COLLABORATIVE GOVERNANCE OF WASTE MANAGEMENT

IN DKI JAKARTA PROVINCE

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ABSTRACT

The focus of this research is to study governance collaboration in waste management by taking a case in the city of DKI Jakarta. This study is important because empirically, collaborative governance in waste management is implemented through the involvement of BUMD (PT. Jakpro), Private Sector, Community, Local Parliament (DPRD), and related stakeholders. The formulation of the problem in this research is detailed in several questions, which are collaborative governance, internal and external factors that support, strategies and models of institutional design in collaborative management of modern waste management that are expected to be applied in the region in the future. The results of this study are: 1) initial conditions readiness, collaborative governance processes, facilitative leadership and institutional design in modern waste processing; and 2) Development of collaborative organizational design models in waste management. The result of the analysis found collaborative governance model of institutional design between government, private sector and society by applying the MAURITS Model covering Modern, Authority, Understanding, Review, Innovation Process, Transparency and Sustainable Development Goals to realize the goal of collaborating modern waste management in DKI Jakarta.

I. PREFACE

DKI Jakarta as the capital city of Indonesia has a high level of growth both in terms of economy, population, social development and so on. The economic growth requires the existence of adequate supporting infrastructure to sustain the rapid progress and needs in increasing investment in DKI Jakarta Province. Regarding efforts to organize and provide adequate and qualified infrastructure services, DKI Jakarta Provincial Government currently has 6 (six) (strategic) infrastructure projects whose targets will be built in stages with the required investment of IDR 492 trillion, ONE of the strategic mega projects is the management of Waste and Wastewater, which has a budget allocation of 40 trillion Rupiah. DKI Jakarta Provincial Government has had a Waste Master Plan compiled in 1987 for the period of 1987–2005 and 2005–2025. To accommodate changes such as the current condition of the City of Jakarta and carry out the mandate of Republic of Indonesia Law Number 18 Year 2008 concerning Waste Management and DKI Jakarta Provincial Spatial Planning in 2030, adjustments to policies in the management of DKI Jakarta Province waste are needed as a reference for the implementation.

One of the problems faced by the Provincial Government of DKI Jakarta related to waste services includes the waste that is not maximally managed in an integrated manner as stipulated in Regional Regulation Number 5 Year 1988 concerning Hygiene in the Special Capital Region of Jakarta. Judging from the process, the waste is transported to the Final Processing Site...
(TPA) to then be stockpiled. Waste originates from households, markets, industries, etc., which are transported to TPA without going through the sorting and handling process first. In addition, waste management carried out so far has not been in accordance with the mandate of Law Number 18 of 2008 concerning Waste Management, because it has not paid attention to the process of sorting and handling in a sustainable and environmentally sound manner, so that it can have negative impact on public health.

Waste management carried out in DKI Jakarta through PT JAKPRO as a state-owned enterprise (BUMD) has become an investment vehicle for the private sector in investing in waste management in DKI Jakarta. The strategy is a solution for DKI Jakarta waste management, which has been carried out entirely by the government, which is directly handled by technical areas, in the form of retribution collection, collection from waste sources to temporary disposal site, and transportation to the final processing site. Even though waste management by relying on handling by the local government in a self-managed manner without involving other parties will not be effective, so that the involvement of the private sector and the community in collaboration is needed. In fact, DKI Jakarta Provincial Government has had poor experience in implementing collaborative policies in waste management governance, Mulyadin, Iqbal, Ariawan (2018: 179) arguing that the collaboration policy in the management of waste management in DKI Jakarta Provincial Government has caused conflict. The conflicting parties in the policy include the Provincial Government of DKI Jakarta, Commission D of the DKI Jakarta DPRD, PT. Godang Tua Jaya, and Commission A of the Bekasi City DPRD (Mulyadin, Iqbal and Ariawan, 2018: 179).

Efforts to overcome various DKI Jakarta waste problems are very much needed by enterprise and response through a form of cooperation by involving relevant stakeholders. Forms of cooperation between stakeholders that involve local governments, private sector, and the community can be interpreted as collaborative governance. Collaboration prioritizes interaction, compromise of several actors involved, both individuals, groups, organizations or institutions both directly and indirectly who accept the consequences or benefits.

Regarding the problems of collaborative governance as stated above, this research is based on the Collaborative Governance Theory presented by Ansell and Gash (2007: 534) which states that: collaborative governance is very well done by involving multi-parties (government, private and community) in public services. This is also in line with the principle of implementing regional autonomy to overcome the problem of range control services to the community. In line with the collaborative governance model as stated (Ansell, Chris & Gash, 2007: 550–561), it consists of 4 (four) main variables, namely 1) initial conditions, 2) collaborative processes, 3) facilitative leadership, and 4) institutional design.

II. RESEARCH METHODOLOGY

This research uses qualitative approach, which is a research that produces significant research according to data and information in the field. The research process includes the process of drafting research designs, listing statements / research questions and collecting data sourced from informants and respondents through qualitative interviews, qualitative observation, inductive data analysis, constructing partial data into themes and then giving analysis and interpretation of
data in the form of data collectors, data processing and writing findings.

III. WASTE MANAGEMENT COLLABORATION GOVERNANCE IN DKI JAKARTA PROVINCE

Collaborative Governance, the First dimension is to analyze the starting conditions, namely to examine whether there are asymmetric power-knowledge or gaps that are very high in power and strength, resources or knowledge among various stakeholders who will collaborate and whether there is a history of the past, both factors that support and inhibit collaboration. This is needed to find out if there is a gap that is too large, so that it can be assessed whether the starting condition will determine from the start that the collaboration runs to the maximum or vice versa. The Second Dimension is analyzing the collaboration process itself which is carried out through a dialogue process or face to face, so that it is expected to build the same trust and understanding with all stakeholders. The Third dimension concerns facilitative leadership. Leadership is the thing that holds the key in realizing the goals of the organization or institution in directing or empowering members or groups of organizations to be able to carry out their duties and responsibilities. In the context of the management of waste management in DKI Jakarta, several parties involved in the collaboration are the Department of Environment, State-owned enterprise (PT. Jakpro) and the Joint Venture Company PT. Jakarta Solusi Lestari (JSL) with private business partners (Fortum) and the community. The relevant stakeholders are the Ministry of Maritime Affairs, Ministry of Home Affairs, Ministry of Forestry and Environment, Ministry of Finance, Community Environment and Community Observer. It is hoped that the collaboration process in leading each meeting, face to face dialogue, building trust and moving participation for all actors involved or stakeholders can run optimally. The Fourth Dimension, is the institutional design or organizational design that supports the collaboration process, which is designed so that the organization has clarity of authority, working relationship patterns, implementing e-Government and e-Communication, in order to encourage participation, accountability and transparency in the process collaboration to achieve goals. Which are discussed as follows:

A. Starting Condition

Analysis of the initial conditions, that the problem of capability and quality of human resources is still coloring the collaboration of WTE / ITF waste management and the early history and background of collaboration in waste management at TPST Bantargebang (Bekasi City) until now still cause conflict and leaving various problems that have an impact on the sustainability of the strategic plan for the implementation of the regional development program of DKI Jakarta Province. Considering that at present, the DKI Jakarta Provincial Government through the Office of Environment has collaborated with PT. Jakarta Propertindo (PT Jakpro) which was appointed as the project implementer and PT Jakpro collaborated with Fortum Finland as a strategic partner for the construction of the Sunter ITF waste management facility. This is in line with the Grand Design of the DKI Jakarta Waste Management System and Presidential Regulation Number 35 of 2018, which appoints Jakarta as a pilot project for the implementation of Environmentally Friendly Waste-Based Power Plant Installation.

The WTE / ITF project will be known to anyone who has an interest in the governance process in waste management (WTE / ITF project). For this reason,
stakeholders must also be sensitive to the problems that are present around the area, care about problems and deal wisely so that collaborations that are successful are in accordance with what is expected together. In addition, in conducting a collaborative process, the actors or stakeholders concerned need to create situations and conditions that are objective, fair, wise and open. This is to make it easier to produce a decision and reach consensus. These stakeholders are the Provincial Government of DKI Jakarta through the Office of Environment, Bappeda, State-owned enterprise (PT. Jakpro and Joint Venture Company PT. Jakarta Solusi Lestari, Private (PT. Fortum), and NGOs Observing the Environment and Society. Relationships between Provincial Government, State-owned enterprise, the community, private sector and related stakeholders obtained equal position and formulated inputs for decision making, but opinions and suggestions from community members through Walhi still need dialogue and socialization related to Amdal, because the community in general needs their opinions and complaints to be heard. This is because the community, including investors, and no exception in collaboration have the influence and strength to bargain with local governments both in the decision-making process and in the implementation of the intended WTE / ITF project.

In addition, in carrying out the collaboration between the Provincial Government of DKI Jakarta and the Private Sector, it is necessary to have rules that are made to run the project, in this case is the Cooperation on the Implementation of WTE / ITF Projects in DKI Jakarta. In the process of collaboration between the DKI Jakarta Provincial Government and State-owned enterprise (PT. Jakpro) in partnership with PT. Jakarta Solusi Lestari (JSL) and Fortum have started to be prepared starting in 2012 and are currently in the process of signing a contract agreement (within a 25-year contract period) which according to the contract schedule is signed in June 2019.

B. Collaboration Process

The collaboration process must always describe the stages of developing agreements that explain how the phases of collaborative activities or cooperation are carried out between the Regional Government and Business Entities and Business Partners as well as Investors / Private and between Regional, Private and Community Governments starting from the pre-negotiation process, negotiation phase, arrived at the program / project implementation stage in this context in the context of organizing the DKI Jakarta WTE / ITF project. Collaborative Governance process as a concept must be able to integrate concepts in waste management associated with conditions and problems that occur both from the legality aspects of State-owned enterprise, feasibility of partnerships with the private sector, choosing the right technology with the concept of Waste to Energy based on environmentally friendly and stakeholder involvement in decision making while still paying attention to social conditions, characteristics of organizational culture, innovative thinking and taking risks. The waste management collaboration has been carried out based on the views of Ansell and Gash as follows:

1. The existence of face to face dialogue through meeting forums involving the Environmental Services, Bappeda, State-owned enterprise (PT. Jakpro) with business partners (PT. Jakarta Solusi Lestari), Private Sector (Fortum) and actors who are part of the internal Institutional Organization, investors, Ministries / Institutions (Central Government Agencies), and other stakeholders. This process has fulfilled
several collective agreements that have a positive impact on the development of the WTE / ITF project.

2. Participants in the forum also include actors outside the DKI Jakarta Provincial Government, such as Media, Universities, Notaries, NGOs, and the Association of Environmental Observer.

3. Participants from Ministries / Institutions (K / L) who are involved and have direct interest and influence in decision making and policy making, such as the Maritime Coordinating Ministry, Ministry of Environment, Ministry of State Secretary, Government Goods / Services Procurement Policy Agency, Ministry of Energy and Mineral Resources and PT. PLN.

4. Formally organized forums and meetings which are held to produce consensus and agreements accompanied by minutes of joint agreements or Memorandums of Understanding (MoU).

5. Collaboration that focuses on decision-making which oriented to problem solving such as solving legal product problems (regulation), land use and assets / regional property, feasibility studies and technology selection, contents of contract material, agreements electricity buying and selling with PT. PLN and so on.

The collaboration process by conducting face to face dialogue is to equalize understanding between actors or stakeholders, can be done through a process of knowledge management as well as the NonI SECI Model. However, in the implementation there were obstacles to the absence of participants or actors involved in decision making, resulting in socialization of new things or new understandings related to the collaboration of WTE / ITF waste management ineffective and had not yet achieved the objectives. The foregoing means that the process of socializing new knowledge or new policy directions on collaboration in the implementation of WTE / ITF (modern waste management) in DKI Jakarta has been running, so that members or groups of organizations present already have good understanding so that it helps in facilitating its implementation in work unit or organization respectively.

C. Leadership

Collaboration in decision making in a policy is needed so that a strategic plan that is prepared can be achieved in a consensus agreement by taking into account the aspects of togetherness, trust and acceptable to all parties involved in decision making. Related to this is facilitative and democratic leadership. Facilitative leadership models in solving strategic issues towards WTE / ITF projects are needed between through regulation arrangements that are used as operational bases for implementation, building trust, conducting regular and ongoing meetings to build dialogue and discussion for democratic decision making through deliberation and can be accepted by all stakeholders concerned, so that it can be beneficial for all.

The leadership that took place in the development of the Project began in the transition process of the Governor's leadership, where the implementation of the Presidential Regulation 35 of 2018 was carried out by the Governor's Acting at that time, namely Sumarsono who signed a Memorandum of Understanding between PT. JAKPRO, DKI Environmental Agency and FORTUM. Furthermore, the development of the project was continued in the Period of Definitive Governor Leadership of Anies Baswedan which was marked by the placing of the first stone attended by all interested parties. This
proves that the collaborative process has begun, only requires commitment and seriousness between the Chairperson and related actors or stakeholders so that they can truly realize the development of the WTE / ITF, because the process and stages have been delayed long enough.

**D. Organization Design**

Organizational design in the context of collaborative governance in waste management is the third dimension that explains that collaborative governance is a system designed by involving many actors or subject involved or multi-stakeholders, both government, local government, private sector, community, media, environmentalists, notary, state-owned enterprise related to modern waste management (WTE / ITF) issues in DKI Jakarta. Organizational design that is prepared in the collaborative governance is no longer conventional (non-partnership), which is only limited to cooperation between the government as a work owner and state-owned enterprise, business partners or the private sector as vendors or contractors. The importance of appropriate and effective organizational design in addition to supporting the resolution of obstacles, constraints and problems also provides clarity of each stakeholder in collaborative management of waste management in DKI Jakarta, including clarity as a Regional Work Unit responsible and becoming an actor involved in the implementation and control, clarity of legitimacy and access to the authority or power that underlies WTE / ITF waste management, the assignment given, the role of the facilitator and the ability of capability in determining how the collaboration process will work.

Regarding the collaboration between the implementation of the WTE / ITF project mentioned above, in general, the institutions involved only tend to apply a hierarchical structure to other institutions involved in collaboration, and even prioritize the relationship between the DKI Jakarta Provincial Government and state-owned enterprise, PT. Jakpro and Joint Venture Company (PT. Jakarta Solusi Lestari), Fortum, Ministry of Energy and Mineral Resources, PT. PLN and investors or lenders who are only vertically. While horizontally with the involvement of elements, other related Ministries / Agencies, the private sector and the community (Ministry of Home Affairs, Ministry of Maritime Affairs, Ministry of Finance, Ministry of Environment, Attorney General's Office, Notaries, Community Observers, NGOs, Universities, Consultants and Communities) have not been explicitly seen. Whereas the institutional relations involved in the collaboration process can fail, because there is a tendency that there is no multi-stakeholder involvement and generally tends to be vertical, so it is not suitable for collaboration which requires the need for horizontal organization between government, non-government, private sector, community, university and even media.

**IV. COLLABORATION GOVERNANCE INSTITUTIONAL MODEL**

Based on the previous discussion, the researcher designs the concepts that were discussed earlier to become the Collaborative Governance Institutional Model in DKI Jakarta Modern Waste Management, namely: MAURITS MODEL. The dimensions of the MAURITS MODEL can be explained as follows:

1. **Modern**, namely organizational or institutional design that members and actors involved in decision making must have an organizational culture that eliminates slow, rigid and mechanistic bureaucratic behavior, but
must be more flexible, capable, networking, professional and follow the dynamics of the New Public Management. Organizational design must also be supported by facilitative leadership to provide reinforcement in realizing trust between stakeholders and actors involved in collaborating with modern waste management.

2. **Authority**, which is to give authority to actors or stakeholders in accordance with the background of their respective organizations to act and make decisions with various risks and implement discretionary authority of the regional head while taking into account the principles of transparency and accountability. In the division of authority is accompanied by a clear division of tasks, but in the division of tasks is not interpreted as a division of work, but as a work unit, all of which are directed towards achieving goals accompanied by the principle of accountability.

3. **Understanding**, which is to build knowledge management to realize the similarity of attitudes, views and understandings between actors or stakeholders, so that various dynamics, obstacles and problems faced can be found the solutions together through consensus and deliberation. With the same understanding, it is expected to build trust between the government, local government, the private sector and the community in all policies, steps and actions taken through mutual agreement while still adhering to the principle of accountability.

4. **Review**, namely: evaluating all dimensions and collaborative processes comprehensively as feedback for improvement, so as to produce output and outcomes as expected. In reviewing the collaboration process, it aims to gather various information on ongoing stages and progress and decision making involving various actors or groups of organizations and related stakeholders. In conducting a review can be seen from the aspects of input, process and results (product). Review inputs include input in helping to organize decisions, determine existing resources, what alternatives are taken, what plans and strategies to achieve goals, and how procedures and work procedures to achieve them. The input review component includes: 1) Human resources, 2) Supporting facilities and equipment, 3) Funds or budget, and 4) Various procedures and rules needed.

5. **Transparency**. In general, transparency emphasizes that the government, the public and the private sector together can know or gain access to all information regarding government actions and policies. The institutional management of collaboration in waste management is very concerned with transparency, considering transparency is one of the important things and the most risky is causing problems so that transparency can be avoided corruption, suspicion among parties and can maintain trust between stakeholders concerned.

6. **Sustainable Development Goals**, namely the concept of collaboration must be understood as a process that has a long grace period. This is what distinguishes between collaboration and collaboration in a team. As a process, collaboration is an interaction between several people, groups and sustainable stakeholders. For this reason, collaboration aims to create in a sustainable development goals any decision-making in collaborative governance of modern waste
management that is aimed at realizing national strategic development policies through the development of electricity generation that is sourced from environmentally friendly and sustainable waste energy, and involves collaboration with non-governmental or private elements, the media, universities and the community observing the environment.

The institutional design of collaborative governance in waste management with the “MAURITS” Institutional Design Model is a modification of the model applied in Anshell and Gash’s collaborative governance, as illustrated below:

![Picture 4.1. MAURITS MODEL](source)

Source: Processed by Re

The “MAURITS” Institutional Design Model was developed to realize the competency and quality of regional government implementation from Anshel and Gash’s approach and the combination of Kybernologi development, because in every interest related to the government, business or private sector and society is a cultural unit. This is driven by three subcultures, namely economic subculture (SKE), power subculture (SKK), and social subculture (SKS). With the development of interactions between the three subcultures it is called governance, where there are communities, there are government and business or private sector, the role of the government in accordance with the position of the image in a small box, gives the meaning that in the future the role of the government will no longer be dominant, but should emphasize the function of the facilitator. The institutional design model “MAURITS” above at the stage of its application in the implementation of modern waste management in Indonesia, can be explained through the following scheme.
The institutional design model "MAURITS" is a strategy designed to meet the needs in the context of Collaborative Governance of Modern Waste Management in Regions by fulfilling the formulated criteria based on the development of Collaborative Governance theory, so as to produce the model adopted in other countries and adjust the dynamics, the complexity and problems that are being and will be faced by regional governments in the management of collaborative management of modern waste in the future.

The similarity of the institutional design model "MAURITS" with the Collaborative Governance theory from Anshell and Gash are as follows:

1. Elements that synergize in collaborative governance are generally the same, namely: regional government, business world and non-government or community.

2. Dialogue communication patterns and face-to-face, discussion or forum meetings that result in mutual agreement.

3. Supported by facilitative and democratic leadership.

4. Applying transparency in supporting the collaboration process between the actors involved or stakeholders, especially in making decisions, both budget transparency, transparency of program goals and objectives, transparency of information needed, thus creating a sense of mutual trust between the government, the private sector and the community.

5. Regional governments in cooperating with business entities or the private sector and the community, each party collaborates with equalization of understanding, unification of policies, strategies, programs and activities in order to achieve common goals.

6. Community, business world and community are integrated because of the mutually agreed upon values.
7. The object of collaboration includes matters that are the responsibility of autonomous regional government, resources, regional assets, and the provision of public services.

V. CONCLUSION

The process of collaborative governance in waste management in DKI Jakarta Province is still conventional in nature, which is shown by the leadership control that is still very large, the barriers to knowledge development (management knowledge) in organizations, making collaboration governance too bureaucratic, rigid and slow, waiting for the direction of the leadership, and still lacking the ability to build networking in waste management in the DKI Jakarta Province. Efforts to implement collaborative governance in DKI Jakarta Provincial waste management are summarized in the "MAURITS" Model, which includes dimensions: Modern, Authority, Understanding, Review, Innovation Process, Transparent, and Sustainable Development, which are institutional models designed to meet the demands of global development by adopting applications in other countries and adjusting the dynamics, complexity and problems that are being and will be faced by local governments in implementing the governance of collaborative management of modern waste in the future.

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