EVALUATION OF WASTE MANAGEMENT THROUGH A STAKEHOLDER APPROACH

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Abstract
Waste management issues in Merauke Regency are complex, involving not only technical aspects but also institutional, social, and governance dimensions among stakeholders. This study aims to identify the actors involved, analyze their relationships and interests, and identify the obstacles to collaboration in regional waste management. The study employed a descriptive qualitative approach, with data collected through in-depth interviews, observations, and document analysis. Data were analyzed using the interactive model developed by Miles, Huberman, and Saldaña. The findings indicate that waste management in Merauke Regency involves various actors, including local government, communities, the informal and private sectors, non-governmental organizations (NGOs), and academics. However, the implementation of each actor's role remains suboptimal and tends to be fragmented. The main challenges are weak coordination, communication, and integration among stakeholders, particularly between Dinas Lingkungan Hidup Kabupaten Merauke and village governments, as well as low levels of community participation in waste management. Furthermore, the roles of the private sector and the utilization of scientific research findings have not been optimally integrated into regional policies. An analysis using the 4R approach (Rights, Responsibilities, Revenues, and Relationships) indicates that relationships constitute a major weakness in the regional waste management system. Therefore, strengthening the collaborative governance model is essential through improved coordination, community empowerment, the integration of knowledge-based actors, and the development of cross-sectoral partnerships.

Keywords: *Collaboration, Institution, Stakeholder, Waste Management*.

Introduction

The issue of waste is a global challenge that is becoming increasingly complex, especially in regions experiencing rapid population growth and economic activity. In Indonesia, the issue of waste management is not only related to the technical aspects of collection and disposal, but also to social, institutional, and governance dimensions that involve many stakeholders. Merauke Regency, as one of the autonomous regions at the easternmost tip of Indonesia, faces similar challenges but with distinctive local characteristics. As a vast region and the center of governmental and economic activity

in South Papua Province, Merauke has seen an increase in waste generation from households, traditional markets, and urban activities. According to data from Dinas Lingkungan Hidup Kabupaten Merauke (2025), the volume of waste amounts to approximately 56.62 metric tons per day, which can be transported to the Bokem Final Disposal Site (Dinas Lingkungan Hidup Kabupaten Merauke, 2025). This situation is exacerbated by the public's lack of awareness regarding waste collection fees. Currently, the number of households paying these fees stands at approximately 12,000, which is less than 75% of Merauke's population.

The local government has issued Merauke Regency Local Regulation Number 5 of 2014 on Waste Management. The regulation governs waste management, which should be carried out in an integrated manner involving the government, the public, and the private sector through an approach focused on waste reduction and management. The regulation also emphasizes the importance of public participation, the obligation to pay waste management service fees, and the provision of adequate facilities and infrastructure by local governments. However, in practice, there are still various issues that reveal a gap between normative provisions and empirical conditions on the ground.

The current state of waste management in Merauke Regency is characterized by a lack of oversight from both the community and local government authorities. In contrast, in other regions, waste management has become a critical concern and has spurred public participation in the various stages of the waste management process. For example, the results of a study by Tsuroyya et al. in Serang City show that waste management in the capital of Banten Province can be more effective and sustainable when community participation increases. One way this participation can be realized is through community oversight of the waste management carried out by the Serang City government (Tsuroyya et al., 2026).

One of the main problems is the lack of optimal community participation, as mandated by the local regulations. This is evident from the still-low number of residents subscribing to waste collection services, leading many to dispose of their trash indiscriminately on vacant lots, along roadsides, or in other open areas. This situation indicates that the public's responsibility for waste management has not yet been fully fulfilled. In fact, according to research conducted by Sulistiyorini et al., community participation plays a crucial role in optimizing waste management in urban areas. Waste managed with community involvement has great potential to avoid becoming a social and environmental problem for the community, government authorities, and other social entities (Sulistiyorini et al., 2015).

Furthermore, from the perspective of local governments, the provision of waste management services as stipulated in local regulations has not yet been fully optimized. Limitations in the waste collection fleet, a shortage of temporary waste collection sites, and uneven service coverage have resulted in some areas not being served to their full potential. Consequently, waste has accumulated in residential areas, and delays in collection have led to complaints from the public.

Another issue that can be identified is that the business sector has not yet played an optimal role in supporting waste management—whether through investment, technological innovation, or corporate social responsibility (CSR) programs—as called for in the regulations. In addition, the implementation of waste reduction principles through the 3R concept (reduce, reuse, recycle) remains very limited.

Thus, although Regional Regulation No. 5 of 2014 has provided a clear regulatory framework, its implementation still faces various challenges. This gap between regulation and practice serves as an important basis for further study, particularly in examining how the roles and relationships among stakeholders can be optimized in waste management in Merauke Regency (*Peraturan Daerah Kabupaten Merauke Nomor 5 Tahun 2014 Tentang Pengelolaan Sampah, 2014*).

Method

This study employs a descriptive qualitative approach, which aims to provide an in-depth description of social phenomena based on the experiences and perceptions of the actors involved (Earl Babbie, 2008). The issue of low community participation in waste management falls within the domain of social phenomena rooted in the experiences and perceptions of the actors involved; therefore, the researcher decided to use a descriptive qualitative approach. The research was conducted in Merauke Regency, focusing on urban areas in Merauke District and the Bokem Landfill, which serve as centers of community activity and the primary sources of waste generation.

Primary data was collected through in-depth interviews with informants from Dinas Lingkungan Hidup Kabupaten Merauke, district and subdistrict governments, market managers, community leaders, recycling operators, and community-based organizations. Secondary data was obtained from official local government documents, Dinas Lingkungan Hidup Kabuapten Merauke activity reports, and literature on waste management and environmental governance.

Data analysis was conducted interactively following the model Miles and Huberman through three stages: data reduction, data presentation, and drawing conclusions (Miles, M. B., Huberman, A. M. & Johnny, 2014). Data validity was ensured through source and method triangulation as well as discussions of the results with key informants.

Result and Discussion

Result

1. Overview of Waste Management in Merauke Regency

The current state of waste management in Merauke Regency reveals increasingly complex challenges due to rising waste generation and a service system that has yet to reach optimal performance. Data from Dinas Lingkungan Hidup Kabupaten Merauke show that waste generation in Merauke has increased significantly, from approximately 40–45 metric tons per day in 2024 to about 56–62 metric tons per day in 2025; in fact, some recent reports indicate it is approaching 100 metric tons per day (Dinas Lingkungan Hidup Kabupaten Merauke, 2025). This increase is driven by population growth, urbanization, and rising economic activity in urban areas. However, this rise in waste generation has not been matched by adequate waste management capacity.

One of the main issues is the low coverage of waste management services, as reflected in the still-limited number of residents subscribing to waste collection services. Data from Dinas Lingkungan Hidup Kabupaten Merauke shows that the number of households paying waste collection fees is only around 12,000, which means it does not yet cover the entire urban population (Dinas Lingkungan Hidup Kabupaten Merauke, 2025). This situation demonstrates that community participation in waste management remains very minimal. Yet community participation is a crucial component in

implementing government programs, as genuine community involvement directly impacts the benefits the program delivers to the community (Irawan, 2019).

This phenomenon has even become a fairly serious problem, as evidenced by the proliferation of illegal dumping sites—such as vacant lots, roadsides, and other open areas. Empirically, this situation is also consistent with the findings of previous research, which show that most uncollected trash is ultimately dumped in vacant lots or rivers, or burned by residents.

On the other hand, residents who have subscribed to waste collection services still face issues with service quality. Limited vehicle fleets and human resources mean that waste collection is not yet operating optimally, often resulting in delays. This leads to waste piling up in front of residents' homes for extended periods, causing unpleasant odors and posing potential health risks.

In addition, infrastructure limitations have further exacerbated the situation. The uneven distribution of Temporary Collection Sites and the limited number of collection vehicles mean that not all areas are adequately served. In fact, data shows that the percentage of waste collected remains relatively low, at around 15–33% of total waste generated. This highlights a significant gap between the volume of waste generated and the capacity of the available waste management system.

Overall, waste management issues in Merauke Regency are currently characterized by high waste generation, low service coverage, widespread illegal dumping, and suboptimal waste collection services. These conditions indicate that Merauke's waste problems are not solely caused by technical factors but are also closely linked to institutional issues, infrastructure limitations, and low community participation, thereby requiring a more integrated and collaborative management approach.

However, according to the head of Dinas Lingkungan Hidup Kabupaten Merauke, at the beginning of 2026, there was an increase in the waste collection fleet. This expansion was made possible by support from the local government and the ministry. Nine units were provided by the local government, while one additional unit came from a ministry grant. This expansion is expected to strengthen waste management services in urban areas and residential communities across Merauke Regency.

2. Stakeholder Analysis in Waste Management

A stakeholder analysis was conducted to identify the actors involved in waste management in Merauke Regency, along with their interests, influence, and roles. Stakeholders in this context may also be referred to as interested parties. According to Borrini-Feyerabend, stakeholders are defined as individuals, community groups, and government agencies that have an interest in and/or the authority to play a role in the management of natural resources (Borrini-Feyerabend et al., 2007).

In general, there are three main groups that act as stakeholders in urban waste management, namely (Azam & Ali, 2004): public sector agencies (central and local governments), the private sector, and the public or communities, who both generate waste and are both participants in and beneficiaries of waste management.

a. Local Government

In waste management in Merauke Regency, the local government is the key actor with a strategic role, particularly through Dinas Lingkungan Hidup Kabupaten Merauke and the village administrations. The DLH serves as the leading sector responsible for policy formulation, the provision of facilities and infrastructure, and the technical implementation of waste collection and management. Meanwhile, the village

governments play a vital role as the government's frontline in engaging the community, particularly in terms of public outreach, community organization, and oversight at the local level.

However, based on field findings, coordination between the DLH and the sub-district offices has not been optimal. Coordination remains limited and has not been established within a structured and sustainable system. In some cases, the sub-district authorities are not actively involved in planning waste management programs, resulting in less effective implementation at the community level. This leads to a lack of alignment between policies established at the regency level and the actual conditions on the ground.

Furthermore, this lack of coordination is also evident in the absence of clear and regular communication mechanisms between the Dinas Lingkungan Hidup Kabupeten Merauke and the sub-districts. Information regarding waste collection schedules, sanitation programs, and new policies is often not fully communicated to sub-district officials. As a result, sub-districts face difficulties in coordinating with the community and optimizing their role in supporting waste management programs.

These conditions indicate that the relationships among local government actors in waste management in Merauke Regency still face challenges in terms of institutional arrangements and coordination. In fact, synergy between Dinas Lingkungan Hidup Kabupaten Merauke and the urban villages is crucial for creating an effective and sustainable waste management system. Therefore, it is necessary to strengthen coordination mechanisms through regular communication forums, a clear division of roles, and program integration between Dinas Lingkungan Hidup Kabupaten Merauke and the urban villages so that waste management can operate more effectively.

In addition to Dinas Lingkungan Hidup Kabupaten Merauke and the sub-district offices in Merauke Regency, Bank Papua is committed to supporting sustainable development and environmental conservation through its Corporate Social Responsibility (CSR) program, "Sahabat Bersih." Through this program, Bank Papua donated 11 (eleven) three-wheeled garbage collection vehicles to the Merauke Regency Government.

The CSR aid handover event was held in conjunction with the "SAPA Merauke" (Synergy of Caring Actions for a Clean Merauke) initiative, which involved representatives from 11 urban villages across Merauke District. This series of activities aims to raise public awareness and encourage active community participation in waste management at the source, while also creating a clean, healthy, and sustainable environment.

It is hoped that these three-wheeled garbage collection vehicles will help improve the performance of Dinas Lingkungan Hidup Kabupaten Merauke, particularly in waste management and collection in urban villages, so that environmental sanitation services can operate more effectively.



Figure 1. Three-Wheeled Garbage Collection Vehicle provided by Bank Papua
Source : (Dinas Lingkungan Hidup Kabupaten Merauke, 2025)

b. Community

Community members play a central role in waste management, as the community is not only a source of waste but also a key actor in the process of managing waste at the source. In the context of Merauke Regency, the community includes households, small business owners, and local communities that directly interact with waste-related issues on a daily basis. Therefore, the level of community participation is crucial to the success of the overall waste management system.

Based on field findings, community participation in waste management in Merauke Regency remains relatively low. This is evident from the community's habit of not separating organic and inorganic waste, as well as the prevalence of indiscriminate waste disposal practices, such as dumping waste on vacant lots, along quiet roadsides, or by burning it. This low level of participation is closely linked to the community's lack of awareness and understanding regarding the importance of proper waste management and its impact on the environment and public health.

In addition, public participation in government-initiated waste management programs remains limited. Some members of the public have not yet actively participated in waste collection services, whether due to cost, habit, or the perception that waste management is solely the government's responsibility. This situation indicates a gap in perception between the government and the public regarding their respective roles in waste management.

Merauke Regency—specifically, Dinas Lingkungan Hidup Kabupaten Merauke—has implemented a 2023 strategy involving the establishment of waste management groups, or "Waste Banks," in nine of the eleven urban villages in Merauke District as part of its waste management efforts. However, to date, only the Mandiri Prajurit Waste Bank group remains active.

On the other hand, there is actually great potential within the community to support community-based waste management, such as through collective efforts, waste banks, and 3R-based waste management (Reduce, Reuse, Recycle). However, this potential has

not been fully realized due to a lack of guidance, facilitation, and empowerment from relevant parties (Sopian et al., 2025).

Thus, it can be concluded that the community, as a stakeholder, plays a very important role, but this has not yet been matched by an adequate level of participation. Therefore, efforts are needed to raise awareness, provide ongoing education, and empower the community so that it can play an active role in waste management. Community-based and participatory approaches are key to strengthening the community's role as a primary actor in creating a sustainable waste management system in Merauke Regency.

c. Private-Sector

Private-sector actors involved in waste management in Merauke Regency can be categorized as either part of the formal or informal sectors, although their presence is relatively limited and they are not yet optimally organized. The private sector in question includes recycling businesses, used-goods collectors, and individuals or groups that utilize waste as an economic resource. In practice, the role of this sector is carried out more by informal actors than by large private companies.

Based on field findings, the presence of private/informal actors such as waste collectors contributes to reducing waste volume, particularly inorganic waste with economic value, such as plastic, bottles, and metal. Waste collectors serve as intermediaries between the community and the recycling distribution chain, purchasing waste from the community to resell it to larger entities. This activity indirectly supports the concept of circular economy-based waste management.

However, the role of the private/informal sector remains sporadic and has not yet been integrated into the waste management system administered by local governments. The lack of clear regulations, guidance, and formal partnerships between the government and business operators means that this sector's potential contribution has not been fully realized. In addition, limited access to technology, capital, and markets also poses a challenge to the development of waste management businesses at the local level.

On the other hand, there has been no significant involvement to date from the formal private sector—such as companies or industries—in supporting waste management in Merauke Regency, either through corporate social responsibility (CSR) programs or investments in the waste management sector. This indicates that there is still ample opportunity for collaboration between the government and the private sector.

Thus, private/informal sector actors have significant potential to support waste management, particularly in terms of waste reduction and the utilization of waste with economic value. However, this role has not been fully realized due to a lack of integration, capacity building, and policy support. Therefore, efforts are needed to build partnerships between the government and the private sector, as well as to strengthen the capacity of informal actors so they can make a more significant contribution to a sustainable waste management system in Merauke Regency.

d. Non-Governmental Organization and Academics

In addition to the government, the public, and the private sector, there are other actors that play an important role in waste management in Merauke Regency, namely non-governmental organizations (NGOs) and academic institutions. In this context, the international organization World Wide Fund for Nature (WWF), in collaboration with Universitas Musamus, has become one of the key actors in supporting data-driven waste management and scientific research.

The collaboration between WWF and Universitas Musamus took the form of a baseline study aimed at mapping the composition of waste, its sources, and community behavior regarding waste management. This study provides a comprehensive overview of the current state of waste management in Merauke Regency, which can then be used as a basis for formulating more targeted waste management policies and programs. The availability of this baseline data is crucial, given that effective waste management requires an evidence-based approach (evidence-based policy).

As part of an "epistemic community"—that is, a group of actors who possess expertise and authority in a particular field and play a role in influencing the policy-making process by providing scientific knowledge and analysis (Haas, 1992). In this context, these two actors serve not only as data collectors but also as providers of strategic recommendations that local governments can use to design more effective policy interventions.

Furthermore, the involvement of NGOs and academics also reflects the practice of "collaborative governance," in which waste management is no longer the sole responsibility of the government but involves various actors within a collaborative network. According to Provan & Kenis, the success of a collaborative network is largely determined by the clarity of roles, coordination mechanisms, and the level of trust among actors. In this context, WWF and Universitas Musamus serve as knowledge providers that support the government's role as a policymaker (Provan & Kenis, 2008).

However, based on field findings, the utilization of the baseline study's results has not yet been fully optimized to support waste management policies and implementation in Merauke Regency. This is due to the still-limited integration between scientific research findings and the decision-making process at the local government level. Furthermore, the lack of a formal mechanism governing the use of data and research findings in program planning is one of the obstacles to optimizing the role of academics and NGOs.

Thus, civil society organizations and academics play a strategic role in strengthening the waste management system by providing data, analysis, and science-based recommendations. However, for this role to have a more significant impact, greater synergy and integration between knowledge-based actors and local governments are needed. This can be achieved by establishing collaborative forums, improving communication among stakeholders, and strengthening mechanisms for utilizing research findings in the policy-making process.

Table 1. Stakeholder Analysis of Waste Management in Merauke Regency (The 4R Approach)

No.	Stakeholder	Rights	Responsibilities	Revenues	Relationships
1	**Dinas Lingkungan Hidup (DLH) Kabupaten Merauke**	Establishing waste policies and management	a. Drafting regulations b. Carrying out transportation and management c. Providing infrastructure	a. Efficiency in waste management b. Improved environmental quality c. Improved public service performance	Working directly with the sub-district, the community and the private sector
2	**Pemerintah Kelurahan**	Manages the Administrative Area and	a. Community coordination b. Program outreach	a. A cleaner local environment	There is interaction with the Dinas Lingkungan

		Environmental Cleanliness	c. Facilitation of sanitation activities	b. Increased community participation	Hidup and the community, but coordination remains weak
3	**Community (Household)**	Ensuring a clean environment and transportation services	a. Managing waste at the source b. Practicing the 3Rs c. Participating in programs	a. A healthy environment b. Reducing the risk of disease c. Potential economic value	Interacting with local neighborhoods and collectors, but participation remains low
4	**Community Groups (Waste Bank)**	Community-Based Waste Management	a. 3R Education b. Waste Bank Management c. Community Organization	a. Additional income b. Community capacity building	It interacts with the community and the government, but is not yet strongly integrated
5	**Collectors / Recyclers (Informal)**	Accessing and Utilizing Waste with Economic Value	a. Collecting and purchasing waste b. Distributing it to the recycling industry	a. Economic Benefits b. Strengthening the Circular Economy	Engaged with the community, but not yet formally connected to the government
6	**Private Sector (Company/ CSR)**	Participate in environmental programs	a. Financial support b. Technology providers c. CSR programs	a. Improved corporate image b. Opportunities for sustainable business	There is potential for engagement with the government and the public, but it has not yet been fully realized
7	**WWF (NGO)**	Accessing and utilizing environmental data	a. Baseline study b. Policy advocacy c. Program support	a. The Impact of Environmental Conservation b. Strengthening Data-Driven Programs	There are ties with academia and the government, but policy integration remains limited
8	**Universitas Musamus (Academics)**	Conducting scientific research and development	a. Scientific research b. Data providers and recommendation c. Community service	a. Advancement of science b. Contributions to public policy	In collaboration with NGO and the government, but the utilization of research findings has not yet been optimal

Discussion

Stakeholder Analysis in Waste Management in Merauke

Based on the results of stakeholder mapping using the 4R approach (Rights, Responsibilities, Revenues, and Relationships), it can be concluded that waste management in Merauke Regency has structurally involved various key actors, ranging from the local government, the community, and the informal sector to knowledge-based actors such as NGOs and academics. However, the presence of these actors has not yet fully resulted in an effective and integrated waste management system. The main problem lies not in the absence of stakeholders, but rather in the imbalance of relationships and the integration of roles among the various actors.

From the perspective of responsibilities, it is evident that the division of roles among stakeholders is, in theory, quite clear. Dinas Lingkungan Hidup Kabupaten Merauke serves as the primary regulator and operator, while the sub-district government acts as the coordinator at the local level, and the community manages waste at the source. In addition, the informal sector—such as waste collectors—also contributes to reducing waste volume through recycling-based economic activities. Theoretically, this situation reflects the principle of co-production in public services, in which the community and the government are jointly involved in the service delivery process (Ostrom, 1996). However, in practice, these responsibilities have not been carried out optimally because they are not supported by a strong coordination system.

The most prominent issue actually lies in the dimension of relationships among stakeholders. The findings indicate that coordination between the DLH and the urban village government remains weak and unstructured. This results in a lack of synchronization in policy implementation at the field level. Furthermore, the relationship between the government and the community remains top-down in nature, with the community tending to be positioned as the object of policy rather than as an active partner. This situation contradicts the principles of collaborative governance, which emphasize the importance of dialogue, trust, and shared commitment among actors in achieving public policy goals **(Ansell & Gash, 2007)**.

Nevertheless, there are positive signs emerging from the grassroots level, namely the existence of the Mandiri Waste Bank on Prajurit Street in Mandala Village, Merauke Regency, which is managed independently by the community. This initiative demonstrates that the community actually has the capacity and potential to play an active role in waste management, particularly in the areas of waste reduction and reuse (the 3Rs). This waste bank also reflects a concrete application of the circular economy concept, in which waste is no longer viewed merely as refuse but as a resource with economic value. However, the existence of this waste bank remains localized and has not yet been systematically integrated into regional waste management policies. This highlights a gap between community initiatives and institutional support from the government.

From a revenue perspective, the economic potential of waste management in Merauke is actually quite significant, particularly through recycling activities carried out by the community and the informal sector. However, this potential has not been fully realized due to the lack of a system capable of linking local economic actors with government policies. The limited involvement of the formal private sector is also one of the factors hindering the development of a circular economy in this region. In fact, from

a network governance perspective, the involvement of various cross-sectoral actors is essential for creating an efficient and sustainable system **(Provan & Kenis, 2008)**.

Meanwhile, from the perspective of rights, the community—as the party directly affected—should receive adequate waste management services and a clean and healthy environment. However, limited facilities and infrastructure, as well as a suboptimal management system, have prevented these rights from being fully realized. This highlights a gap between the rights the community should enjoy and the reality of the services provided on the ground.

Overall, this analysis shows that the main challenge in waste management in Merauke Regency lies in the weak integration among the 4R dimensions, particularly in the aspect of relationships. To address this, it is necessary to strengthen a collaborative model capable of connecting all stakeholders within an integrated system. The local government needs to act as a network manager that not only carries out regulatory functions but also facilitates interaction and collaboration among actors. On the other hand, community initiatives such as waste banks need to be supported and replicated as part of a community-based waste management strategy.

Thus, waste management in Merauke Regency requires a shift in approach—from a sectoral one to a collaborative and participatory one—by treating all stakeholders as equal partners in achieving a common goal: the creation of a sustainable waste management system.

Conclusion

Waste management in Merauke Regency does not fundamentally lack actors; rather, it lacks effective collaboration among stakeholders. Research findings indicate that although the government, the community, the informal sector, and knowledge-based actors are present and fulfilling their respective roles, the relationships among them remain fragmented, sector-specific, and have not yet been integrated into a cohesive system. This situation means that the significant potential possessed by each actor—in terms of authority, participation, and knowledge—has not yet been converted into optimal waste management performance.

The main weakness lies in the areas of relationships and coordination, which should form the foundation of a collaborative approach. When relationships among stakeholders are not firmly established, the resulting policies tend to be difficult to implement, community participation remains low, and knowledge-based innovations are not fully utilized. In fact, the existence of local initiatives such as the Mandiri Waste Bank in Mandala Village demonstrates that the community's capacity to transform itself into a key actor is already present; it simply has not yet received adequate systemic support.

Thus, the main challenge of waste management in Merauke Regency is not merely a technical issue or a matter of limited resources, but rather a matter of governance. Therefore, a paradigm shift is needed—from a top-down administrative approach toward a collaborative approach that is participatory, adaptive, and network-based. Without such a transformation, various waste management efforts risk remaining fragmented and unsustainable. Conversely, by strengthening collaboration and integration among stakeholders, Merauke Regency has a great opportunity to build a waste management system that is not only effective but also inclusive and sustainable.

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