

## Policy Collaboration at the Local Level: A Case Study of Urban Waste Management in Rawalumbu District, Bekasi

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### ABSTRAK

Studi ini mengkaji dinamika kolaborasi kebijakan dalam pengelolaan sampah perkotaan di Kecamatan Rawalumbu, Kota Bekasi. Seiring dengan pertumbuhan penduduk perkotaan dan peningkatan produksi sampah, pemerintah daerah harus bermitra dengan organisasi masyarakat, pelaku swasta, dan sektor informal untuk mengatasi tantangan layanan publik. Dengan menggunakan pendekatan studi kasus kualitatif, penelitian ini menganalisis bagaimana kolaborasi dimulai, dikelola, dan dipertahankan antara para pemangku kepentingan dalam melaksanakan program pengelolaan sampah berbasis masyarakat. Temuan penelitian ini mengungkap faktor-faktor pendukung dan penghambat utama dalam kolaborasi kebijakan lokal, seperti kepercayaan, pembagian sumber daya, dan kepemimpinan. Rekomendasi diberikan untuk meningkatkan tata kelola multi-aktor di tingkat sub-kota.

**Kata Kunci:** kolaborasi kebijakan, tata kelola kota, pengelolaan sampah, Bekasi, pemerintah daerah.

### ABSTRACT

*This study examines the dynamics of policy collaboration in urban waste management in Rawalumbu District, Bekasi City. As urban populations grow and waste generation increases, local governments must partner with community organizations, private actors, and informal sectors to address public service challenges. Using a qualitative case study approach, this research analyzes how collaboration is initiated, managed, and sustained between stakeholders in implementing a community-based waste management program. The findings reveal key enabling and constraining factors in local policy collaboration, such as trust, resource-sharing, and leadership. Recommendations are offered to enhance multi-actor governance at the sub-city level.*

**Keywords :** policy collaboration; urban governance; waste management; Bekasi; local administration.

### 1. INTRODUCTION

Urban areas in Indonesia are increasingly facing complex public service issues that cannot be addressed

by government actors alone. Among these, solid waste management is one of the most pressing concerns in cities like Bekasi, where rapid urbanization and population growth have outpaced

infrastructure capacity and institutional coordination.

Bekasi City, part of the Jabodetabek metropolitan region, faces over 1,700 tons of waste per day, much of which is generated in densely populated districts such as Rawalumbu. In response, local governments have started to promote collaborative policy approaches, involving community-based waste banks (*bank sampah*), neighborhood groups (*RT/RW*), private haulers, and environmental NGOs.

However, collaboration in local policy is often challenged by fragmented authority, lack of trust, insufficient resources, and weak leadership. While regulatory frameworks allow for partnership, their success depends on how collaboration is structured and practiced at the operational level.

This study focuses on the experience of Rawalumbu District in Bekasi City as a case of localized policy collaboration in the waste management sector. It seeks to understand:

1. How policy collaboration is initiated and maintained at the kecamatan level
2. What roles are played by government, community, and private actors
3. What factors support or hinder effective collaboration in practice

Theoretically, the research draws upon Ansell and Gash's Collaborative Governance Model (2008), which

highlights the importance of face-to-face dialogue, trust-building, shared motivation, and institutional design in collaboration processes.

Through this lens, the study contributes to the growing literature on public sector collaboration in decentralized urban contexts, offering lessons for other Indonesian local governments navigating similar challenges.

## 2. METHOD

This research employs a **qualitative case study approach** to investigate the collaborative process in solid waste management within Rawalumbu District, Bekasi City. This method allows for in-depth analysis of interaction patterns, stakeholder perspectives, and institutional conditions surrounding policy collaboration at the local level. **Data collection** was conducted from February to November 2021 using a combination of in-depth interviews, document review, and field observation. Key informants were selected through purposive sampling and included:

- Sub-district (*kecamatan*) officials from the Environmental Affairs and Sanitation Section
- Leaders of community-based waste banks and neighborhood coordinators (*RT/RW*)
- Representatives from local NGOs such as Greeneration Bekasi
- Private sector waste collectors contracted by the local government

- Residents involved in community waste segregation programs

**Documents analyzed** included sub-district work plans, waste management guidelines, partnership MoUs, and reports from environmental initiatives. Observations were made during waste sorting activities, stakeholder meetings, and community clean-up drives.

**Data analysis** followed Miles and Huberman's (1994) interactive model, involving data reduction, data display, and conclusion drawing. Analytical categories were constructed around collaboration dimensions: mutual goals, trust, resource sharing, communication, and leadership. Ethical clearance was granted through institutional procedures. All participants provided informed consent, and anonymity was ensured throughout the research process. This methodology enabled a comprehensive understanding of how policy collaboration is structured and enacted at the sub-city level, with particular attention to enabling and constraining factors in urban governance.

### **3. RESULTS AND DISCUSSION**

#### **3.1 Initiation of Collaboration**

The waste management collaboration in Rawalumbu was initiated by a joint concern over growing waste volumes and inadequate infrastructure. The sub-district administration convened a preliminary meeting in early 2021 involving RT/RW leaders, local NGOs, and informal waste collectors. The trigger for collaboration was a city-level directive encouraging sub-districts to

promote community-based solutions, especially in areas without formal waste processing facilities.

#### **3.2 Roles and Responsibilities of Actors**

The government acts as a facilitator by providing regulatory support and some funding for pilot programs. Community-based organizations manage daily waste sorting activities, while private haulers handle collection and transportation. NGOs play a mediating role, offering training and advocacy. Despite defined roles, coordination remains a challenge due to overlapping responsibilities and differences in expectations.

#### **3.3 Trust and Communication Mechanisms**

Trust among stakeholders is still developing. While initial meetings created a sense of common purpose, inconsistencies in government support and lack of follow-up reduced stakeholder confidence. Communication is mostly informal, relying on WhatsApp groups or verbal coordination, which hampers structured planning. Regular stakeholder meetings are not institutionalized, affecting the continuity of collaboration.

#### **3.4 Resource-Sharing and Operational Constraints**

Financial and logistical constraints hinder the sustainability of the program. The government's limited budget means waste bank operations rely heavily on volunteerism and minimal incentives. NGOs contribute equipment and capacity-building, but maintenance is an issue. Private actors expect financial returns, while

communities expect service improvements, creating tension in shared objectives.

### **3.5 Leadership and Sustainability**

Leadership from the sub-district head (*Camat*) and local champions is critical in maintaining collaboration momentum. However, leadership turnover and limited delegation of authority have disrupted continuity. When motivated individuals rotate or resign, programs tend to stagnate. Institutionalizing roles and securing long-term commitment is essential for sustainability. Overall, the findings highlight that while collaboration in Rawalumbu holds promise, it remains fragile. Key enabling factors include strong local leadership, transparent communication, and aligned incentives. Constraints such as unclear roles, inconsistent engagement, and limited institutional support undermine collaborative effectiveness. Addressing these issues can lead to more sustainable and impactful urban waste governance.

## **4. CONCLUSION**

The study concludes that collaborative policy in Rawalumbu District represents an evolving form of local governance that holds potential to address complex urban problems. The case of community-based waste management demonstrates that collaboration can be an effective approach when actors share a common purpose, roles are clear, and communication is consistent.

However, the findings also reveal structural and cultural limitations, such as informal communication, inconsistent stakeholder engagement, and lack of sustainable resources. These barriers weaken the institutional foundation needed for long-term collaboration. The absence of policy continuity due to leadership changes further exacerbates the fragility of collective initiatives.

To enhance collaborative success, this study recommends formalizing communication channels, developing clear operational frameworks, incentivizing participation, and investing in leadership capacity. Embedding collaboration into local regulatory and planning frameworks can also strengthen its sustainability. Future research could examine collaborative governance in other urban districts to compare models and identify best practices suited to Indonesia's decentralized context.

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