

Policy Formulation in Industrial Cities: A Case Study of Environmental Regulation Development in Cilegon City

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ABSTRAK

Studi ini menganalisis proses perumusan kebijakan lingkungan lokal di Kota Cilegon, kawasan industri yang berkembang pesat di Provinsi Banten. Dengan menggunakan studi kasus kualitatif, penelitian ini berfokus pada interaksi pemangku kepentingan, pengambilan keputusan berbasis bukti, dan koordinasi kelembagaan dalam pengembangan Peraturan Daerah tentang pengelolaan lingkungan. Temuan penelitian mengungkapkan bahwa meskipun prosedur formal diikuti, tantangan tetap ada dalam partisipasi inklusif, penyelarasan kepentingan industri dengan perlindungan lingkungan, dan kapasitas pemerintah daerah dalam pemanfaatan data. Studi ini menawarkan wawasan tentang dinamika perumusan kebijakan di kawasan industri perkotaan di Indonesia.

Kunci Kunci: perumusan kebijakan, regulasi lingkungan, Kota Cilegon, pemerintah daerah, tata kelola industri.

ABSTRACT

This study analyzes the formulation process of local environmental policies in Cilegon City, a rapidly industrializing area in Banten Province. Using a qualitative case study, the research focuses on stakeholder interaction, evidence-based decision-making, and institutional coordination in the development of Peraturan Daerah (Regional Regulations) on environmental management. The findings reveal that while formal procedures are followed, challenges remain in inclusive participation, alignment of industrial interests with environmental protection, and the capacity of local government in data utilization. This study offers insights into policy formulation dynamics in urban-industrial regions of Indonesia.

Kunci Kunci : *policy formulation; environmental regulation; Cilegon City; local government; industrial governance.*

1. INTRODUCTION

Policy formulation is a critical stage in the public policy cycle that determines the scope, direction, and legitimacy of public action. In the context of decentralization, local governments in Indonesia are expected to play a strategic role in formulating policies that address regional priorities while aligning with national

frameworks. However, policy formulation is often influenced by institutional, political, and contextual factors.

Cilegon City, located in Banten Province, is known as one of Indonesia's leading industrial hubs, hosting major steel, chemical, and manufacturing companies. The rapid pace of industrialization presents

complex governance challenges, particularly in the environmental sector. Air and water pollution, waste management, and industrial zoning have become pressing issues requiring responsive and participatory policy formulation.

In recent years, the government of Cilegon has attempted to strengthen its regulatory framework through the drafting of local regulations (*Peraturan Daerah*) related to environmental management, including the Rencana Perlindungan dan Pengelolaan Lingkungan Hidup (RPPLH). However, the extent to which these policies are formulated through evidence-based processes, multi-stakeholder consultations, and inter-agency coordination remains underexplored.

This research focuses on the policy formulation process in Cilegon, examining:

1. The actors and institutions involved in drafting local environmental policies.
2. The role of public participation and industrial stakeholders in shaping policy content.
3. The capacity of local government in using data and analysis to support decision-making.

Theoretically, the study is guided by the Heuristic Stages Model of the Policy Cycle and the Advocacy Coalition Framework (ACF), emphasizing the interaction of beliefs, coalitions, and institutional arrangements in policy change

(Sabatier, 1999). Understanding the dynamics of policy formulation in an industrial setting like Cilegon offers important lessons for balancing development and environmental sustainability at the local level.

2. METHOD

This study employed a **qualitative case study approach** to explore the formulation of environmental policies in Cilegon City. The case study method is suitable for understanding complex, context-bound policy processes involving multiple stakeholders and institutional layers.

Data collection was conducted through semi-structured interviews, document analysis, and limited observation. The research was carried out between February and November 2021. A total of **12 key informants** were selected purposively, including:

- Officials from the Environmental Agency of Cilegon City (Dinas Lingkungan Hidup)
- Members of the Local Parliament (DPRD Kota Cilegon) involved in environmental legislation
- Representatives from major industries (e.g., Krakatau Steel, Chandra Asri)
- NGO activists and environmental watchdogs
- Community leaders in affected neighborhoods

Documents analyzed included drafts of the local regulations (Ranperda), minutes of public hearings

(Rapat Dengar Pendapat), Environmental Impact Assessments (AMDAL), and planning documents such as the Cilegon RPJMD (2020–2025). Data analysis was conducted using thematic coding following the **Miles and Huberman (1994)** framework. Coding themes were derived from the theoretical lens of policy formulation, including stakeholder engagement, evidence use, institutional roles, and political dynamics.

Triangulation was achieved by comparing insights across interviews, documents, and field notes to enhance credibility. Ethical clearance was obtained through academic procedures, and participants gave informed consent prior to data collection. This methodology allows for in-depth understanding of how environmental policies are shaped in a politically and economically strategic city like Cilegon, where industrial interests and sustainability concerns often collide.

3. RESULTS AND DISCUSSION

3.1 Stakeholder Involvement in Policy Drafting

The formulation of environmental regulations in Cilegon involves multiple actors, including government agencies, local legislators, industrial representatives, and civil society organizations. While formal mechanisms for public hearings exist, the study found that participation is often symbolic. Industrial actors tend to dominate the process due to their economic influence and access to policymakers, while community voices are underrepresented.

3.2 Use of Scientific Evidence and Data

One of the critical findings of this research is the limited use of scientific data in the drafting process. Although Environmental Impact Assessments (AMDAL) are legally required, they are not always fully integrated into policymaking. Interviews with stakeholders revealed that policy drafts are often based on precedent rather than new data. This results in reactive rather than preventive regulation.

3.3 Institutional Coordination and Bureaucratic Dynamics

The Environmental Agency of Cilegon is the lead institution in policy formulation, but inter-agency coordination remains weak. The Department of Industry and Planning Board (Bappeda) are only occasionally involved. Fragmented mandates lead to overlaps and confusion in policy implementation planning. This hampers the integration of environmental goals into broader development agendas.

3.4 Political Influences and Legislative Dynamics

The legislative process in DPRD is influenced by political considerations. Environmental policies that are seen as potentially limiting industrial growth often face resistance. As such, regulations are sometimes watered down or delayed. Legislators interviewed in this study emphasized the need to balance environmental protection with local economic interests, reflecting the political tension inherent in policy formulation.

3.5 Public Participation and Transparency

Although the city government holds public consultation forums, the findings indicate that participation is limited in scope and accessibility. NGO representatives often struggle to obtain drafts or timely invitations. There is also a lack of public awareness campaigns to educate residents on environmental issues and their right to contribute to policymaking.

Overall, the findings suggest that the policy formulation process in Cilegon is constrained by institutional, political, and resource-based challenges. The dominance of industrial actors and weak participatory mechanisms limit the inclusivity and environmental ambition of the resulting regulations. Strengthening coordination, evidence use, and civic engagement are critical to improving the quality of policy outcomes.

4. CONCLUSION

This study concludes that the formulation of environmental policies in Cilegon City remains heavily influenced by the dominance of industrial interests, limited scientific data utilization, weak inter-agency coordination, and restricted civic participation. Although formal policy procedures are followed, the substantive quality and inclusiveness of the regulations are constrained.

Improving the formulation process requires a more proactive role

from local environmental agencies, better coordination with planning and industrial departments, and structured mechanisms for public consultation. Policymakers must also invest in evidence-based planning by integrating AMDAL findings and environmental data into early drafting stages.

To create environmentally sustainable industrial governance, there must be a shift toward participatory, transparent, and data-driven policymaking. Strengthening institutional capacity and increasing political will for environmental protection are critical for future improvements. Future research may explore how policy learning from other industrial cities could inform more balanced regulation in Cilegon, especially regarding climate adaptation and sustainable industry planning

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