

# COLLABORATIVE GOVERNANCE IN WASTE MANAGEMENT (Study In The Integrated Waste Management Site Of Tambakrejo Area, Sidoarjo Regency)

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## ABSTRACT

Sidoarjo Regency as one of the districts in East Java faces problems in waste management. Currently, Sidoarjo Regency has a high population density and has become an industrial area. This has in increasing the number of waste piles. To reduce the amount of waste pile at the TPA and the source, the government has built an Integrated Waste Management Site (TPST). This study aims to determine how the collaborative process between the government, the public, and the private sector is taking place in the TPST Tambakrejo area. The type of research used in this article is to use a qualitative approach. The results showed that the collaboration process at the TPST Tambakrejo area was up and running even though there were still obstacles. This research concludes that's collaborative governance has been running optimally. This can be seen from the collaboration aspects of Ansell and Gash.

**Keywords:** *collaborative governance; waste management; Tambakrejo*

## A. INTRODUCTION

All activities carried out by humans always produce solid waste or commonly known as garbage. Human activities are increasing day by day resulting in the resulting pile of waste also increases if the amount of landfills continues to rise without good waste management efforts, it will have an impact on environmental problems such as unpleasant odors, bad views, and even solid waste disposal. to waterways or rivers can cause flooding (Tangkasarong, 2017). One of the causes of high landfill waste is the increasing population growth rate. Coupled with the rapid flow of urbanization in an urban area, the activities of the people in that city will also increase.

Sidoarjo Regency as one of the districts in East Java is also facing solid waste problems. Currently, Sidoarjo Regency has a high population density and has become an industrial area. The population density level in Sidoarjo Regency is 3133.67 people. According to Rendy (2015:73), the rapid increase in population in urban areas has an impact on increasing the amount of waste produced. This statement is supported by Syarif Dongoran et al. (2018:48) namely, in line with the theory of growth, if the high population growth rate increases population

consumption, the direct impact is that the amount of waste such as waste produced by humans will increase every day. The development of the population in the Sidoarjo Regency during the last 5 years has always increased as evidenced by the data obtained from the Regional Office of the District Head of Sidoarjo Regency.

**Tabel. 1.1**  
**Total Population of Sidoarjo Regency**

Total Population / Person	Years
2.161.659	2015
2.207.589	2016
2.214.075	2017
2.238.069	2018
2.262.440	2019

Source: *Department of Population and Civil Registration Kab. Sidoarjo 2019*

In addition to the increasing population, Suyatmi & Mulasari (2014:8) believe that increasing population, urbanization, and industrialization in developing countries also contributed to the accumulation of waste. The number of industries in Sidoarjo Regency in 2018 was 34,802 companies. With this, Sidoarjo Regency is in the second-highest rank in East Java after Malang Regency which is in the first rank with 48,967 companies (Jatim.bps.go.id). Thus, causing Sidoarjo to become a special attraction for residents from other areas to make it a destination for urbanization. The increase in population and the number of existing industries have an impact on the volume of waste produced in the Sidoarjo Regency.

Waste management in Sidoarjo Regency itself is a serious problem. This is known from various kinds of news in online media such as, from the news, it can be interpreted that every day the volume of waste in Sidoarjo Regency is 1,200 tons, but only 485 tons can be managed by the Environmental and Cleanliness Service of Sidoarjo Regency so that there are around 715 tons of waste that cannot be handled in the community. By the news published in Supported, it is stated that a large amount of waste cannot be managed properly, one of which is due to the Final Disposal Site (TPA) in Sidoarjo only has one place, namely in Kupang Village, Jabon District. The condition of the landfill existing in Jabon covering an area of eight hectares is already over-capacity. Meanwhile, data from the Environmental and Sanitation Office of Sidoarjo Regency states that 2.2 million people in Sidoarjo Regency can produce 0.54 kg/person/day or equivalent to 1,240 tons/day every day. The conditions in this TPA are not proportional to the amount of waste generated per day due to the small land area, while Sidoarjo Regency has 18 sub-districts, 322 villages, and 31 sub-districts, so it is not effective to collect garbage.

Furthermore, the highest type of waste pile in Sidoarjo Regency is the type of household waste or abbreviated as SRT ( Strategic Policy of Sidoarjo Regency

in 2019). This type of waste is the result of daily household activities. Therefore, the community, as a waste producer, has a major role in solid waste management (Ministry of Public Works and Public Housing Kementerian Pekerjaan Umum dan Perumahan Rakyat, 2016:5).

The Sidoarjo Regency Government has made a strategy to reduce the number of waste piles in the landfill and from its source, namely, the community as regulated in the Regulation Sidoarjo Regency Region Number 6 of 2012 concerning Waste Management and Garbage Service Retribution / Cleaning. One form of this implementation is the construction of an integrated waste management site (TPST). This program was realized from 2007 to 2019 and is still ongoing. Then the local government also provides opportunities for the community and the business world to take an active role in waste management in Sidoarjo.

Of the many TPSTs in Sidoarjo Regency, this study focuses on the discussion of TPST in the Tambakrejo Area, Waru District. This is because of the 18 Districts in Sidoarjo Regency, Waru District which has the highest population density classification, which is 240,674 people/person (BPS Kab. Sidoarjo, 2019). Supported by a statement Rahman & Sentosa (2019:89) which explains that an increase in population density, means that the number of people per unit area increases, therefore the number of waste products per unit area also increases, so it can be said that in areas with high population density there is a concentration waste production. From this explanation, it can be understood that the population density in an area will affect the high volume of waste.

TPST in this area can be said to play a major role in waste management in Waru District because in addition to a large amount of land and can accommodate large waste residues, TPST This area has complete facilities and infrastructure compared to TPS / TPS3R in the village of Waru Subdistrict, so that starting from the collection, sorting, reuse, recycling, and processing of waste in Waru District are mostly carried out in TPST Tambakrejo Area. determine the number of embankments s The waste that will be sent to the Jabon TPA can accommodate 25,000 tons of waste every day from several villages in Waru District. However, because the location of this TPST is located in Tambakrejo Village, the amount of waste that enters is a lot from the village. So that researchers will specialize in research in Tambakrejo Village. Meanwhile, the waste that enters the TPST Tambakrejo area always exceeds its capacity by an average of 31,200 tons/day.

The implementation of the waste management process at TPST Tambakrejo Area, involves several stakeholders, namely the government, society, and the private sector. Cooperation or collaboration carried out by all these actors characterizes the existence of Collaborative Governance. According to Tilano & Suwitri (2019:3) Public Administration, collaborative governance is a new strategic model of government that involves various stakeholders or stakeholders simultaneously in a forum with government officials to make joint decisions aimed at resolving problems. which the government itself cannot deal with alone. Existing collaboration is used to describe formal, explicit, and collectively oriented cooperation in decision-making (Nasrulhaq, 2020:396).

In its implementation, the collaboration between the government, the public, and the private sector in waste management at the TPST Tambakrejo area have not been going well because the objectives of the TPST development have not been fully achieved. First, when viewed from the Tambakrejo Village Regulation Number 03 of 2017 concerning Waste Management and Retribution for Garbage and Cleanliness Services, it contains the objectives of the Tambakrejo Area TPST, one of which is to realize the vision of Tambakrejo Village, which is Zero Waste and can increase creativity and business opportunities for the economy and creative industry of rural communities. low-income earners. However, the waste problem is still a major problem in the Waru District area (Derapdesa.id, 2018).

The second problem is that the collaboration that occurs is only limited to their respective interests, there is no synergy between actors, namely the government, the private sector, and the community. Besides, there is a lack of socialization from the government to the community so that there are still many people who still do not understand waste management in their residential areas. Public awareness in Tambakrejo Village is still low, according to the results of an interview with Mr. Fachruddin Arrozi as the head of KSM Guna Lestari TPST Tambakrejo Area on October 22, 2020, "In fact, the most important obstacle is from the people who are not optimal, such as people who have not carried out waste sorting. Furthermore, it is difficult for the community to pay fees".

From some of these explanations, it can be seen that the waste management at TPST Tambakrejo area is not yet optimal and to achieve its goals, namely reducing the high volume of waste and changing people's awareness to be able to manage their waste into resources has also not been successful. Furthermore, researchers want to fill in the gaps in research that have never been done before. So, this study aims to find out how the existing collaboration process is. Because collaborative governance that involves the government, private sector, and society has a very important role in overcoming the waste problem in TPST Tambakrejo Area, Sidoarjo Regency.

## **B. LITERATURE REVIEW**

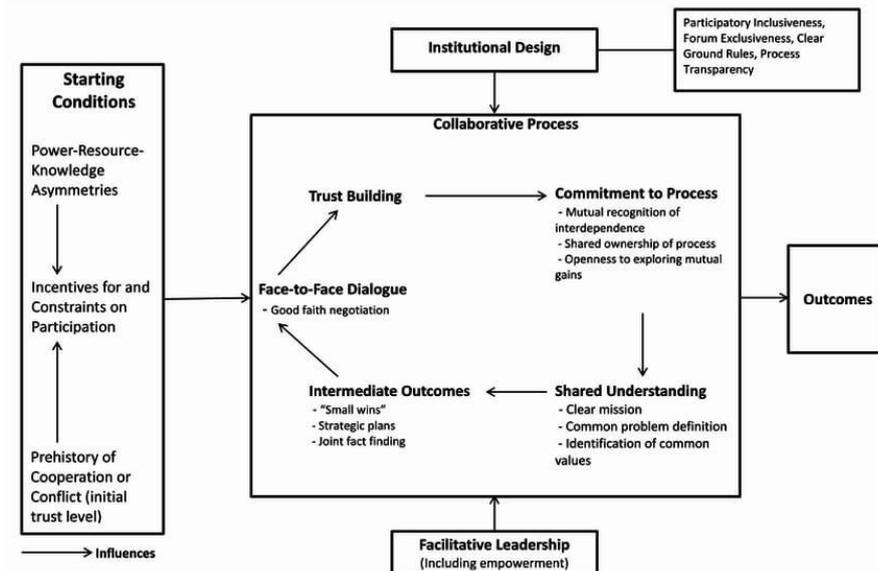
### **a. Governance**

According to the World Bank in Manaf (2016:5), governance is defined as "the way state power is used in managing economic and social resources for social development". Thus governance is a method, namely how state power is used to manage economic and social resources for community development.

### **b. Collaborative Governance**

In theory and practice, Ansell & Gash (2007) define collaborative governance as a control model in which one or more public institutions directly involve non-state stakeholders in a collective decision-making process that is formal, consensus-oriented, deliberative and aims to make or implementing public policies, managing public programs or public assets. So, it can be concluded that collaborative governance focuses on evaluating the results of the collaboration process rather than the results of policy or management. The following is a collaborative governance model according to Ansell & Gash (2007).

Picture 3. Model of Collaborative Governance Ansell and Gash



Sources: Ansell & Gash, 2007

This model has four broad variables, namely: initial conditions, institutional design, collaborative processes, and facilitative leadership. The collaboration process variable is considered as this variable in this model, while the initial conditions, institutional design, and facilitative leadership are considered important contributions or contexts in the collaboration process. The initial conditions are used to determine the level of trust is a problem/conflict, social capital which is used as a resource, and obligations carried out during the collaboration process. The institutional design sets the ground rules for the collaborative process. And, facilitative leadership that provides mediation and facilities during the collaboration process.

**c. Public Management**

Management has a close connotation with management. George R terry (2009:9) argues that management is the same as management so that management is understood as a differentiating process of planning, organizing, mobilizing, and controlling by utilizing both science and art to explain predetermined goals. From the above understanding, it can be concluded that what is meant by management/management is a series of activities consisting of planning, organizing, mobilizing, and controlling which aim to utilize human resources so that they are effective and efficient to achieve predetermined goals.

**d. Waste Management**

Sejati (2009:24) argues that waste management is all activities carried out to deal with it from its incidence to final disposal. Waste management activities include control of waste generation, waste collection, transfer and transport, processing, and final disposal. Every success of an activity program cannot be separated from management.

### **C. METHOD**

The type of research used in this article is to use a descriptive qualitative approach to provide a comprehensive picture, input, and recommendations to stakeholders involved in the process of collaborative governance in waste management in TPST Tambakrejo Area, Sidoarjo Regency. Data collection techniques in this study used observation blunt or disguised, semi-structured interviews and documentation to be taken in the form of document archives, recordings, photos of activities.

The informants in this study were selected using a purposive sampling technique consisting of an Environmental Officer for Waste Management in Sidoarjo Regency, the Secretary of Tambakrejo Village (Government), the Head of TPST for the Tambakrejo Area, the Deputy Chair for the TPST for the Tambakrejo Area, the Secretary for the TPST for the Tambakrejo Area, the Tambakrejo Village community (Public), Cooperation Intermediary PT.Pondok Tjandra Indah (Private). The technique of data analysis in this study used 4 lines, namely, data collection, data condensation, data presentation, drawing conclusions, and data validity using 2 triangulations, namely triangulation of sources and triangulation of techniques.

### **D. EXPLANATION**

#### **Collaborative Governance in Waste Management at TPST Tambakrejo Area**

One of the strategies of the Sidoarjo Regency Government is the development program for integrated waste management (TPST) in Tambakrejo Village, which began construction in 2016. However, it has only been actively and sustainably implemented in Tambakrejo Village since 2017. The purpose of this TPST development is that Waste reduction can be done from the source, namely the village community in Waru District.

Also, in waste management in the village of Tambakrejo, the author uses the governance model of collaborative Ansell & Gash (2007:544), namely, Starting conditions, facilitative leadership, Design institutional, Collaborative Process. The model can be reduced further into sub-sections. Where the collaborative process, is at the core of this model. While the initial conditions, institutional design, and facilitative leadership are defined as supporters who can make an important contribution to the collaborative process. This collaboration model was chosen because it describes in detail how the collaborative process is cyclical.

In addition, researchers used this theory because before the collaboration occurred in the waste management process in Tambakrejo Village, there were leadership activities, trust between actors, mutual commitment, and institutional structures. This characterizes practice collaborative. Besides, handling the waste problem at the TPST Tambakrejo area involves government and non-government cooperation which characterize practices governance.

#### **1. Starting Conditions**

Conditions can be interpreted as the beginning of before the collaboration that occurs to how the collaboration process between stakeholders can be established. According to Ansell & Gash ( 2007), this initial condition can be influenced by 3 things, namely, the imbalance of resources and knowledge

between collaboration actors, the existence of a clear incentive (motivation) aspect, the obstacles stakeholders to collaborate.

In this study, the motivational factors that cause actors to participate in the collaborative process originate from the inability of each stakeholder to overcome existing problems. The residents of Tambakrejo Village are not able to handle problems in their environment such as a lot of garbage which is increasingly unsolved every day, less greening in the area around the settlement which results in increased air pollution and flood problems. Furthermore, PT. Pondok Tjandra Indah is a company engaged in the property business, one of which is located in the Tambakrejo Village area. As stated in the regional regulation of the Sidoarjo Regency, companies in the property sector are obliged to manage the environment, including waste.

Meanwhile, the government's role in waste management is as a policymaker, conducts training and coaching, conducts supervision, and should provide the necessary facilities and infrastructure. So that the collaboration between the Government and TPST Tambakrejo Area and PT. Pondok Tjandra Indah is intertwined.

Then the imbalance of resources and knowledge can be seen from the low number of human resources who do not have the skills to carry out waste management. In the first 3 months of the establishment of TPST, it did not have facilities and infrastructure such as machines due to cost problems. So that the waste is still processed manually, namely from the cart, and then sorted by hand. This is not proportional to the workload of the people who work at TPST Tambakrejo Area. After the collaboration with the government and the private sector, the facilities and infrastructure slowly began to be fulfilled.

Furthermore, the factor that becomes an obstacle is the existence of social conflicts with the local village community. Ansell & Gash (2007) suggest that conflicts tend to create low levels of trust, which in turn will result in low levels of commitment, manipulation strategies, and dishonest communication. Muspawi (2004) in the journal of Reicoba et al. (2020) argues conflict can occur due to the objection of changes, power gaps, value systems, and valuations that are slightly different. Before the establishment of collaboration between stakeholders in handling waste in Tambakrejo Village, there were conflicts such as rejection from residents of 1 hamlet in Tambakrejo Village. Then, due to lack of land, the location of this TPST is on the border of the two villages, namely Tambakrejo Village and Tambak Sumur Village, which has also caused rejection from the village. After going through a convincing process and finding a solution for the two villages for a year, the TPST Tambakrejo area was built.

## **2. Facilitative Leadership**

Leadership is an important element in collaborative governance. In their journals, Ansell & Gash (2007:554) states "leadership is crucial for setting and maintaining clear ground rules, building trust, facilitating dialogue, and exploring mutual gains". According to Vagen and Huxman (2003) in Andryani (2019) thesis argues that leadership is used to empower and mobilize stakeholders to improve the collaboration process. Effective and responsible leadership will bring success in the collaborative process.

Collaborative actors in waste management at the TPST Tambakrejo area have carried out their respective roles by their main duties and functions. However, facilitative leadership is more dominant in the hands of the Non-Governmental Organization (KSM) for sustainability. So that the leadership role of the government and the private sector is still lacking in waste management. Furthermore, Vagen and Huxman (2003) in Andryani (2019) argue that in encouraging a collaborative process, leaders must often intervene in a more directive way to create an agenda. This is shown by the active and continuous efforts to mobilize actors to participate in collaborating. In its implementation, the Chairperson of KSM always holds forums to discuss waste management cooperation, evaluate employee performance and coordinate with government and non-government regarding waste management. In addition, the head of KSM is also active in attending meetings held by the community regarding the waste problem.

### **3. Institutional Design**

Design refers to the basic rules and procedures as well as transparent implementation in the collaborative process of Ansell & Gash (2007:555). The basis for waste management at TPST Tambakrejo Area is regulated by 4 regulations, namely Sidoarjo Regency Regulation Number 6 of 2012 concerning Waste Management and Garbage / Cleaning Service Retribution, Tambakrejo Perdes Number 03 the Year 2017 concerning Waste Management and Garbage and Cleanliness Service Retribution, Internal MOU between TPST Tambakrejo area with working communities and an MOU with PT. Pondok Tjandra Indah.

The regulation explains that one of the roles of the government is to provide training and guidance to TPST. However, the reality is that what happens in the field the government has never conducted training to the TPST regarding waste management.

Then, the institutional design at TPST Tambakrejo Area is not yet fully optimal. This is because the manager at TPST in the Tambakrejo area is a non-governmental organization (KSM), where KSM is not an institution that has a clear legal basis and rules. There are still many KSM members working in an orderly manner even though it has been regulated in the MOU. This is because the thinking pattern of the village community is still low and lacks strong commitment and motivation. So that this becomes one of the obstacles in the collaborative governance process in waste management.

### **4. Collaborative Process**

#### **a. Face To Face Dialogue**

In the collaborative process, according to Ansell & Gash (2007), all collaborative governance starts from a face-to-face dialogue between stakeholders, where this becomes the core of the process of building trust, mutual respect, mutual understanding, and commitment to the process.

From before it was built, until now, waste management at the TPST Tambakrejo area has often held meetings in the form of face-to-face dialogue forums to discuss waste management. The meeting can be in the form of an internal KSM working meeting which is held as needed or an annual meeting that must be attended by collaborators.

During the meeting discussed reports and performance evaluations of each collaborator in the waste management process for one year. Performance is very important to find out how far the employee's ability to carry out the tasks assigned to him (Kriswibowo et al., 2017). However, in the annual deliberations that were held, the presence of the private sector was still very minimal.

This face-to-face dialogue aims to share information, common goals and understand each other in dealing with waste management problems. The impact felt from the meeting between the actors of this collaboration is.

#### **b. Trust Building**

The process of building trust in waste management at the TPST Tambakrejo area is carried out with intense communication both formally and informally between collaborators. For example, formal communication is through coordination in implementing activities related to waste. Meanwhile, the informal form of communication is carried out by coordination via *WhatsApp*. This frequent communication strengthens trust between collaborators. However, it is known that the implementation of coordination in the form of socialization related to waste management and educating the community is still rarely carried out by collaborators with the people of Tambakrejo Village. This results in a lack of public trust in the collaborators.

Furthermore, transparency is also one way to build trust between collaborative actors in waste management at TPST Tambakrejo Area. The form of this transparency is performance reports and financial reports.

#### **c. Commitment to Process**

An activity will not be successful if the actors do not have a strong commitment to the implementation process. So if commitment from stakeholders is lacking, it will be a problem for Ansell & Gash, (2007:559). Besides, Arifin & Utami (2018) argue that actually commitment is a belief that collaborative governance will create benefits for each party and the public interest.

The commitment that was born in the process of collaborative governance in waste management in the TPST Tambakrejo area begins with the needs of each collaborative actor. The existence of this interest raises a strong commitment to solving existing problems. Commitment in the collaborative process, namely reducing the amount of waste residue that enters the Jabon TPA by carrying out effective and efficient waste management, and maintaining the environment such as rivers and roads to be free of garbage

#### **d. Shared Understanding**

Ansell & Gash (2007:550) suggest that stakeholders must have the same understanding of the collaboration, such as vision and mission, clear objectives, and alignment of core problems.

In practice, collaborators have the same understanding, namely to reduce the amount of waste generation by carrying out effective waste management. The form of efforts to build mutual understanding between collaborative actors is carried out by coordination and deliberation. However, the collaborators with the people of Tambakrejo Village still do not have the same understanding regarding the importance of managing waste from its source, and also the impact of littering. This is the main obstacle in the collaborative process of waste management at the

TPST Tambakrejo area, namely changing the community's understanding and mindset. The lack of understanding of the village community the due role of stakeholders to the minimal conducting socialization.

#### **e. Intermediate Outcomes**

Results obtained from the collaboration process with stakeholders in the TPST Tambakrejo area, namely the waste generation in Waru District can be handled even though there are still several complaints from the local village community regarding the late arrival of waste transportation. Furthermore, the waste management process at the TPST Tambakrejo area is quite optimal, judging by the amount of waste residue brought to the Jabon TPA according to the target.

The facilities and infrastructure needed at the TPST Tambakrejo area are always fulfilled. Then, the impact of frequency coordination and deliberation also increases the motivation of collaborators. So that stakeholders can increase productivity and trust will be built. Effective collaborative processes bring stability.

#### **E. CONCLUSION**

Based on the description of the research results that have been stated, it can be concluded that collaborative governance in waste management in the TPST Tambakrejo area is carried out between the Environmental and Cleanliness Service of Sidoarjo Regency, Tambakrejo Village Government, KSM Guna Lestari, PT. Pondok Tjandra Indah can be said to be quite optimal. This is because the collaborative governance process has been established and is running as evidenced by the existence of 1) The initial conditions for the formation of collaboration give rise to incentives to solve existing problems, causing stakeholders to have a strong commitment to the collaboration process. 2) facilitative leadership is only dominated by one collaborative actor 3) The institutional design at the TPST Tambakrejo area is not yet perfect 4) Face-to-face dialogue forums are held through regular deliberations 5) Build trust in the community is still lacking 6) Commitment to the process of stakeholders is strong 7) understanding with the community in waste management is still lacking. 8) The provisional results obtained are that the objective of the collaboration has been achieved but there are still obstacles and complaints from the community.

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