



# Implementation of Family Waste Retribution Policy to Improve Local Original Income in Jayapura City

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## Abstract

This study aims to analyze the implementation of the family waste service levy policy in Jayapura City and its contribution to increasing Local Revenue (PAD). This study also explores the supporting and inhibiting factors in the implementation of Local Regulation No. 33 of 2023. The method used is a qualitative descriptive approach with data collection techniques through interviews, documentation, and observation, which are then analyzed using George C. Edwards III's policy implementation model, covering communication indicators, resources, implementer disposition, and bureaucratic structure. The results of the study indicate that the implementation of the waste collection fee policy is not yet optimal. Revenue realization is still far below potential due to limitations in policy communication, insufficient socialization, low public awareness, and weak inter-agency coordination. However, there has been a significant increase in revenue realization from year to year, reflecting improvements in the system and public participation. The government has initiated innovations such as RT/RW-based socialization and digitization of the billing system. The study's conclusions indicate that the success of policy implementation depends on consistent communication, the quality of human resources, technological support, and bureaucratic commitment. It is recommended that the Jayapura City Government enhance human resource capacity, expand public education, and strengthen digital systems to optimize local revenue from the fee sector.

**Keywords:** Waste Collection Fees, Local Revenue, Jayapura City, George Edwards III

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## 1. Introduction

Locally Generated Revenue (PAD) is the primary source enabling local governments to independently fund various development programs and public services (Mahmudi, 2021). One important component of PAD is regional levies, which are regulated by the government to generate revenue from various services provided to the public, including sanitation, market, parking, and other fees (Putra & Mulyadi, 2020). Regional levies play a crucial role in supporting regional budgets independently without relying on funding allocations from the central government. However, the effective implementation of this regional levy policy depends on accountable and efficient governance to maximize revenue for development (Susanto, 2019).

Jayapura City is one of the cities in Papua that offers significant potential to increase PAD through optimizing its regional levy policy. In an effort to update the levy system to make it more effective and relevant to current developments, the Jayapura City Government issued Jayapura City Regional Regulation No. 33 of 2023 as the latest basis for levy management in the region. This new regulation is expected to strengthen the collection and management mechanisms for levies, in line with the increasing need for regional budgets to provide better

infrastructure and services. This step is crucial given the high dependence of local governments on transfers from the central government, which often hinders regional development.

This regional levy policy aims not only to increase local revenue (PAD) but also to strengthen the fiscal independence of Jayapura City. This case study on the implementation of Regional Regulation No. 33 of 2023 is crucial for assessing the policy's effectiveness and identifying factors that may support or hinder its success. Jayapura City faces several challenges related to this policy, such as public resistance to levy rate increases and limited adequate supporting facilities.

Effective communication between the government and the public has proven crucial in increasing public compliance with the levy policy, as well-communicated policies tend to be more acceptable to the public. Furthermore, the availability of resources, both human and infrastructure, significantly determines the effectiveness of this levy policy implementation. This study aims to evaluate the extent to which the Jayapura City government's communication with the public has supported or hindered public acceptance of this Regional Regulation.

Transparent and accountable levy management not only increases citizen compliance but also builds public trust in the government. This study seeks to provide a comprehensive overview of the challenges and strategies the Jayapura City government can adopt to maximize levy collection. In this context, the Jayapura City government's ability to provide quality services is crucial, as the public will be more motivated to pay levies if they perceive they directly benefit from the service.

The effectiveness of this policy requires robust technical and managerial support, including improving the competency of levy collectors so they can carry out their duties professionally. The regional levy policy in Jayapura City needs to be supported by policy innovations that not only comply with normative provisions but also consider the social and economic aspects of the community. This study is expected to provide not only an analysis of the success of the regional levy policy in Jayapura City but also identify obstacles encountered in its implementation. Through an integrated approach, this research will offer strategic recommendations for the Jayapura City government to increase regional revenue through improved levy policies.

This research also emphasizes the importance of public participation in the public policy process, where the government needs to establish transparent communication to ensure policies are better accepted by the public. In the long term, it is hoped that this levy policy can serve as a model for implementation in other regions in Papua, particularly those with significant potential to increase local revenue (PAD) through optimal levy management. The adoption of Regional Regulation No. 33 of 2023 demonstrates the government's commitment to managing local economic potential more optimally and responsibly.

One crucial aspect of implementing regional retribution policies is how they are disseminated to the public. Effective dissemination can raise public awareness of the benefits of retribution policies. This is crucial because the success of a policy depends heavily on public acceptance, particularly in the context of policies directly related to financial obligations, such as retribution. Regional Regulation No. 33 of 2023 focuses on updating retrIBUTions in line with local economic developments in Jayapura City, thus requiring an effective and adaptive dissemination approach tailored to the local community's circumstances.

The Jayapura City Government needs to prioritize transparency and accountability in managing regional retributions. Transparency in public financial management can increase public trust in the government. To achieve this transparency, the Jayapura City Government needs to provide easily accessible information to the public regarding the details of retribution fund usage. This will ensure the public is better informed and more likely to support the implemented retribution policy.

Regional Regulation No. 33 of 2023 also mandates innovation in the retribution collection system, such as utilizing information technology to record transactions digitally. Digital systems can reduce budget leakage and expedite administrative processes. The application of technology also allows the government to monitor the realization of levy revenue targets in real time. This innovation is a strategic step to increase efficiency and accountability in levy collection, particularly in Jayapura City, which is developing a technology-based governance system.

Furthermore, this policy requires support from various parties, including the government, private sector, and the general public. This cross-sector collaboration is crucial to ensure sustainable and comprehensive implementation. Collaboration is key to effective public policy implementation. The Jayapura City Government is expected to engage the private sector, particularly business actors directly involved in public services subject to levies, to participate in supporting this policy. This way, all parties have an active role in achieving the objectives of the levy policy.

This study also considers the challenges faced in implementing the levy policy in Jayapura City. One major challenge is the low level of public participation in paying levies, caused by a lack of understanding of the importance of levies' contribution to regional development. This demonstrates the need for the government to focus not only on levy collection but also on ongoing public education. This education should highlight how levies can directly benefit the community through improved public services.

Against this backdrop, this study aims to provide scientific contributions in the form of strategic recommendations for the Jayapura City government to improve the effectiveness of the implementation of Regional Regulation No. 33 of 2023. In the long term, the results of this study are expected to encourage the optimization of Regional Original Revenue (PAD) through fairer, more transparent, and accountable levies. Given the increasingly dynamic economic and social development in Papua, this levy policy is also expected to serve as a model that can be adapted by other regions with similar characteristics, particularly in eastern Indonesia, which has significant potential for PAD but is still under-utilized.

Research on household waste service levies has strategic relevance in increasing local revenue (PAD) while improving the quality of public services in Jayapura City. This levy, regulated by Law No. 28 of 2009 concerning Regional Taxes and Levies, is a crucial source of funding for local governments to support development. However, in Jayapura City, the contribution of waste levies to PAD remains relatively low, contributing only around 3%-5% of total PAD per year. The challenges faced include low public awareness of paying levies, a suboptimal collection system, and a mismatch between established rates and community capacity. Using the Fiscal Compliance theory approach, increased local revenue (PAD) from this sector can be achieved if the public sees transparency in the use of funds and direct benefits from the waste management services they receive. Therefore, innovations in the

management system are needed, such as the implementation of digital technology for levy collection and more intensive public campaigns.

The law comprehensively regulates waste management, including community involvement in management and financing. This regulation emphasizes that local governments have primary responsibility for implementing effective waste management, from waste reduction to waste handling. A key point of this regulation is encouraging active community participation, both in waste reduction at source and through the obligation to pay levies to support waste management financing. Thus, the community is not only a beneficiary but also part of the sustainable waste management solution.

Furthermore, Government Regulation 27/2020 regulates waste service levy rates, which must be adjusted to the community's economic capacity and adhere to the principle of fairness. Local governments are required to establish transparent and accountable tariff policies so that the public understands their contribution to supporting public services. This regulation also encourages the development of waste management technologies, such as waste-to-energy processing, which can improve management efficiency and add economic value. Implementing this regulation in Jayapura City could be a strategy to increase local revenue (PAD) through household waste levies, while simultaneously creating a clean and healthy urban environment.

The potential revenue from sanitation levies in Jayapura City has shown a relatively stable trend over the past five years, with values ranging from IDR 10.4 billion to IDR 12.14 billion. However, there is variation in revenue realization each year. In 2019, revenue realization only reached IDR 2.7 billion, or 25.66% of the set target. Meanwhile, in subsequent years, the percentage of revenue realization showed a consistent increase, reaching 46.88% in 2023.

This increase in revenue realization indicates improved efforts by the local government, particularly in the management and collection of sanitation levies. Factors contributing to this upward trend include improvements in the retribution administration system, increased public awareness of the importance of paying their obligations, and stricter oversight of the management of retribution funds. 2021 marked the beginning of positive growth, with revenue realization reaching over 38% of the target. This trend continued into 2023, with nearly half of the potential retribution target achieved.

However, challenges still need to be addressed to achieve the full potential target. The significant gap between potential and actual revenues indicates room for improvement, both in terms of operational management of sanitation services and increasing public compliance. Local governments can consider strategies such as digitizing levy payments, improving sanitation facilities, and conducting broader public awareness campaigns to encourage higher levy collection rates in the future.

The sanitation and household waste management levy in Jayapura City faces several significant challenges that hinder the optimization of regional revenue. One of the main issues is the revenue realization from the waste levy, which has not met its target. One contributing factor to the low revenue realization from the waste levy is the suboptimal performance of the Sanitation Agency in providing services to the public. Many residents feel that the services provided do not justify the fees they pay, making them reluctant to fulfill their levy payment obligations. Furthermore, ineffective coordination between the Sanitation Agency and the Regional Revenue Agency (Bapenda) is also a constraint. This slows down the levy collection

process and makes it difficult to achieve revenue targets. This weak coordination reflects the need for improved governance between relevant agencies to support the success of the waste levy policy.

In implementing the family waste levy policy, it is important to clarify the target recipients of the payment obligation, as not all families have the same economic capabilities. The government, through Regional Regulation No. 33 of 2023, needs to establish objective criteria for who is included in the mandatory payment group, taking into account welfare data from the DTKS (Regional Data Collection) or population data from the Social Services Agency. This aligns with the provisions of Government Regulation No. 27 of 2020, which emphasizes that waste service levy rates must take into account economic capabilities and the principle of fairness.

In an effort to increase retribution revenue, the Jayapura City Regional Revenue Agency (Bapenda) is conducting outreach to the community through the neighborhood association (RT/RW) levels in five districts. This initiative is expected to help each RT collect retribution effectively. By 2024, the government is targeting revenue from household waste retribution of IDR 15 billion, with a rate of IDR 50,000 per household per month. This outreach aims to increase public understanding of the importance of their contribution to supporting sustainable waste management and achieving the regional original revenue (PAD) target.

According to data from the Jayapura City Statistics Agency (BPS) (2023), the number of households reached approximately 75,000. If the retribution rate of IDR 50,000 per household per month were implemented across the board, the potential retribution revenue would reach IDR 45 billion per year, significantly exceeding the 2023 realization of IDR 5.4 billion. This means that the realization rate has only reached approximately 12% of the total potential based on the household population. The Jayapura City Government needs to establish economic criteria for households required to pay retribution. For example, only families with incomes above the City Minimum Wage (UMK) are charged the full rate, while poor families receive subsidies or exemptions from the levy through the Integrated Social Welfare Data (DTKS) verification mechanism.

The Jayapura City Government, through the Environment and Sanitation Agency (DLHK), also plans to implement a domestic waste levy policy in 2024. This policy is expected to raise public awareness of the need to pay the levy and support more effective waste management. However, the successful implementation of this policy depends heavily on active community participation and effective oversight by relevant authorities. Furthermore, ongoing education is needed to ensure the public understands the long-term benefits of paying this levy for environmental cleanliness.

Therefore, the implementation of the household waste and sanitation service levy in Jayapura City faces challenges in optimizing the performance of related agencies, low community participation, and suboptimal inter-agency coordination. To overcome these obstacles, a comprehensive approach is needed, including improving the quality of human resources, evaluating the levy tariff policy, law enforcement, and providing adequate facilities and infrastructure. This way, Jayapura City can optimize waste management and increase regional revenue from this sector.

Therefore, this research utilizes Edwards III's policy implementation theoretical framework, which includes indicators of communication, resources, implementer disposition or attitude, and bureaucratic structure. Through this analysis, it is hoped that elements that

are key to the success or failure of implementing Regional Regulation No. 33 of 2023 in Jayapura City concerning household waste service fees to increase Regional Original Income can be identified. Furthermore, this study also examines various best practices in the implementation of levy policies in other cities as comparative material that can enrich the research results.

## 2. Methods

The research method used is descriptive, employing George Edwards III's policy implementation model. This model is relevant to the research focus, which does not address external factors such as the environment. Edwards III's policy implementation model implies a close and reciprocal relationship between communication and bureaucratic structures, communication with sources, and sources with trends, all of which share a common goal: influencing the effectiveness of policy implementation. This research is a case study. The research location is where the researcher conducted the research to obtain data to address the problem. This research was conducted within the Jayapura City Regional Revenue Office.

The researcher did not limit the number of informants interviewed to ensure clear and accurate data. The selection of informants was based on their knowledge and competence in the required data and information. The researcher sought initial informants and then asked them to recommend subsequent informants, and so on, until they reached key informants. This technique is also known as the snowball technique. The informants involved in this study were those within the Jayapura City Regional Revenue Office, which implements the policy.

The research instrument is the tool used by the researcher to systematically and accurately collect data in accordance with the research objectives. In this study, the main instruments were an in-depth interview guide, a field observation guide, and a documentation format. The interview guide was developed in an open yet structured manner to allow the researcher to explore information from key informants, such as officials from the Sanitation Office, the Regional Development Planning Agency (Bappeda), and community leaders. Direct observations were conducted of the retribution collection process at the neighborhood unit (RT/RW) level and sanitation services to obtain factual data and compare it with the normative data stipulated in Regional Regulation No. 33 of 2023. Documentation included regulatory documents, regional revenue reports, and records of policy socialization activities.

These instruments were designed in accordance with a descriptive qualitative approach and refer to George C. Edwards III's policy implementation model, which emphasizes four key indicators: communication, resources, disposition, and bureaucratic structure. The validity of the instrument is strengthened through data triangulation across sources and methods, ensuring the reliability and accuracy of the collected data to support the analysis. The successful use of this instrument depends heavily on the researcher's skill in conducting in-depth data mining and a keen understanding of the social and political dynamics within the Jayapura City community.

Prior to field data collection, the researcher established four main indicators based on George C. Edwards III's theory: communication, resources, implementer disposition, and bureaucratic structure, as the focus of observations on the implementation of the household waste levy policy in Jayapura City. Operationally, the communication indicators will be observed through the way policy information is conveyed from the government to the public and between implementing agencies. The researcher will examine whether there has been

formal socialization regarding Regional Regulation No. 33 of 2023, the clarity of the information conveyed, and the communication media used (e.g., circulars, banners, neighborhood association meetings, or digital media). Furthermore, the extent of the community and field implementers' understanding of the policy's substance will be assessed.

For the resource indicator, observations will focus on the adequacy and competence of officers responsible for implementing the policy. This includes the number of personnel, the technical capabilities of officers, and the availability of facilities such as operational vehicles, billing systems, and budgets to support retribution collection activities. Regarding the disposition of implementers, researchers will observe the attitudes, commitment, and level of concern of implementers in the field, such as neighborhood units (RT/RW), DLHK officers, and Bappenda staff, regarding the task of implementing the policy. They will examine whether they fully support the policy or merely carry it out administratively without enthusiasm, and how they respond to challenges when faced with the community. Finally, regarding the bureaucratic structure, observations will be directed at the flow of coordination between agencies, the division of authority and tasks, the reporting system, and the procedures applied in policy implementation. Researchers will also examine whether the existing structure enables effective implementation or actually becomes an obstacle due to a rigid and unresponsive bureaucracy.

The qualitative research method aims to obtain data for analysis, focusing on the general principles underlying the manifestation and patterns of phenomena in human life. Therefore, the data analysis model used refers to the Miles & Huberman (1992) model, which is specifically explained as follows:

The initial stage in data analysis, according to Miles and Huberman (1994), is data reduction, which is the process of selecting, focusing, simplifying, and transforming raw data from the field into meaningful data. In the context of research on the household waste levy policy in Jayapura City, data reduction was conducted by grouping the results of interviews with informants such as Environmental Agency officials, levy collectors, and levy payers. The primary focus was on relevant information related to the policy implementation process, the role of implementers, the level of community participation, and obstacles in collection. This process helped researchers filter data based on the study's focus, eliminate irrelevant information, and prepare the data for more in-depth analysis (Miles, Huberman, & Saldaña, 2014).

The next stage is data display or presentation. In this stage, the reduced data is organized into narrative, matrix, table, graph, or chart formats to facilitate drawing conclusions. In this study, the data is presented by showing the relationship between the levy policy and its contribution to Jayapura City's Regional Original Revenue (PAD). For example, a comparative table shows the target and actual household waste levy revenue over the past three years. This systematic data presentation allows researchers to observe implementation patterns, levels of effectiveness, and frequently occurring issues. As emphasized by Sugiyono (2017), good data presentation is crucial for fully understanding the complexity of research findings.

After the data is presented, the next analytical step is conclusion drawing and verification. Conclusions in this study are drawn based on consistent patterns and key findings, such as the effectiveness of the policy in increasing PAD, the level of community compliance with levy payments, and inhibiting factors such as lack of public awareness or a weak

monitoring system. Researchers also conducted verification to test the validity of conclusions, using triangulation of sources (comparing information from the government and citizens), time (consistency across time), and techniques (observation, documentation, and interviews). Miles and Huberman (1994) emphasized that conclusions drawn should be tentative and continuously confirmed as the analysis process progresses.

The final stage in Miles and Huberman's model is the process of integrating the findings into the local social and policy context. In this case, the data analysis results not only explain the effectiveness of the household waste levy policy implementation but also provide meaning to social dynamics, institutional capacity, and citizen participation in environmental governance. The researchers then linked the findings to public policy implementation theories such as those by Edwards III (1980) and the context of fiscal decentralization in Indonesia. With this approach, the analysis results serve not only as a policy evaluation but also as a basis for formulating recommendations for improving the performance of sustainable and participatory public services in Jayapura City.

### 3. Results and Discussion

#### 3.1. Implementation of the Family Waste Levy Policy to Increase Regional Original Income in Jayapura City

Analysis of policy implementation using the Edwards III model is a relevant theoretical approach in assessing the success of the implementation of Regional Regulation No. 33 of 2023 concerning Waste/Cleanliness Service Levies in Jayapura City. This model emphasizes four main variables that influence policy effectiveness: communication, resources, implementer disposition or attitude, and bureaucratic structure. In the context of the family waste levy policy, effective communication between the local government and the community is a fundamental aspect, particularly in the process of socializing tariffs and levy collection mechanisms. As explained by Edwards (1980), a good policy will not be successful if it is not communicated clearly and consistently to both the implementers and the policy targets (Edwards III, 1980). One of the obstacles to achieving the Regional Original Income (PAD) target from the levy sector is suboptimal communication and coordination between agencies and with the community. Furthermore, the resources and disposition of implementers significantly influence the implementation process of this policy, particularly regarding the adequacy of cleaning staff, the availability of transportation vehicles, and the competence of officials in implementing a digital-based retribution system. Edwards stated that even a clear and acceptable policy will fail if the implementer lacks adequate resources or the will to implement it (Edwards III, 1980). In practice, the Jayapura City government faces obstacles in the form of limited infrastructure and operational budgets, which have contributed to the low retribution achievement of only around 25–55% of the target in the last five years. Furthermore, the layered and centralized bureaucratic structure causes decision-making and policy implementation to be slow and unresponsive to social dynamics in the community. Therefore, using the Edwards III approach, an analysis of this retribution policy can provide a comprehensive understanding of the factors that strengthen and weaken the implementation process, as well as serve as the basis for recommendations for improving regional retribution governance in a more adaptive and participatory manner.

## 1) *Communication*

Communication is a key factor in policy implementation analysis according to the Edwards III model, directly influencing the success or failure of a public policy, such as the household waste service levy policy in Jayapura City. In this context, communication relates not only to the delivery of information from policymakers to implementers, but also encompasses understanding, message consistency, and the communication channels used. Inconsistencies or distortions in information can hinder the effectiveness of policy implementation (Edwards III, 1980; in Nugroho, 2017). In Jayapura City, policy dissemination through neighborhood associations (RT/RW), sub-district offices, and social media is the primary means of communicating the levy policy to the public. However, public understanding of the policy's substance remains low. This aligns with the findings of Arifin & Haris (2021), who stated that policy implementation without two-way communication and message tailoring to the target group tends to generate public resistance. Therefore, the role of communication is becoming increasingly crucial in the implementation of the waste levy as an instrument for increasing Regional Original Revenue (PAD), particularly in building public trust and strengthening policy legitimacy amidst diverse public perceptions and interests. Regarding this matter, the following:

Research results indicate that communication is not merely conveying information, but also encompasses message clarity, consistency, and the communication channels used to ensure policy messages are understood by implementers and the public. Interviews revealed that despite outreach through neighborhood associations (RT/RW) and social media, public understanding remains low. This indicates obstacles in the policy transmission and clarity process. Edwards explains that layered information transmission within the bureaucracy can lead to distortion, and unclear messages can lead to misinterpretations at both the implementer and recipient levels (Winarno, 2002). In the Jayapura case, human resource training and administrative digitization efforts could be solutions to strengthen the accuracy and effectiveness of policy communication, as supported by Islamy's (2009) view that effective communication is a key prerequisite for successful public policy.

Citizens' opinions reflect that policy communication has not addressed the participatory and dialogical aspects that are at the heart of two-way communication. Public dissatisfaction with the quality of service that is not commensurate with the retribution rates indicates a failure to build public trust, a crucial aspect of policy legitimacy (Arifin & Haris, 2021). Communication that is solely top-down tends to ignore the social and economic context of the community, even though Edward III emphasized the importance of consistency and feedback in policy communication to avoid resistance and miscommunication. Therefore, the Jayapura City Government needs to improve its communication approach, which is based on public participation and information transparency, including conveying the concrete benefits of levies for residents and transparently explaining the use of funds. This step aligns with the principles of good governance, which emphasize openness, participation, and accountability (UNDP, 1997). In the context of implementing Regional Regulation No. 33 of 2023, communication failures can be a major obstacle and require strategic intervention through a collaborative approach between the government, community leaders, and social institutions.

Therefore, the success of policy implementation depends heavily on the effectiveness of government communication with the public. Communication is not only about conveying

information, but also involves clarity of messages, consistency across bureaucratic levels, and inclusive and participatory communication channels. In the context of Regional Regulation No. 33 of 2023 in Jayapura City, weak public understanding and low public trust are indicators that policy communication is suboptimal. Therefore, a transformation in communication approaches is needed, making them more dialogical, transparent, and responsive to community needs. Active citizen involvement and transparent information regarding the benefits and allocation of retribution funds will strengthen policy legitimacy and support the principles of good governance.

## **2) *The Resources***

In George C. Edwards III's policy implementation model, resources are a key variable that significantly influences the success of policy implementation, including in the context of the household waste service levy policy in Jayapura City. These resources encompass not only financial aspects but also the availability of competent human resources, facilities and infrastructure, and supporting information systems and technology for policy implementation. As Edwards (1980) emphasized, resource availability is the key factor between the success and failure of a policy. In the context of Jayapura City, weak budget support and the limited quality and number of field officers from the Environmental Agency hamper the optimal levy collection process, as reflected in the lower-than-target levy revenue realization over the past five years. Therefore, strengthening resources is imperative within the framework of increasing Regional Original Revenue (PAD) and requires reforms in internal management, including human resource training and digital system integration to support operational effectiveness and policy transparency.

The research findings indicate that weaknesses in the resource aspect have resulted in the policy's ineffective implementation. Policy implementers stated that limited human resources and technical facilities hamper the efficient levy collection process, despite ongoing public awareness campaigns. This aligns with Edwards' (1980) view that policy effectiveness can only be achieved if supported by adequate technical and administrative capacity. The limited number of field officers, inadequate human resource training, and inadequate digital infrastructure hamper the professional and accountable implementation of policies. Resource support, both in terms of quantity and quality, is a key determinant in bridging the gap between policy formulation and success in the field (Winarno, 2012).

Meanwhile, from the perspective of citizens as service recipients, the implementation of this policy is also seen as not providing benefits commensurate with the obligations imposed. Irregular waste collection and disparities in service delivery between regions indicate that the infrastructure and logistics supporting policy operations are still unequal. Residents also complained about the low transparency in the use of retribution funds and weak access to information, reflecting that the information system has not functioned optimally to build public trust. In Edwards' theory, the availability of information is a crucial component of policy resources because without it, implementers cannot act appropriately and the public cannot fairly assess policies. Therefore, it is crucial for the Jayapura City Government to reform internal management, strengthen digital capacity, and develop a technology-based participatory monitoring system to sustainably increase levy revenue and strengthen Regional Original Revenue (PAD) (Agustino, 2014; Nugroho, 2017).

Therefore, weaknesses in human, technical, and information resources are key factors hampering the effective implementation of levy collection policies in Jayapura City. Implementers' unpreparedness in terms of administrative capacity, the lack of supporting infrastructure, and the perceived disparity in services among the public indicate the need for more comprehensive policy interventions. Internal management reform and increased digital capacity must be prioritized, along with strengthening public information systems and actively involving citizens in the monitoring process. These efforts are crucial to ensure that policies are not merely implemented administratively but also have a tangible impact on community welfare and increased Regional Original Revenue (PAD).

### **3) Disposition**

In the context of analyzing policy implementation using the Edwards III model, the disposition or attitude of policy implementers is a critical factor influencing the effectiveness of the implementation of the family waste service levy policy in Jayapura City. Disposition refers to the commitment, perception, and understanding of implementers towards the policy objectives, which in this case includes levy collectors and related government officials. If implementers do not share a shared understanding of the policy's urgency, implementation tends to be suboptimal (Edwards, 1980). There was resistance from implementers regarding the implementation of the new tariff, as well as low motivation due to a lack of adequate training and incentives, which hampered the achievement of the target of increasing local revenue (PAD). This aligns with Wahab's (2011) opinion, which states that policy implementation will be effective if implementers have a positive attitude toward the policy and demonstrate a willingness and alignment of actions with the established objectives. Therefore, a strategy to improve the quality of implementer disposition through training, empowerment, and strengthening incentives is an essential part of improving the implementation of the family waste service levy policy based on the Edwards III model approach.

The results of this study indicate that implementer disposition is a critical component in ensuring the effectiveness of the family waste service levy policy in Jayapura City. Disposition, as explained by Edwards (1980), encompasses the implementer's attitude, commitment, and understanding of policy objectives. Interviews indicate that implementers are committed to implementing Regional Regulation No. 33 of 2023, but face serious obstacles in the form of poor cross-agency coordination and limited human resources. This indicates that despite a positive attitude, the lack of structural support, such as training and incentives, negatively impacts policy implementation performance. As emphasized by Wahab (2011), public policy will only be effective if the implementer's attitude is supportive and aligned with policy objectives, and supported by adaptive bureaucratic capacity. Therefore, in the Jayapura context, a positive disposition must be accompanied by strengthening institutional capacity and an adequate support system for optimal policy implementation.

Several informants, acting as community members, demonstrated that the disposition of policy implementers alone is insufficient if it is not accompanied by improvements in the quality of services directly experienced by the community. The community questioned the relevance and fairness of the established retribution rate, which is IDR 50,000 per month, compared to the quality of services received. This discrepancy has led to resistance in the

form of non-compliance with payment obligations, which has resulted in low local revenue (PAD) realization. In this context, citizens' perceptions of the effectiveness of the policy and the direct benefits they receive significantly influence the success of its implementation. Edwards III (1980) emphasized the importance of two-way communication and consistent actions by policy implementers in fostering positive perceptions among citizens. Therefore, the recommended strategy includes a participatory approach to policy implementation, service improvements, and strengthening public communication. This strategy will strengthen the integrity of the implementers' dispositions while increasing the policy's legitimacy in the eyes of the public, in line with the principles of transparency and accountability in public services (Agustino, 2008; Mahmudi, 2021).

Therefore, the effectiveness of the implementation of the waste service levy policy in Jayapura City depends heavily on the synergy between the implementers' dispositions, institutional capacity, and public perception and participation. A positive disposition from implementers, while a crucial foundation, will be insufficient without the support of a responsive bureaucratic structure, strong cross-sectoral coordination, and quality services that are perceived as beneficial by the public. A mismatch between levy rates and service quality can undermine the policy's legitimacy and hinder public acceptance. Therefore, improving the quality of services, actively involving the community, and improving the public communication system are key to building public trust and increasing compliance with policies, so that the goal of increasing local revenue (PAD) can be achieved optimally and sustainably.

### **1) Bureaucratic Structure**

Bureaucratic structure plays a crucial role in determining the success of policy implementation, including in the context of the implementation of household waste service fees in Jayapura City, as analyzed using the Edwards III policy implementation model. This model states that successful implementation is largely determined by four main variables: communication, resources, implementer disposition (attitude), and bureaucratic structure, with the latter emphasizing the importance of a clear chain of command, cross-unit coordination, and effective internal oversight mechanisms (Edwards III, 1980 in Winarno, 2012). In the context of the waste service fee policy in Jayapura City, weaknesses in the bureaucratic structure, such as the lack of clear delegation of authority and overlapping duties between the Environmental Agency and village/neighborhood unit officials, hamper the smooth collection and achievement of local revenue (PAD) targets. This is reinforced by Mahmudi's (2021) findings, which state that an overly hierarchical or inflexible bureaucratic structure can hinder policy innovation and lead to resistance from field implementers, particularly in the management of technical public services. Therefore, adaptive and responsive bureaucratic structural reform is urgently needed to ensure that the implementation of the waste levy policy can optimally contribute to increasing Jayapura City's regional revenue (PAD) and avoid maladministration.

The research findings show that bureaucratic structure is a crucial variable, as emphasized by George Edward III's policy implementation model. A central element of bureaucratic structure is a clear chain of command and coordination between implementing agencies, which, according to Edwards (in Winarno, 2012), is the foundation of bureaucratic efficiency. Interviews with policy implementers revealed bureaucratic

fragmentation between the Environment and Sanitation Agency (DLHK) and the Regional Revenue Agency (Bapenda), resulting in a lack of synchronization in the collection and reporting processes. This reflects a weak organizational design that can slow bureaucratic responsiveness in implementing public policies (Mahmudi, 2021). Furthermore, inconsistent implementation of standard operating procedures (SOPs) and limited operational facilities, such as fleets and cleaning staff, reinforce the argument that an inflexible and overly hierarchical bureaucratic structure can be a major obstacle to the implementation of technical service policies such as household cleaning.

The community perspective also highlights the low transparency and accountability of the bureaucracy as a contributing factor to low citizen participation in paying fees. The lack of certainty in service schedules, minimal outreach, and the still-manual payment method demonstrate the failure of the bureaucratic structure to develop a modern and responsive service system. As emphasized by Pulungan et al. (2024), regional bureaucracies still trapped in conventional systems tend to be unable to respond to the dynamics of community needs, particularly in basic services. Citizens demand clarity regarding their contributions and value bureaucratic responsiveness as a key factor in building trust in policies. Therefore, reforming the bureaucratic structure has become a strategic urgency, through decentralization and the delegation of clearly defined authority, an accountable internal oversight system, and the use of information technology to support the effective implementation of Regional Regulation No. 33 of 2023 in a more integrated and equitable manner, leading to increased Regional Original Revenue (PAD).

Therefore, weaknesses in the bureaucratic structure, both in terms of organizational design, inter-agency coordination, and inconsistent implementation of Standard Operating Procedures (SOPs), have become major obstacles to the effective implementation of the household cleaning service policy. The lack of synchronization between institutions, low transparency and accountability, and limited operational facilities reflect the need for comprehensive bureaucratic reform. Improvement efforts must be directed at strengthening institutional coordination, increasing resource capacity, and utilizing digital technology to create a more responsive, efficient, and participatory service system. These reforms are not only crucial for the success of Regional Regulation No. 33 of 2023 but also strategic in encouraging increased public trust and optimizing Regional Original Revenue (PAD).

### **3.2. Supporting and Inhibiting Factors in the Implementation of the Family Waste Service Fee Policy to Increase Jayapura City's Locally-Generated Revenue (PAD)**

The implementation of the family waste service fee policy to increase Jayapura City's Locally-Generated Revenue (PAD) is influenced by several supporting factors, both structural and strategic. One key factor is a strong legal framework, such as Regional Regulation No. 33 of 2023, which provides local legitimacy for this policy, supported by Government Regulation No. 27 of 2020, which regulates the principles of fairness and ability to pay as the basis for levy rates (Government Regulation No. 27 of 2020). Another factor is technical support in the form of digitalization of the levy collection system and community-based outreach at neighborhood units (RT/RW), which aims to increase transparency and accountability in public

services (Haqqi & Nugroho, 2020). Active community participation, achieved through education and a collaborative cross-sectoral approach, is also a crucial factor in increasing levy payment compliance (Alfiyani et al., 2024). Human resource readiness and synergy between institutions such as the Environment and Forestry Agency (DLHK) and the Regional Revenue Agency (Bapenda) contribute to strengthening policy implementation, as explained in Edwards III's public policy implementation model (Winarno, 2007).

On the other hand, several significant obstacles still hamper the successful implementation of this policy, particularly in the social and administrative contexts. The limited service capacity of the Sanitation Agency leads to public dissatisfaction with the sanitation services they receive, which in turn affects compliance with retribution fees (Mebri, 2024). Low public awareness of the importance of retribution contributions in supporting public services reflects the ineffectiveness of policy socialization at the grassroots level (Pulungan et al., 2024). Furthermore, the mismatch between retribution rates and public purchasing power has led to resistance, particularly among the economically disadvantaged who feel financially burdened, despite the provisions of Government Regulation 27/2020 mandating differential rates based on ability to pay (Government Regulation No. 27 of 2020). The lack of coordination between Bapenda and the Environment and Sanitation Agency (DLHK) also worsens the effectiveness of the policy, especially in terms of reporting, payment tracking, and enforcement of administrative sanctions.

### **1) Supporting Factors**

The implementation of the household waste service levy policy in Jayapura City is highly dependent on several supporting factors that can strengthen its successful implementation, particularly in the context of increasing Regional Original Revenue (PAD). One key factor is the availability of adequate and competent human resources. According to Edwards III (in Winarno, 2002), policy effectiveness is greatly influenced by the quality and number of implementers who are able to understand and implement the policy effectively. Furthermore, clear and consistent communication is crucial, as miscommunication between implementing agencies and with the public can hinder target achievement. As Syaukani et al. (2003) noted, policies that are not uniformly understood by implementers tend to fail in implementation. Solid institutional and bureaucratic support is also crucial, as an efficient bureaucratic structure enables cross-sector coordination and accelerated decision-making in the field. This aligns with Wildavsky's (2002) argument that a responsive bureaucratic structure is a key determinant of the success of public programs. Finally, political support from local governments and active community participation are integral social foundations, as according to Rondinelli et al. (1983), decentralization will only be effective if local communities are directly involved in supporting public policies that address their needs.

The research results show that successful policy implementation is largely determined by interrelated structural and social supporting factors. First, competent human resources are the primary foundation, as Edwards III emphasized in his implementation model that policy effectiveness is highly dependent on the capacity of implementers (Winarno, 2002). Implementers in Jayapura cited regulatory support and digital innovation as motivating factors for policy implementation, demonstrating the utilization of technical capacity that can improve collection efficiency. However, obstacles such as a lack of operational facilities and weak inter-agency coordination confirm that the quality of bureaucratic structures and the availability of physical infrastructure remain significant obstacles. In this context, the importance of

consistent communication and internal coordination between agencies aligns with Wildavsky's (2002) perspective, which emphasizes that a responsive bureaucracy is a crucial element in the success of public policy implementation.

The community members' presentations demonstrate the social dimension of policy implementation, namely the importance of public participation and trust as social capital. Residents stated that although they understand the urgency of levies, they have not yet fully experienced the direct benefits of the services provided, particularly in terms of service consistency and fare affordability. This indicates a persistent gap between service expectations and on-the-ground reality, hampering public compliance with the policy. Referring to the decentralization theory by Rondinelli et al. (1983), policy effectiveness at the local level will only be achieved with active community involvement, both in planning and monitoring the use of public funds. Therefore, increasing transparency in levy management and intensive outreach through community channels such as neighborhood associations (RT/RW) are crucial to strengthening policy legitimacy. If the government is able to establish clear, consistent, and trust-based communication, as emphasized by Syaukani et al. (2003), the opportunity to increase levy collection while strengthening Regional Original Revenue (PAD) will be greater.

Therefore, the successful implementation of the levy policy in Jayapura is greatly influenced by the synergy between structural strengths and community support. Human resource competency, the existence of supporting regulations, and the use of digital innovation are key elements that can drive effective policy implementation. However, weaknesses in cross-agency coordination and limited operational resources remain obstacles that need to be addressed immediately. Furthermore, the level of public participation and trust are also important indicators in establishing policy legitimacy.

## **2) Inhibiting Factors**

The research results indicate that the implementation of the household waste service levy policy in Jayapura City faces several structural and sociological inhibiting factors, such as minimal inter-agency coordination and low quality of cleaning services. Quotes from policy implementers clearly indicate that coordination between the Sanitation Agency and the Regional Revenue Agency (Bapenda) is not yet integrated, thus slowing the levy collection process. This reinforces Edwards III's argument (in Winarno, 2005), which emphasizes the importance of a solid bureaucratic structure in ensuring successful policy implementation. A fragmented bureaucratic structure results in narrow perspectives and resistance to inter-organizational coordination, ultimately reducing the effectiveness of Regional Regulation No. 33 of 2023. Furthermore, the lack of effective policy communication to the public leads to disinformation, where residents do not understand the direct benefits of the levy. As Van Meter and Van Horn emphasize, public participation is strongly influenced by the extent to which policy information is received and understood by the target group (in Winarno, 2002). When implementation instructions are unclear and inconsistent in their application, implementers in the field tend to interpret policies loosely, potentially leading to a mismatch between the intent of the regulations and their implementation. Therefore, the main causes of this policy stagnation are weak communication, bureaucratic fragmentation, and service quality that is not commensurate with the stipulated costs.

On the other hand, resistance from the community, the primary target of the policy, is also a significant factor contributing to implementation failure, as evidenced by residents'

testimonies that feel that the retribution rates do not align with their economic capabilities and the quality of service received. This reflects the importance of fairness in the distribution of the fiscal burden, as mandated by Government Regulation No. 27 of 2020, which stipulates that waste management service rates must take into account residents' economic capabilities. Tariff inequity and a lack of transparency in the use of funds contribute to low public fiscal compliance, as emphasized by Susanto (2019), who argued that unresponsive public services will increase public resistance to fiscal contributions. Furthermore, the weak disposition of implementers to respond to service demands and the lack of training and motivation within the bureaucratic structure contribute to suboptimal policy execution, reinforcing Edwards's assumption that the quality of resources and the disposition of implementers are crucial for effective implementation. However, regulatory support, such as Regional Regulation No. 33 of 2023, along with efforts to digitize the billing system and disseminate information through neighborhood associations (RT/RW) provide strategic opportunities to overcome these obstacles, provided they are accompanied by an adaptive approach to community needs and increased institutional transparency. Adjusting tariffs based on family economic categories through verification of the DTKS (Vehicle Data Collection) also offers potential steps to build public trust and increase citizen participation in the levy, demonstrating collective responsibility for sanitation services.

Therefore, the implementation of the family waste service levy policy in Jayapura City still faces significant challenges stemming from structural, communication, and socioeconomic factors. Bureaucratic fragmentation, weak communication between agencies and with the public, and the disparity between tariffs and service quality are key obstacles hindering the policy's effectiveness. Therefore, achieving successful, sustainable implementation requires stronger inter-agency synergy, increased implementing capacity, transparency in the management of levy funds, and a participatory policy approach that is responsive to the real conditions of the community. An adaptive approach that prioritizes fiscal justice and public trust is key to transforming resistance into collaboration in realizing a clean city as a shared responsibility.

#### 4. Conclusion

First, the implementation of the household waste service levy policy in Jayapura City, based on Regional Regulation No. 33 of 2023, demonstrates that the government has taken structural steps to independently increase Regional Original Revenue (PAD). This policy is a crucial effort to strengthen regional fiscal independence by optimizing local potential, particularly in the previously underutilized sanitation services sector. Through a more systematic collection mechanism, the city government is targeting significant levy revenue realization, although in practice, a disparity between potential and realized revenue still exists. The approach used includes policy socialization, adjusting levy rates to reflect public purchasing power, and applying the principle of social justice. Although initial implementation shows an upward trend in revenue realization, its success is still influenced by various structural and social challenges. Therefore, the policy's effectiveness depends heavily on consistent implementation, public support, and the government's commitment to transparent and accountable levy governance.

Second, key supporting factors in the implementation of this policy include a strong legal framework through Regional Regulation No. 33 of 2023, local government commitment, and increased public awareness of the importance of contributing to regional development through levies. Furthermore, data-driven approaches such as the use of the DTKS (Vehicle Data Collection System) to determine mandatory payment categories also represent a progressive step in ensuring social justice. However, numerous obstacles remain, including low public participation, ineffective outreach, and limited waste management facilities and infrastructure, which impact service quality. Another obstacle arises from suboptimal coordination between agencies, particularly between the Environment and Forestry Agency (DLHK) and the Regional Revenue and Revenue Agency (Bapenda), which hinders the smooth collection and reporting process. The mismatch between service expectations and the reality on the ground makes some residents reluctant to pay, thus weakening the effectiveness of this policy. Internal bureaucratic factors, such as the low competence of field officers and minimal oversight, also exacerbate the implementation situation, which, if not addressed promptly, will continue to hinder the achievement of PAD targets.

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