimize regional asset management, the central government has issued Minister of Home Affairs Regulation Number 19 of 2016 concerning Guidelines for the Management of Regional Assets. This regulation emphasizes that BMD management must be carried out in an orderly, efficient, effective, transparent, and accountable manner. Furthermore, this regulation provides space for regional governments to utilize assets not used in carrying out the duties and functions of regional apparatus through various utilization schemes, such as leasing, lending, utilization cooperation, build-operate-transfer, and build-transfer-operate. Normatively, this policy is designed to prevent idle assets and encourage the optimization of regional assets so that they can contribute to Regional Original Income (PAD) and improve public services. However, the existence of regulations does not fully

guarantee the achievement of policy objectives at the implementation level. The implementation of public policy is a crucial stage that determines whether the formulated policy can be effectively realized in practice (Edwards III, 1980). Meanwhile, Grindle (1980) emphasized that the success of policy implementation is greatly influenced by the implementation context, including the capacity of implementing institutions, the interests of involved actors, and social and political conditions at the local level. Thus, a normatively sound regional asset management policy can face various obstacles if it is not supported by adequate human resources, effective policy communication, and strong institutional coordination.

This situation also occurs in Banyuwangi Regency, a region with a vast territory, growing economic potential, and various regional assets spread across various sectors. Banyuwangi Regency possesses regional assets in the form of land and buildings that have the potential to support public services, local economic development, and the tourism sector, which is a regional priority. However, in practice, regional assets are still found to be underutilized and have not made a significant contribution to Regional Original Income (PAD) or community welfare. This indicates problems in the implementation of idle asset management policies in Banyuwangi Regency, both in terms of planning, utilization, and supervision of regional assets. The Regional Financial and Asset Management Agency (BPKAD) of Banyuwangi Regency, as a regional agency with strategic authority in managing BMD, plays a key role in implementing idle asset management policies. BPKAD is not only responsible for asset administration and security, but also plays a role in asset utilization planning, facilitating cooperation with third parties, and overseeing regional asset utilization. Therefore, the effectiveness of idle asset management in Banyuwangi Regency is largely determined by how BPKAD carries out these roles within the applicable policy framework and in interactions with other Regional Apparatus Organizations (OPD) and external parties.

Various previous studies have shown that regional asset management still faces several challenges, such as weak asset security and maintenance, limited human resources, and suboptimal utilization of abandoned assets (Werdana, 2022; Rizkiasari, 2025). However, most of these studies tend to focus on the administrative and technical aspects of asset management, while studies specifically analyzing the implementation of idle asset management policies with a comprehensive theoretical approach are still relatively limited. Furthermore, research focusing on the context of Banyuwangi Regency, with the Regional Development Planning Agency (BPKAD) as the primary actor in policy implementation, is still rare. This research gap highlights the need for studies that not only describe the state of idle assets but also deeply analyze the dynamics of policy implementation, involving regulatory structures, communication mechanisms, and the actions of implementing actors. In this context, Anthony Giddens' (1984) structuration theory is relevant because it views policy and institutional structures not only as constraining but also as enabling agents' actions, while agents' actions repeatedly reproduce or transform existing structures. This approach allows for a more comprehensive understanding of how idle asset management policies are implemented in local government practice.

This study aims to gain a comprehensive understanding of the implementation of idle asset management policies in Banyuwangi Regency, particularly within the Regional Revenue and Expenditure Management Agency (BPKAD), the regional agency with primary authority in managing Regionally-Owned Enterprises (BMD). The purpose of this study is to analyze in-depth the implementation process of idle asset management policies, identify factors influencing their success and obstacles, and understand the role and capacity of BPKAD in optimizing the utilization of regional assets. Furthermore, this study aims to formulate conceptual and practical recommendations that can be used to improve and strengthen the implementation of idle asset management policies so that regional assets in Banyuwangi Regency can be utilized optimally, productively, and sustainably, thereby providing a tangible contribution to increasing Regional Original Income (PAD) and the quality of public services.

II. LITERATURE REVIEW
1. Previous research

Rizkiasari (2025) emphasized that although procedures for securing and maintaining Regional Assets have been implemented in accordance with normative provisions, their implementation still faces various obstacles, particularly weak supervision and limited human resource capacity. This finding indicates that administrative compliance is not necessarily directly proportional to the effectiveness of asset management in the field. Furthermore, research by Qomaini (2022) highlights the importance of communication within government organizations in improving the quality of public services. The results of this study indicate that successful policy implementation is greatly influenced by communication patterns that are interactive, coordinative, and adaptive to community conditions. This finding is relevant to explaining that weak communication between government actors can be a hindering factor in policy implementation, including in the management and utilization of regional assets. Meanwhile, Werdana (2022) emphasized that regional assets that are not optimally managed have the potential to

become a burden on regional finances and cause economic losses. This study reveals that the main problem in regional asset management lies not only in the regulatory aspect, but also in the institutional capacity and competence of the apparatus as policy implementers. Thus, optimizing regional assets requires an active role from the regional government as both manager and strategic decision-maker.

2. Idle Asset Governance Policy

The theoretical basis in this study serves as a conceptual foundation for understanding and analyzing the implementation of idle asset management policies by local governments. Theoretically, public policy is understood as a series of government decisions and actions designed to solve public problems and achieve specific goals (Agustino, 2017). In the context of regional asset management, public policy is the primary instrument for ensuring that Regional Assets are managed in an orderly and efficient manner, providing economic and social benefits to the community. Thus, the success of a policy is not only determined by the quality of its formulation, but also depends heavily on its implementation process.

Policy implementation theory explains that policy execution is a crucial stage that bridges the gap between policy formulation and actual impact on the ground. Tachjan (2006) emphasized that policy implementation is an administrative process involving implementers, programs, and policy targets. In managing idle assets, policy implementation requires clarity in the roles of implementing agencies, resource readiness, and operational mechanisms capable of activating assets so that they are not merely recorded administratively but also functionally productive. If any of these elements do not function optimally, the policy has the potential to fail to achieve its intended objectives. Furthermore, the concept of regional government within the framework of regional autonomy grants both authority and responsibility to district governments to manage their resources according to their region's potential and needs. Regional asset management is an integral part of regional financial management, thus requiring the principles of accountability, transparency, and effectiveness. Regional assets that are not optimally utilized will incur maintenance costs without commensurate benefits and have the potential to depreciate the asset's value over time. Utilization of idle assets is a strategic issue in realizing good governance.

To analyze the dynamics of policy implementation more deeply, this study also utilizes Giddens' (1984) structuration theory, which explains that social practices are influenced by the interaction between structure and agents, where structures in the form of rules and resources not only limit but also enable agent actions. In the context of idle asset management, structures are manifested through regulations, regional policies, and standard operating procedures, while agents are represented by government officials and related parties involved in asset management. This interaction between structures and agents determines how policies are implemented in daily practice. Communication is also a crucial aspect of the theoretical framework, as policy implementation requires effective coordination and information dissemination between actors. Poor communication can lead to misunderstandings regarding policy objectives, asset utilization procedures, and the division of roles between regional government agencies (OPD) and third parties. Conversely, effective communication can strengthen coordination, increase participation, and encourage optimal utilization of regional assets. The implementation of idle asset management policies is a complex process influenced by the integration of public policies, local government capacity, implementation effectiveness, and the interaction between structures, communication, and agents. This theoretical framework serves as the basis for systematically analyzing how idle asset management policies are implemented in Banyuwangi Regency, as well as identifying factors that support and hinder the successful implementation of these policies.

III. RESEARCH METHODOLOGY

This study uses a qualitative approach with a descriptive analytical type, which aims to understand in depth the implementation process of idle asset management policies in Banyuwangi Regency. A qualitative approach was chosen because the problems studied are not only related to normative and procedural aspects, but also involve institutional dynamics, interactions between actors, and asset management practices that occur within the social and organizational context of local government. With this approach, researchers can capture the reality of the policy as implemented by implementing actors in the field. The study was conducted in 2025. The research location was determined in Banyuwangi Regency with a focus on regional apparatuses that have authority in managing Regional Assets, specifically (BPKAD) and related Regional Apparatus Organizations. This location selection was based on the consideration that Banyuwangi Regency has regional assets with large utilization potential, but some are still in an idle condition, making it relevant to study from a policy implementation perspective. The data sources in this study consist of primary data and secondary data. Primary data were obtained through in-depth interviews with key informants, such as officials and regional asset management apparatus, as well as through direct observation of the

condition and utilization of regional assets. Secondary data were obtained from documentation studies in the form of laws and regulations, regional policies, asset management reports, and scientific literature related to the research topic (Septriana, et al. (2024). Informants were determined purposively based on knowledge, experience, and direct involvement in regional asset management. Data collection techniques were carried out through in-depth interviews, observation, and documentation to obtain complementary data. Data analysis was carried out interactively with the stages of data reduction, data presentation, and drawing conclusions. To ensure the validity of the data, this study used source and technique triangulation techniques, so that the research results are expected to have a high level of credibility and reliability in describing the implementation of idle asset management policies in Banyuwangi Regency.

IV. RESEARCH RESULTS AND DISCUSSION

1. Idle Asset Management Structure in Banyuwangi Regency

The research results show that the regional asset management structure in Banyuwangi Regency has been formally established based on a fairly comprehensive national and regional regulatory framework. Management of Regional Assets, including idle assets, is carried out in accordance with the Regulation of the Minister of Home Affairs Number 19 of 2016 concerning Guidelines for the Management of Regional Assets. This regulation regulates in detail the stages of asset management, starting from planning needs, procurement, use, utilization, security, maintenance, to asset disposal. In the organizational structure of the regional government, the BPKAD of Banyuwangi Regency plays a role in managing assets, while the OPD acts as an asset user in accordance with their respective duties and functions.

Institutionally, the division of roles between the Regional Revenue and Expenditure Agency (BPKAD) and the Regional Apparatus Organizations (OPDs) using assets is intended to create an orderly and accountable asset management system. BPKAD has strategic authority in the administration, security, and control of regional assets, while OPDs are responsible for the use and maintenance of assets under their control. However, field research indicates that this management structure still faces various obstacles in encouraging the optimization of idle assets. The hierarchical and administrative division of authority often results in limited initiative space for OPDs to propose optimal utilization of underutilized assets. As a result, idle assets tend to be maintained at the status quo without any strategic efforts to revitalize their function and economic value.

The existing management structure also tends to be more outcome *-oriented than procedurally oriented* . The primary focus of asset management remains on administrative order, such as recording, inventory, and reporting, while asset utilization as a development resource has yet to be prioritized. This situation aligns with Priyanto's (2025) view that a policy structure that overemphasizes administrative aspects has the potential to hinder innovation and the effectiveness of public policy implementation. In the Banyuwangi context, the asset management structure has not fully encouraged the emergence of derivative policies or operational mechanisms specifically aimed at managing idle assets.

The regional asset management structure can be understood as a set of rules and resources that simultaneously constrain and enable actors' actions. Existing regulations and institutional structures provide the legal basis for regional governments to undertake various forms of asset utilization, including collaborative utilization with third parties. However, research shows that these structures are often perceived as limitations rather than opportunities. Asset management officials tend to be cautious in making strategic decisions due to concerns about administrative and legal risks, resulting in underutilization of the potential flexibility provided by the regulatory structure. The management structure of idle assets in Banyuwangi Regency also demonstrates the weak integration between regional development planning and asset management. Regional assets have not been fully positioned as an integral part of regional development strategies, but rather are viewed as administrative objects that must be managed according to procedures. Consequently, idle assets are not systematically linked to sectoral development programs, such as local economic development, tourism, or public services. This situation indicates structural fragmentation among regional government agencies (OPD), resulting in sectoral asset management that lacks synergy.

The research also shows that there is no specific unit or mechanism within the management structure that specifically addresses idle assets. Idle asset management remains embedded within the general function of asset management, thus under-prioritizing it. However, idle assets have different characteristics and challenges than actively used assets, requiring a more strategic and innovative management approach. This lack of a dedicated structure reinforces the tendency for idle assets to remain unproductive for relatively long periods of time. The idle asset management structure in Banyuwangi Regency has an adequate regulatory and institutional basis, but it is not yet fully effective in encouraging asset optimization. The management structure is still dominated by an administrative orientation, a rigid division of authority, and minimal integration with regional development

planning. A strengthened management structure that is adaptive, collaborative, and oriented toward utilizing assets as strategic resources for regional development is needed.

2. Communication on the Implementation of Idle Asset Management Policy in Banyuwangi Regency

Communication regarding the implementation of idle asset management policies in Banyuwangi Regency plays a crucial role in determining the success or failure of regional asset utilization. According to Shiddiqi et al. (2024), policy communication mechanisms are available through various bureaucratic channels, such as coordination meetings between Regional Apparatus Organizations (OPDs), circulars, official memos, and an administrative document-based asset reporting system. These channels are intended to ensure that regional asset management policies are understood and implemented uniformly by all involved work units. Field research results indicate that the effectiveness of implementation communication is still relatively limited.

Ongoing policy communication tends to be one-way and administrative, with an emphasis on conveying rules, procedures, and reporting obligations. Apparatus from regional government agencies (OPD) using goods generally understand the normative aspects of asset management, but lack comprehensive explanations of the policy's strategic objectives, particularly regarding the utilization of idle assets as resources for regional development. Consequently, asset management policies are perceived more as administrative obligations than as strategic opportunities to increase the economic and social value of regional assets. This situation demonstrates that policy communication that emphasizes only procedural aspects has the potential to distort understanding and reduce the quality of public policy implementation.

The research results indicate that communication coordination between regional government agencies (OPD) in managing idle assets has not been optimal. Each OPD tends to focus on its own sectoral interests, resulting in uneven distribution of information regarding the condition, potential, and opportunities for utilizing idle assets. The lack of a substantive cross-sectoral communication forum results in the utilization of idle assets not being integrated with regional development planning. This results in regional assets that could support specific development programs being underutilized due to a lack of information and coordination between OPDs.

In the context of vertical communication, the relationship between the Regional Development Planning Agency (BPKAD) as the asset manager and the Regional Apparatus Organization (OPD) as the asset user demonstrates a communication gap regarding asset utilization initiatives. BPKAD tends to act as an administrative controller, while the OPD user waits for formal direction or approval before submitting asset utilization proposals. This communication pattern creates bureaucratic dependency, slowing the decision-making process and inhibiting innovation in idle asset utilization. Effective implementation communication should, however, encourage two-way dialogue and the exchange of ideas between asset managers and users (Priyanto, 2024; Kusman et al., 2025).

The research also shows that communication regarding the implementation of idle asset management policies in Banyuwangi Regency has not optimally involved external actors, such as the private sector, academics, and the community. Involvement of non-governmental actors through open and participatory communication can open up opportunities for more innovative and sustainable collaboration on regional asset utilization. This lack of communication with external parties has resulted in the potential of idle assets being underexplored and limited to conventional utilization schemes. This situation reinforces the finding that exclusive and closed policy communication has the potential to hinder collaboration in public policy implementation.

Implementation communication is a crucial medium connecting policy structures with agent actions. Effective communication enables implementing agents to understand the rules and interpret the discretionary space available within the policy structure. However, research findings indicate that implementation communication in Banyuwangi Regency emphasizes restrictions rather than empowering agents. Implementing agents tend to be passive and risk-averse, preventing the development of idle asset management policies. Implementation communication in Banyuwangi Regency has not been optimal in encouraging the strategic use of regional assets. Administrative communication, lack of coordination, and minimal participation from external actors are key factors hampering the effectiveness of policy implementation. Strengthening implementation communication through cross-sectoral forums, dialogue, and openness to collaboration with external parties (Zakiyah & Priyanto, 2024) is a crucial step to increase the success of idle asset management policies in Banyuwangi Regency.

3. Implementing Agent for Idle Asset Management Policy in Banyuwangi Regency

The research results show that policy implementing agents play a central role in determining the effectiveness of idle asset management policy implementation in Banyuwangi Regency. Implementing agents in this context include local government officials directly involved in the planning, administration, security, and utilization of Regional Assets, particularly employees and officials at the Regional Revenue and Expenditure Agency (BPKAD)

and regional government agencies (OPD) that use the assets. The existence of implementing agents serves as a key link between the stated normative policies and the ongoing asset management practices in the field. The results of the study indicate that implementing agents in Banyuwangi Regency have a fairly good understanding of the regulatory framework for regional asset management, especially the provisions stipulated in the Minister of Home Affairs Regulation Number 19 of 2016. Apparatus understand administrative obligations such as recording, inventorying, and reporting regional assets (Priyanto, 2018). As stated by Majidah, et al (2025) , this understanding still tends to be limited to aspects of procedural compliance, while strategic aspects of idle asset utilization have not been fully understood and internalized by implementing agents. This condition causes asset management to be more oriented towards fulfilling administrative obligations rather than achieving optimal benefits for the region.

The research results indicate limited human resource capacity as policy implementing agents. These limitations are particularly evident in the ability to plan asset utilization, analyze economic feasibility, and develop asset utilization cooperation schemes with third parties. Implementing agents tend to lack sufficient competency in managing regional assets as productive assets that can provide added economic and social value. This finding aligns with Ayun et al.'s (2025) finding that low capacity and competency of civil servants are factors that hinder performance. The attitudes and orientations of implementing agents influence the implementation of idle asset management policies. The study found that implementing agents tend to be cautious and avoid administrative and legal risks when making decisions related to asset utilization. This attitude is influenced by a bureaucratic culture that emphasizes compliance with regulations and minimal tolerance for error. Consequently, implementing agents prefer to maintain idle assets rather than take utilization initiatives that could potentially lead to administrative consequences. This supports Priyanto's (2023) view that policy actors' behavior is influenced by the bureaucratic environment and the prevailing accountability system.

Implementing agents have the ability to reproduce and transform regional asset management practices through their repeated actions. Regulatory and bureaucratic structures actually provide discretionary space for implementing agents to innovate in utilizing regional assets (Priyanto & Noviana, 2023) . However, research shows that this discretionary space has not been optimally utilized because implementing agents perceive the structure as a limitation rather than an opportunity. This leads to stagnant asset management practices and lack of dynamic development. According to research findings, the disproportionate workload and division of tasks impact the performance of implementing agents. Regional asset management often becomes an additional task beyond the primary functions of the apparatus, thus limiting the attention and energy allocated to idle asset management. This situation results in minimal innovation and low intensity of oversight of unused regional assets. This situation has the potential to exacerbate the idle asset problem and reduce the value of regional assets. Implementing agents for the idle asset management policy in Banyuwangi Regency have a very strategic role, but are not fully supported by adequate capacity, orientation, and support systems. Implementing agents are still trapped in administrative logic and excessive caution, so the potential of idle assets is not optimally utilized. Therefore, strengthening the capacity of implementing agents through training, technical assistance, and creating a bureaucratic climate that encourages innovation and strategic decision-making are important steps to improve the effectiveness of the implementation of the idle asset management policy in Banyuwangi Regency.

V.   CLOSING
1.   Conclusion

Based on the results of research and discussion regarding the implementation of idle asset management policies in Banyuwangi Regency, it can be concluded that the success of the policy is significantly influenced by the integration between the management structure, implementation communication, and the role of policy implementing agents. Structurally, the Banyuwangi Regency Government has adequate regulations and institutions in place, but asset management remains dominated by administrative compliance. The management structure has not yet optimally promoted the utilization of idle assets as a strategic resource for regional development. Communication-wise, policy implementation remains administrative and one-way, thus hindering shared understanding and strong coordination between regional government agencies (OPD) and external actors. This situation hinders innovation and collaboration in the utilization of idle assets. Meanwhile, from an agent perspective, implementing officials understand regulations but are limited to procedural aspects. Capacity limitations and excessive caution regarding administrative risks have prevented implementing agents from optimally developing the utilization of idle assets.

2. Recommendation

Based on the research results and conclusions that have been described, the recommendations that can be given are: The Banyuwangi Regency Government needs to strengthen the asset management structure to be more adaptive and oriented towards the utilization of idle assets by integrating them into regional development planning and strengthening coordination across OPDs. In addition, communication on policy implementation needs to be improved through collaborative two-way communication patterns, both between OPDs and with external actors, in order to encourage innovation and cooperation in the utilization of idle assets. Furthermore, policy implementing agents need to have their capacity and competence strengthened through training and managerial support, accompanied by the creation of a bureaucratic climate that encourages initiative and innovation while still ensuring accountability.

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