

Transformational Leadership Analysis in Implementation of Animal Waste Control Policy

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Abstract

Water pollution in the Cisanggarung Watershed, Kuningan Regency, caused by livestock waste from dairy farming activities has become an urgent environmental crisis. This study aims to analyze the role of transformational leadership style in driving the effectiveness of livestock waste management policy implementation and to identify the supporting and inhibiting factors. Utilizing a descriptive qualitative method with a case study design in Cigugur District, data were gathered through in-depth interviews with 13 key informants, field observations, and documentation. Data analysis followed the interactive model of Miles, Huberman, and Saldaña, integrating Bernard M. Bass's four transformational leadership dimensions with contemporary public governance theories. The findings indicate that the intellectual stimulation dimension successfully adopted enterprising government principles, transforming waste management from a cost-center into a revenue-center via a tripartite partnership between the local government, private sector, and cooperative. Additionally, individualized consideration based on local social capital effectively rebuilt trust and fostered participatory environmental awareness among farmers. However, policy effectiveness remains hindered by weak inspirational motivation due to formalistic bureaucratic sectoral egos, as well as inconsistent law enforcement under the idealized influence dimension caused by socio-economic pressures from farmers. This study concludes that strengthening eco-transformational leadership and adaptive collaborative governance is highly critical to enhancing the resilience of environmental policies at the local level.

Keywords: Transformational Leadership, Environmental Policy, Livestock Waste, Collaborative Governance, Cisanggarung River.

INTRODUCTION

Water resources are vital for the survival of humans and ecosystems. However, pressures from human activities have led to increasingly alarming degradation of water quality. Data from the Central Statistics Agency (BPS) shows that approximately 46 percent of rivers in Indonesia are severely polluted, and in 2022, only 8.1 percent of 111 identified rivers met water quality

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standards. This situation places river pollution management as an urgent environmental policy priority in Indonesia (Mongabay Indonesia, 2024).

One source of pollution that often escapes public policy attention is animal waste (manure) from livestock farming activities. Livestock manure contains bacteria and viruses that can contaminate water and harm aquatic life. Therefore, agricultural waste—including livestock manure—is one of the most common waste categories polluting rivers in Indonesia. The impacts are not only ecological but also extend to public health, the agricultural economy, and raw water availability. In the long term, this condition can disrupt the food chain and trigger eutrophication, namely excessive algae growth that degrades water quality. Economically and socially, clean water availability becomes increasingly limited and agricultural and fisheries productivity can decline (Zahra, 2023; Cimanuk Cisanggarung River Basin Center, 2026).

The issue of pollution caused by livestock waste occurs concretely in Kuningan Regency, West Java, specifically within the Cisanggarung Watershed. The Cisanggarung Watershed encompasses the provinces of West Java and Central Java, covering Kuningan and Cirebon Regencies in West Java, as well as Brebes Regency in Central Java. The multitude of agricultural and plantation activities, coupled with domestic waste from settlements along the watershed, has resulted in poor river water quality. More specifically, the Dairy Farming Center area in Cipari Village, Cigugur District, generates cow manure waste estimated at 10 to 15 tons per day. The majority of farmers affiliated with the Karya Nugraha Jaya Multi-Purpose Cooperative possess highly limited land without independent waste treatment units, making the direct disposal of waste into irrigation canals and rivers a pragmatic choice that triggers unrest among the surrounding community (Putra et al., 2022; Sofyan & Adi, 2024). This condition is corroborated by analytical results indicating that the parameters of BOD, COD, turbidity, nitrate, orthophosphate, ammonium, ammonia, and fecal coliform in the Cisanggarung Watershed exceed the established water quality standards (Setyowati, 2015).

Residents' complaints about cow dung pollution in Kuningan Regency have been ongoing for a long time and have reached the regional legislative level. The Secretary of Commission III of the Kuningan Regency DPRD acknowledged that they had received many complaints from residents regarding cow dung pollution for a long time and asked the Kuningan Regency Environmental Agency to immediately provide a solution, while the Head of the P3HL Division of the Kuningan Regency Environmental Agency also acknowledged that

the problem of cow dung waste disposal has been going on for a long time (Bagaskara, 2020). In response, in October 2020, the groundbreaking ceremony was held for the Construction of a Waste Management Plant by the Kuningan Regency Regional Company of Various Businesses (PDAU) in Cipari Village, Cigugur District, which is planned to handle cow dung waste with a capacity of at least 70 tons per day to then be processed into organic fertilizer (Admin, 2020). Similar innovations were also demonstrated through technology-based programs, where the implementation of the PLTS-Biogas system in Kuningan Regency succeeded in reducing river pollution due to cow dung waste to 657 tons per year and reducing greenhouse gas emissions to 848.65 tons of CO₂ equivalent per year (Antaranews, 2024).

However, a purely technical policy response is insufficient without the support of leadership capable of driving comprehensive change. The implementation of pollution control policies in Indonesia has not been fully effective, and improved inter-agency coordination, strengthened law enforcement, and increased public participation through more intensive outreach and education are needed to achieve better results. This situation underscores the critical role of leadership in the environmental policy implementation process (Maula, 2024).

In this context, transformational leadership becomes relevant to study. The concept and theory of transformational leadership were first introduced by James W. Downton and later developed by James MacGregor Burns (1978), who defined transformational leadership as "leadership that transforms." This concept was further developed by Bernard M. Bass, who formulated its four main dimensions. Bass and Avolio's transformational leadership theory consists of four main dimensions: idealized influence, inspirational motivation, intellectual stimulation, and individualized consideration, which have been shown to impact work morale, discipline, innovation, and professionalism in the context of public service (Harsoyo, 2022).

In the context of environmental governance, eco-transformational leadership is key to fostering environmentally friendly behavior among stakeholders, ultimately supporting sustainable organizational performance. This relevance is further reinforced by national policy direction, where the primary focus of leadership at the Ministry of Environment level includes controlling environmental pollution and damage, integrated waste management,

strengthening the circular economy, and enhancing public communication and transparency of environmental information as part of efforts to build public trust (Abdullah et al., 2025).

Although studies on transformational leadership in the public sector have grown rapidly, studies linking it specifically to the implementation of animal waste control policies at the local government level are still very limited. This study aims to fill this gap by using the case study of Cisanggarung River pollution in Kuningan Regency as an empirical context. The goal is to analyze how transformational leadership styles play a role in encouraging the effectiveness of animal waste control policies and to identify factors that influence their success and obstacles. The findings of this study are expected to provide theoretical contributions to the development of public administration science as well as practical recommendations for policymakers in environmental management based on transformative leadership.

LITERATURE REVIEW

Transformational Leadership Theory

In general, leadership is the ability to influence, motivate, and direct the actions of an individual or group of people to achieve specific goals in a given situation. Leadership is a key managerial aspect of organizational life (Joannov & Ernanda, 2022). The concept of transformational leadership was first introduced by James MacGregor Burns and then comprehensively developed by Bernard M. Bass (1985). This theory explains that transformational leadership is an approach in which leaders motivate their followers to work for goals that transcend their own self-interest by changing the followers' values, beliefs, and needs (Bass & Avolio, 1994).

The concept of transformational leadership later developed in the context of environmental sustainability. Robertson and Barling (2013) explain that pro-environmental transformational leadership is a form of transformational leadership oriented toward encouraging initiatives and behaviors that support environmental sustainability. Leaders who have environmental values will influence the good behavior of employees by providing motivation to overcome obstacles, increasing attention to the environmental benefits of the organization, and encouraging innovation in solving environmental problems.

When organizations face demands for change, transformational leadership often becomes a key tool. This approach focuses on the process of transforming individuals and

meeting employee capacity development needs (Wilian & Chairunnisa, 2019). Over time, the transformational leadership orientation has expanded to the ecological realm. Robertson and Barling (2013) introduced the concept of pro-environmental transformational leadership, defined as the manifestation of leadership behavior specifically directed at promoting environmental conservation initiatives.

Furthermore, pro-environmental transformational leaders also play a role in building positive relationships with subordinates, thereby increasing environmental awareness and values within the organization. Thus, environmental transformational leadership plays a significant role in supporting organizational sustainability. Research by Graves et al. (2013) shows that environmental transformational leadership and employee motivation significantly influence corporate sustainability efforts.

Bass and Avolio (1994) formulated four main dimensions (measuring tools) in transformational leadership, namely: first, Idealized Influence, namely the leader acts as a strong role model, has high moral integrity, is consistent, and is respected by his followers. Second, Inspirational Motivation, namely the leader is able to formulate and communicate a clear, challenging vision of the future, and raises the spirit and optimism of the group. Third, Intellectual Stimulation, namely, the leader encourages followers to be creative and innovative, question old assumptions, and solve problems in new ways. Fourth, Individualized Consideration, namely, the leader pays special attention to the development needs, unique potential, and achievements of each individual through guidance or mentoring.

Collaborative Governance, Inovation Policy and Social Capital

In contemporary public administration, addressing complex environmental issues (*wicked problems*) increasingly demands a collaborative governance approach. Environmental issues such as river pollution, water quality degradation, and conflicts over natural resource use generally involve multiple actors with differing interests, making them impossible to resolve through traditional bureaucratic steering, which places the government as the sole decision-maker. A hierarchical governance approach tends to be limited in addressing multidimensional issues because the complexity of the issues requires cross-sector coordination, public participation, and the sharing of responsibilities between actors.

The concept of *collaborative governance* emerged as a response to the limitations of traditional governance models. Ansell and Gash (2008) define *collaborative governance* as a governance arrangement in which one or more public institutions directly engage non-governmental stakeholders in a formal, consensus-oriented, and deliberative collective decision-making process to formulate and implement public policy. This model emphasizes the importance of interactions between government, the private sector, civil society organizations, and local communities in producing more effective and sustainable policy solutions. The success of collaboration is influenced by starting conditions, institutional design, facilitative leadership, and the process of trust- *building* between actors.

Ansell and Gash (2008) further emphasize that successful collaboration relies not merely on formal institutional structures, but also on the actors' capacity to establish face-to-face dialogue, shared commitment, and a collective understanding of the intended objectives. In the landscape of contemporary collaborative governance or New Public Governance (NPG), environmental policy innovation is heavily driven by three core principles: interactive value creation, distributed co-creation, and mass collaboration (Mariñez, 2016; Wahid, 2015). The theoretical framework of network governance explains that interactive value creation occurs when the government and stakeholders engage in dialogue to simultaneously agree upon ecological and economic targets. Distributed co-creation facilitates the decentralization of waste treatment, wherein each farmer group contributes to the supply chain independently yet remains interconnected. Meanwhile, mass collaboration entails large-scale multisectoral participation to overcome the limitations of traditional bureaucracy (Torfing, 2016; Torfing & Ansell, 2017).

However, the effectiveness of *collaborative governance* is determined not only by institutional design, but also by the existence of social capital *that* develops within society. Robert D. Putnam (2000) explains that social capital is social networks, norms of *reciprocity*, and trust *that* facilitate coordination and cooperation to achieve common goals. Social capital functions as a glue for social relationships that enables individuals and groups to build solidarity, strengthen collective participation, and increase community capacity in resolving public problems.

From Putnam's (2000) perspective, societies with high levels of social trust tend to build cooperation more easily because shared norms support collective action. Social capital also

creates social efficiency by reducing coordination costs and inter-stakeholder conflict. Strong social networks enable faster information dissemination and increase the opportunities for active community participation in public policy. Therefore, social capital is a crucial element in supporting the success of collaborative governance, particularly on environmental issues that require the involvement of various interest groups.

In the context of transformational leadership, social capital can be utilized as an instrument to build communication bridges (*bridging social capital*) between traditional community groups and government institutions. Transformational leaders act as liaisons, able to unite divergent interests by building a shared vision, increasing trust, and empowering communities in decision-making processes. In the case of environmental pollution management involving traditional livestock farming communities, for example, transformational leadership can encourage social adaptation processes so that the community's economic needs are still met without neglecting environmental sustainability and compliance with government regulations.

Thus, the relationship between *collaborative governance* and social capital is mutually reinforcing. Collaborative governance requires social capital as a foundation for building trust and cooperation, while social capital gains space for actualization through inclusive collaboration mechanisms. Integrating these two concepts is crucial for building a participatory, adaptive, and sustainable environmental management model.

Policy Resilience and Enterprising Government

Policy resilience refers to the ability of a policy or government instrument to remain effective, adaptive, and sustainable when faced with environmental changes, resource constraints, uncertainty, and external pressures. This concept emphasizes that public policy is not only designed to solve current problems but must also have the capacity to adapt to evolving social, economic, and political dynamics (Comfort, 2010). From a modern public governance perspective, policy resilience is closely related to the government's ability to build policy capacity, enabling public institutions to respond flexibly to change without losing sight of the policy's primary objectives. A government with strong policy capacity will be better able to create responsive, innovative policies that are resilient to various implementation challenges (Howlett & Ramesh, 2014).

To build this resilience, the public bureaucracy needs to adopt the principle of enterprising government , as proposed by Osborne and Gaebler (1992). This concept developed as a critique of the traditional bureaucratic model, which tends to be hierarchical, rigid, and oriented towards administrative procedures. Osborne and Gaebler (1992) emphasized that the government needs to change its role from merely implementing public services (rowing) to directing policy (steering), namely focusing on creating a governance system that can encourage the involvement of various actors in solving public problems. In addition, the principle of community-owned government encourages the government to empower the community rather than simply acting as a service provider, so that public participation can become a source of strength in strengthening the effectiveness and sustainability of policies.

Another relevant principle in supporting policy resilience is mission-driven government , namely government that is more oriented towards achieving goals than merely complying with formal rules. Public organizations that are too oriented towards administrative procedures often lose flexibility in facing changes in the strategic environment. Therefore, modern bureaucracies are required to develop an organizational culture that is more adaptive, innovative, and oriented towards policy results (Osborne & Gaebler, 1992). The integration of policy resilience and the principle of enterprising government is an important foundation in creating resilient public governance, because the government is not only required to be able to maintain the continuity of policies, but also must be able to adapt, innovate, and build collaboration to face the dynamics and complexity of future public challenges.

RESEARCH METHODS

This research uses a descriptive qualitative approach with a case study design (Creswell & Creswell, 2018). The focus of the case study is directed at the phenomenon of pollution of the Cisanggarung River due to animal waste in Cigugur District, Kuningan Regency, and the role of the leadership of the relevant agencies in implementing control policies.

The research data is classified into primary and secondary data. Primary data was obtained through in-depth interviews with 13 key informants selected using purposive sampling. These informants included the Head of the Kuningan Regency Environmental Agency, the Head of the Fisheries and Animal Husbandry Agency, the Head of the Cigugur

Sub-district, the Chair of the Karya Nugraha Jaya Producer Cooperative, and representatives of local dairy farmers. Field observations were conducted along the Cisanggarung River and the Cigugur livestock center area to directly observe the physical condition of the environment and the wastewater treatment plant (WWTP) infrastructure. Secondary data were collected from regional regulatory documents, agency performance reports, livestock population statistics, and related policy documents.

Data validity was tested using source and method triangulation techniques (Bryman, 2016). The data analysis process followed the interactive model of Miles, Huberman, and Saldaña (2014) which includes three main stages: data reduction (codification based on dimensions of transformational leadership and policy barriers), data presentation (*data display* in narrative and tabular form), and drawing conclusions or verification).

RESULTS AND DISCUSSION

The implementation of the animal waste control policy in Kuningan Regency faced six structural problems. The dynamics of transformational leadership in intervening in these problems were analyzed using four key measuring instruments from Bass and Avolio (1994) integrated with public governance theory.

Idealized Influence in Overcoming Policy Barriers

idealized influence dimension in this study reflects how leaders within the Kuningan Regency Government, particularly the Head of the Environmental Agency (DLH), build moral legitimacy and exemplary behavior in overseeing environmental policies. The primary challenge faced in the field is the significant dilemma between maintaining economic growth and upholding conservation. The dairy agribusiness sector in Cigugur District is a vital pillar of the local economy, yet the daily accumulation of hundreds of tons of animal waste has alarmingly degraded the water quality of the Cisanggarung River. This situation places the Head of DLH in a dilemma between the need to maintain a climate of livestock investment that supports the lives of residents and the obligation to strictly enforce conservation area regulations.

Through this idealized influence approach, the leader has actually attempted to demonstrate strong moral integrity by rejecting negative compromises on pollution, while still

engaging with the livestock farming community. The success of this dimension is measured by the leader's ability to position the Cisanggarung River protection regulations as a non-negotiable obligation that must be jointly upheld for the future of Kuningan. However, the effectiveness of this idealized influence has not been fully optimized in practice due to vulnerabilities in consistent law enforcement. The application of sanctions often fluctuates and is relaxed due to significant socio-economic pressure from the livestock farming community, making the implementation of the ideal environmental vision vulnerable to shifting for short-term compromises.

Based on policy resilience theory, the weakening of legal consistency due to external pressures demonstrates that existing policy instruments are insufficiently adaptive. Rigid policies are deemed incapable of maintaining their effectiveness when confronted directly with the macro-social and economic realities of livestock farming communities. Consequently, the clash between leadership idealism and real needs on the ground creates laxity, ultimately weakening the policy's long-term resilience.

Inspirational Motivation for Vision-Mission Synchronization

inspirational motivation dimension demands a leader's ability to clearly communicate a vision for the region's future while simultaneously generating collective optimism across sectors. However, research findings indicate that this aspect remains a critical area requiring significant improvement on the ground. Regional leaders are required to clearly articulate Kuningan's vision as a conservation area. The biggest obstacle identified is the wide gap between the region's macro vision and operational action programs at the agency and sub-district levels, where the green vision has not yet been fully translated into integrated technical programs.

The tangible impact of this weak alignment of visions is evident in the handling of multidimensional environmental issues, such as the pollution of the Cisanggarung River. This complex problem has proven unable to be solely borne or resolved by the Environmental Agency (DLH). Saving the river's flow fundamentally requires close synergy and the active involvement of various sectors, from the Fisheries and Animal Husbandry Agency, the Public Works Agency, the private sector, and even local livestock cooperatives. Unfortunately, the

barriers of sectoral egos between bureaucratic agencies remain relatively thick, hindering this integration.

This is where the crucial role of a transformational leader is tested in implementing collaborative governance strategies to erode sectoral egos (Ansell & Gash, 2008). Through dynamic coordination forums, leaders must be able to inspire and convince other agencies that watershed restoration is a crucial step with far-reaching impacts. This collaborative approach must be emphasized as a valuable long-term investment in the region's future, rather than simply viewed as a costly budgetary burden.

However, on the ground, efforts to build this inspirational motivation often run up against bureaucratic communication patterns that remain top-down and formalistic. This rigid communication approach is considered ineffective in building emotional connections and incapable of organically fostering cross-sector commitment. Consequently, the collaborative relationships that are formed tend to remain administrative on paper. Therefore, regional leaders must shift their communication approach to a more dialogic and inclusive one so that the macro-vision of conservation can be truly understood and effectively realized.

Intellectual *Stimulation* in Resource Management

In the resource management dimension, intellectual stimulation manifests itself in the capacity of transformational leaders to encourage innovation, creativity, and new ways to break through the deadlock amidst acute regional resource constraints. In the Cigugur region, the implementation of livestock waste control policies initially faced massive structural obstacles, ranging from limited regional budgets, a minimal number of supervisory human resources, the lack of adoption of adequate waste processing technology, to the low financial capacity of the region in general. The Kuningan Regency Regional Revenue and Expenditure Budget (APBD) would never be sufficient if forced to independently fund the construction of communal Wastewater Treatment Plant (IPAL) infrastructure for thousands of livestock farmers. These multiple limitations demand a breakthrough in thinking from public authorities.

Confronted with a regional fiscal impasse, the leadership exercised intellectual stimulation by adopting the principle of an enterprising government, thereby shifting the bureaucracy's role into that of a facilitator. The manifestation of this approach is a tripartite collaboration that successfully transformed the waste management paradigm from a cost-

center into an economically valuable revenue-center. Within this collaborative ecosystem, the integration of roles is clearly delineated: The Local Government (through DLH and Diskanak) acts as a regulator, facilitator, and provider of basic infrastructure; Academics serve as knowledge providers who validate composting and biogas digester technologies; The Private Sector acts as an off-taker (guaranteed market buyer) for large-scale organic fertilizers; while the Farming Community, alongside the Cooperative (KSU KNJ), positions itself as a co-creator executing the day-to-day upstream waste management operations (Emerson & Nabatchi, 2015).

The collaborative model (mass collaboration) developed in Kuningan exhibits distinct advantages when compared to other dairy farming centers. In Pujon District, Malang Regency, waste management relies predominantly on a singular top-down intervention from the SAE Dairy Cooperative in the form of credit assistance for biogas installations, lacking extensive supply chain integration with the private sector (Nurchayanti, 2015). Conversely, initiatives in Lembang, West Bandung Regency, remain dominated by micro-level movements through the Obor Desa Organik (ODOS) Group, which processes briquettes within the village scope, yet has not formed a regency-level circular industry (Sofyan & Adi, 2024). This affirms that the interactive value creation strategy in Kuningan has successfully fostered more systemic sustainability.

Individualized Consideration for Community Awareness

The most fundamental challenge in environmental management policies along the Cisanggarung River is the low awareness of livestock farmers who habitually dispose of animal waste directly into water bodies. Efforts to address this issue through coercive approaches or administrative sanctions have proven ineffective and have instead sparked strong resistance in the field because they directly impact domestic matters and residents' livelihoods. Facing this impasse, the implementation of Individualized Consideration (ICC) emerged as a transformative alternative solution through a personal and humane approach. The head of the agency chose to go directly to the field to understand the underlying motives behind the livestock farmers' behavior, listen to their real complaints about limited land for building independent Wastewater Treatment Plants (WWTPs), and provide personalized guidance.

This humanist approach was then effectively transformed by mobilizing local social capital (Putnam, 2000). By leveraging informal communication networks, the role of religious leaders, and farmer groups, leaders successfully rebuilt the previously strained trust between the government and the livestock farming community. As a concrete step, responsive livestock farming groups were given special treatment in the form of intensive training so they could act as agents of change or role models for other groups. Through this social capital-based personal mentoring strategy, collective environmental awareness in the community was no longer imposed from above but was able to grow organically from below in a participatory manner.

Based on the results and discussion above, the relationship between policy challenges, dimensions of transformational leadership, and actual results in the field is summarized in the following table:

Table 1. Environmental Policy Implementation Analysis Matrix

No	Policy Implementation Challenges	Dimensions of Transformational Leadership	Integrative Theoretical Approach	Actual Results & Field Dynamics
1	Vision & Technical Program Synchronization	Inspirational Motivation	<i>Mission-Driven Government</i> (Osborne & Gaebler)	<i>top-down</i> bureaucratic communication.
2	The Dilemma of Development vs. Conservation	Ideal Influence (<i>Idealized Influence</i>)	<i>Policy Resilience</i> (Comfort)	The moral legitimacy of leaders is tested in maintaining river rules as a non-negotiable price amid economic pressure.
3	Low Public Awareness	Individual Attention (<i>Individualized Consideration</i>)	<i>Social Capital & Trust</i> (Putnam)	Building <i>trust</i> and growing participatory awareness through the role of religious figures and the formation of <i>role models</i> for livestock farmers.
4	Budget & Human Resource Limitations	Intellectual Stimulation	<i>Enterprising Government</i>	Successfully changing the paradigm of waste

No	Policy Implementation Challenges	Dimensions of Transformational Leadership	Integrative Theoretical Approach	Actual Results & Field Dynamics
			(Osborne & Gaebler)	management from a cost-center to a revenue-center through private-cooperative partnerships.
5	Weak Cross-Sector Coordination	Inspirational Motivation	Collaborative Governance (Ansell & Gash)	Synergy among agencies (the Department of Environment, the Department of Fisheries and Animal Husbandry, and the Department of Public Works and Spatial Planning) is still hampered by formalistic sectoral egos.
6	Policy Consistency	Ideal Influence (<i>Idealized Influence</i>)	Policy Resilience (Comfort)	Enforcement of legal sanctions remains volatile as it is vulnerable to easing due to pressure to ensure the sustainability of livestock farming businesses.

While this study provides in-depth insights into the effectiveness of transformational leadership in environmental governance, several limitations remain. First, the research locus focuses specifically on the dairy farming center in Cigugur District; therefore, generalizing these findings may require adaptation if applied to regions with different geographical characteristics and organizational cultures. Second, the current analysis relies heavily on the qualitative perceptions of stakeholders and has not been integrated with a longitudinal quantitative study measuring the periodic fluctuations of water quality parameters (BOD/COD) following the policy intervention.

CONCLUSION

Based on the analysis and discussion, this study concludes that transformational leadership plays a very strategic yet dynamic role in intervening in the structural barriers of animal waste control policy in the Cisanggarung Watershed, Kuningan Regency. The successful implementation of this policy is significantly demonstrated in the intellectual stimulation dimension *through* governance innovation based on the principle of *enterprising government* which successfully changed the paradigm of waste management from a cost - center to a *revenue-center* with economic value through tripartite partnerships. In addition, the individualized consideration dimension *through* a humanistic personal approach has proven effective in mobilizing social capital to rebuild mutual trust at the grassroots level. However, the effectiveness of this policy as a whole still faces serious challenges, namely weak inspirational motivation *due* to formalistic bureaucratic communication patterns that strengthen sectoral egos across agencies, as well as fluctuations in the idealized influence dimension *due* to the dilemma of enforcing legal sanctions amidst the socio-economic pressures of livestock farmers.

Theoretically and practically, transformational leadership must synergize with an adaptive governance system. To ensure policy effectiveness, implementation strategies must be refined. First, 'institutional integration' must be concretely realized through the establishment of a "Cross-Sectoral Watershed Management Forum" involving the DLH, Diskanak, DPUPR, academics, and the private sector under a single regulatory umbrella (e.g., a Regent's Regulation) to eliminate bureaucratic sectoral egos. Second, 'cooperative strengthening' needs to be directed by adopting a "Circular Economy Cooperative" model, wherein the cooperative's function is professionally expanded from merely being a milk collector into an independent organic fertilizer processing business entity and a provider of micro-financing access for biogas installations for smallholder farmers. This strategic step is highly crucial for aligning economic interests with environmental sustainability.

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