Waste Bank Governance in Indonesia: Policy Implementation and Local Government

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Abstract
This article analyzes various models of waste bank governance in Indonesia. The study took place in two regions, namely the city of Parepare and Wajo District. Both regions represent the management model of waste banks in South Sulawesi. Parepare as one of the regions that are quite successful regarding managing waste banks while Wajo is an area that has not been maximally managed by waste banks. The research question posed was how the waste bank governance model in the two regions was successful and failed. Our findings show three aspects cause the differences between the two regions that impact on the implementation process. The first is the matter of supporting human resources in the regional apparatus and financial resources; the second is organizational communication, and the third is organizational structures.

Keywords: governance, management, policy, local government

Introduction
Waste for developing countries such as Indonesia is one of the many social problems that require serious attention (Hoornweg & Bhada-Tata, 2012; Troschinetz & Mihelcic, 2009). So far, the problem of solid waste in Indonesia has permeated many aspects. Among other things, improper handling of waste will not only damage the beauty of the city and cause various health problems, but in another aspect, as a practical manifestation of the more severe root of the problem is an indication of government waste management failure: failure of solid waste policy implementation (Bhuiyan, 2010; Wijayanti & Suryani, 2015).

In Indonesia, over the past five years, the problem of waste has become a national problem. Almost all big cities are preoccupied with one problem about waste management whose volume is getting bigger every day (Alfath & Hadiguna, 2015; Haerul, Akib, & Hamdan, 2016). Environment Statistics of Indonesia (2017), said that the waste problem in Indonesia had become one of the big problems with the volume of waste reaching 66.5 million tons per day and reaching 187.2 million tons per year. Of these, 24% have not been appropriately managed. This figure is still in a very rough matter, not including waste which
comes from household waste. If we look at the condition of Indonesia, with a population of around 250 million, there is at least a potential volume of waste far more significant than the existing data. Various ways have been carried out by the government to unravel the various problems of solid waste. One of them begins with a policy product, namely Law Number 18 of 2008 as the basis and guidelines for waste management. The regulation explains that waste has become a national problem, so its management needs to be carried out comprehensively and integrated from upstream to downstream to provide economic benefits, be healthy for the community, and safe for the environment, and can change people's behavior. This policy is a national guide for every city and district in Indonesia to deal with waste.

Therefore, this article aims to analyze various models of waste bank governance in Indonesia. This article uses governance of policy implementation to see the various ways that the local government has done regarding waste banks. Two regions that have different ways are part of the analysis to find a waste bank governance model in Indonesia.

Research Method

This research was conducted in the cities of Parepare and Wajo District. Sources of data were obtained from informants and documentaries by conducting data collection techniques through interviews, direct observation, and documentation. The data testing was carried out by conducting a comparative study of studies with similar themes to get a complete picture.

Result and Discussion

Waste Bank: The New Face of Waste Management in Indonesia

Through law number 18 of 2008 concerning waste management can be said as a policy that brings a new face to solid waste management in Indonesia. With the main actors in the central government. If previously, solid waste management rested more on the local government, now the problem must be dealt with together on time together with the same principle, namely 3R. This principle is present as a solution to the problem of solid waste, which is then clarified by the Ministry of Environment Regulation No. 13 of 2012 concerning guidelines for implementing 3R through the Waste Bank. Further detailed regulation is through the Minister of Environment Regulation No. 13 of 2013 as a more detailed description of the guidelines for the implementation of 3R through the Waste Bank as a policy.
Although in practice various interpretations of the 3R method in handling carried out by each region depend on the context of the policy environment and regional needs. However, indeed, all the technical methods carried out by the regions in Indonesia are not out of the basic logic of the central government policy. In South Sulawesi Province itself, this Waste Bank policy has been implemented in several districts/cities such as Makassar, Parepare, and Wajo. A waste bank is a concept of the waste collection that has been sorted out and has management like a bank, but the one in the tube is not money but waste. The waste bank appears as an initiative of the local community in the effort to participate in handling the waste problems that have existed so far. With the community-based 3R waste management strategy, it can change the imagination of many people towards waste that has no economic value.

Community Participation: Waste Bank Community in Schools

The form of a waste bank through a variety of models, one of which is a community-based waste bank. Community-based waste banks take place in Wajo, South Sulawesi. Involving various communities including the waste bank community found in schools ranging from kindergarten, elementary school, to high school in Wajo. The involvement of the community as the forerunner of the idea of the environmental service for the implementation of the policy which is then in the field collaborates with the education office to realize Wajo clean waste by making school children or communities in each school as a partner of the waste bank. Then, to support these activities, the environmental service as the primary person in charge of the implementation of the policy as well as the party most responsible for waste issues. So, in this case, all supporting facilities and infrastructures such as trash cans, scales and other tools needed are provided by the environmental service. While the education office has space to assist in socializing the waste bank to be accepted at schools in Wajo.

Community-based waste banks are one of the solid waste management practices that involve participatory principles. Thus, the implementation of the policy is also very much determined by the extent of community participation. The threat of failure to implement occurs when community participation begins to diminish. For the case in Wajo, the form of participation carried out by involving the school is one of the breakthroughs for implementing the Law 18/2008. This breakthrough went very well, especially in the first year. Based on records collected by the environmental service, almost all schools in Wajo
have a waste bank community. This confirms that the prospect of community-based waste banks with basic participatory principles is up-and-coming.

Along with the implementation of the community-based waste bank program as a manifestation of the implementation of Law 18 of 2008. In the middle of the road, this process faces severe challenges. The implementation of policies that encourage participation is confronted with the exchange rate of the waste bank. The school slowly begins to lose the form of participation for a relatively simple reason, which is a matter of income.

“In the beginning this program was good, even many schools asked to be registered as a waste bank community. We do data collection, then provide the necessary facilities, such as trash cans and scales. However, by one year, a community-based waste bank program that relied on school children's participation began to decline. Many schools that had been customers of the waste bank stopped. Maybe they think the results obtained from saving waste to the waste bank are not comparable to what they do. Finally, many schools stop this activity” (Interview, 2 September 2018).

Threats about the projected failure of the implementation of participation-based policies in Wajo have already been seen long ago. Lack of financial support as one of the answers to the stagnant implementation of policies that rely on participatory. Especially for the context of the policy of Law 18 of 2008, which in terminology uses “waste banks.” The term bank in a simpler conception always gets attention as a place for circulation of money. Banks are identical with money, and if the bank is identical with money, then money is the driving force of the bank. Even so, in the case of Wajo, the waste bank conceptually has illustrated to some people about productive activities that can contribute financially, but in reality, it is very different. Facts in the field, waste banks have not been able to contribute economically. Savings held by the school as customers from the waste bank are not even more than 300,000 rupiahs (20 US $) while saving time has lasted three to six months.

Community Participation: Alms

The community-based waste bank that took place in Wajo did not work as the environmental service envisaged it. Initially, the implementation of the policy by relying on waste issues in the school community can reduce the minimum waste distribution in the school environment, but must stop with a reality inversely proportional. The implementation of solid waste policies that encourage participation is not going well because financial support or exchange rates obtained by customers are relatively small compared to the efforts made to collect waste.
Alms of waste is one of the breakthroughs carried out by the environmental service of Wajo district, South Sulawesi. Alms of waste as a follow-up to the policy of 18 of 2008 which in principle wants to solve the problem of solid waste. With the same idea, break the waste problem with 3R. At first glance, there is nothing different about the process and cycle of treatment of waste both when using the concept of the community and with the idea of charity alms. When viewed from the processing cycle, these two approaches still use the basic principles outlined in the Law 18/2008 which is to treat with 3R.

However, the most striking emphasis point from these two approaches can be seen from the orientation of someone's treatment of waste. If previously, the concept of implementing waste policy uses a waste bank with economic logic: saving gets money. Now, the idea of “charity waste” has undergone a drastic change. Policy target groups are not only lured by economic promises, but there is more value contained in the idea of alms waste. One of them is religious value. This approach hopes that the problem of solid waste can be explained through a religious approach. The mechanism of work is very easy; every society will be given an understanding of alms, then waste as an item that has been considered slum by some people as a source of alms. The hope is that the idea of alms waste can move the community to get involved in combating solid waste.

Alms of waste have begun to operate since 2016. This idea was initiated by a handful of state civil apparatus in local government offices. Objects that are targeted for alms of waste are housing and community settlements. Different from the previous one for the waste community whose main drivers are school children. Housing is chosen as the object of the charity target for more effective reasons. Starting from the socialization process, the alms waste only takes place from mouth to mouth. This process usually takes place before and after going to the mosque.

The work process is straightforward, every community that will and after the mosque will pick up the waste contained in the road. Waste will be collected, then stored in a shelter that is placed in the mosque. As soon as the volume of waste is considered to be qualified, then the waste officer from the environmental service will pick up the waste. As for the proceeds from the sale of alms, the waste will be put into the mosque's cash, usually used for the purchase of furniture and mosque equipment that can support the cleanliness of the mosque, such as brooms, mops, and foot cloths.
“Alms in this waste we continue to campaign in the midst of society. Because, in addition to giving awareness to the public about the importance of waste, another thing that wants to be formed is a matter of habitual willingness. So people who want to be willing, come on it is effortless to pick up trash on the road and then put it in a place of shelter that already exists in certain mosques” (Interview, 2 September 2018).

Alms of waste as a breakthrough to implement the policy of Law 18 of 2008 is also not yet optimal in solving waste problems. On the one hand, the effort to spread the idea of concern for waste issues as a serious problem needs to get a great appreciation for the few apparatus covered by local government. However, if the context is the elaboration of the policy of Law 18 of 2008 or in this case, the strategic implementation of the policy has not shown results as the main idea of policy, especially if using the 3R logic. The problem is, alms waste only takes place in minimal environments. Involving a handful of people who will and after going to the mosque. Even so, the volume of waste collected is not comparable to the consumption of waste produced every day.

**The Indonesian Family Welfare Guidance Programme: Driving the Waste Bank**

The model of solid waste management with the basic principles of 3R which empties into a waste bank is carried out differently at Labukkang Parepare Outbound in South Sulawesi. The most striking difference is the initiator or driver of the waste bank itself. In Parepare, the waste bank is in direct movement by PKK women. All administrators in the structure of the waste bank consist of women of the Indonesian Family Welfare Guidance Program (PKK). The ongoing process starting from the 3R process was also carried out by PKK women themselves.

The involvement of PKK women is very effective in reviving waste banks. This breakthrough in the implementation study is similar to the community-based participation model as it took place in Wajo. It is just that, in Parepare it is more beneficial to drive waste banks which directly also have an indirect relationship with the good government. In this case, all those involved in the waste bank are people who are also active in the PKK movement. To facilitate the coordination process carried out by the management in managing the waste bank in the village.

In another aspect, the policy of implementing the policy by involving PKK women as drivers of the waste bank is economically more efficient. The kelurahan (village) government no longer has to pay special fees for operational costs used in managing the waste bank. In
the field, even all women involved in the waste bank were also claimed as one of the empowerment models for PKK women. So, not all the waste that is deposited for the waste bank will be sold, but the most important thing is to change the waste to be more productive, such as with handicrafts in the form of bags made of plastic waste or shopping bags for markets made of plastic waste.

The system used in the waste bank in Parepare which contributes greatly to the achievement of the policy implementation of Law 18 of 2008 with the waste bank model is the existence of a savings and loan system that is carried out by each member of the waste bank customer. Savings and loans are carried out by providing loan funds as initial funds to PKK members or administrators, the nominal of which is given varies between 200,000 rupiahs (13 US $) to 300,000 rupiahs (20 US $). Instead, each member who has received loan funds is encouraged to pay the loan with waste by the amount and price agreed.

For the initial funds that were used as initial capital for operations by the waste bank in Parepare, the donors received a substantial amount of 10 million rupiahs (666 US $). These funds are then used as initial funds, to manage the waste bank in Parepare. Until now, the waste bank with a savings and loan model as a strategy to implement the Law 18 of 2008 has resulted in the remaining operating income reaching 3 million rupiahs (200 US $). As for the benefits that are exploited, it is usually enjoyed jointly by members of the waste bank. The advantage is extracted in the form of the purchase of necessities which are then distributed to each board. The amount given will vary depending on the activity in the waste bank savings and loan activities.

**Model of Solid Waste Governance and Problems**

Both research locations, Parepare and Wajo, have different social characteristics. At a further level when confronted with the Law 18 of 2008 the same legal law. However, when it comes to talking about policy implementation strategies, there will be many differences. Both regions are representative of two socio-economic conditions in South Sulawesi. Parepare represents urban areas with a more established social system with a better level of economic activity.

Meanwhile, Wajo is a characteristic of the district area with a level of economic activity that is still sluggish. The difference between these two characteristics greatly determines the treatment policy of Law 18 of 2008. Because this is about the target
communities and actors, who will later be involved in the waste bank. In Parepare or this case, for the waste bank area of regulation, it tends to be better than the area in Wajo or this case the area with the characteristics of the district. The reason is, in addition to cultural reasons that make people consider dealing with garbage is something that is underestimated, the level and activity of the economy is also a very determining driver.

In urban areas where economic activity is so dense, it forces every individual to earn a living. While in other circumstances, not all economic activities can absorb society. The choice as a gatherer is the same for those with low education and below is a rational choice for just being able to survive. It is not difficult for that, especially high economic activities will be directly proportional to the level of public consumption. When the level of consumption increases, indirectly the volume of waste will also increase. Moreover, the conditions that become opportunities for urban areas to make a waste bank as an alternative work.

“It is not difficult to get garbage, rubbish other than under the PKK members themselves, there are also those who are under by road cleaning staff (street sweepers) or parking attendants at cafes. In Parepare there are many cafes, and every cafe produces trash like bottled mineral water almost every day. Usually, the parking attendants at certain cafes have the initiative to collect the water bottles, then down to us. We also buy, just like when other PKK mothers sell. The difference is if we pay directly or there is something that is usually recorded first, then much new money will be taken” (Interview, 1 September 2018).

“It is difficult here because there are people here who have a difficult culture to change. The garbage set is always carried with negative connotations. As soon as you hear garbage, it must be something that is thought to be bad. While in Wajo, it was a very thick culture. Because the reason is that one of the things that hinder the waste bank can run effectively, in addition to the classic reasons in the internal bureaucracy” (Interview, 2 September 2018).

The results of this study intend to generalize all the problems of implementing the policy of Law 18 of 2008 concerning waste management because there are almost the same trends occurring in many places. When the location of the policy implementation target of Law 18 of 2008 is an urban area, the potential for policy implementation will be better than the implementation of the policy for areas with characteristics of low economic activity.

Apart from the second difference in the characteristics of the implementation model, there are similar slices between the two regional characteristics, namely the potential failure of solid waste policy implementation. Both regions have difficulty developing further the
management of the waste bank especially for the process further away from the 3R principle. Both regions, Wajo and Parepare only stopped at the sub-district level process. The processing of the main waste bank in the district has not been optimal. The logic of 3R in the garbage bank scheme that is amended by the Law of the Year 18. Therefore, in the two locations that became the location of the research on the processing of main waste, it was carried out by the private sector.

**Resources for Policy Implementation**

Resources very much determine the implementation of public policies including the implementation of solid waste policies. Resources support policy implementation. One of they determines success and failure of implementation is a resource. When talking about resources, in general, two resources often determine the failure and success of public policy. One of them is human resources or often in short with human resources. Human resource tools are essential instruments in reviewing the implementation of solid waste policies. Because human resources are the tools that drive public policy. Therefore, when talking about human resources actually what is discussed is the matter of human capacity in an organization. In the context of this research, the human resources in question are work devices that are found in the auspices of the sanitation service or the like.

In the field, several staff human resources were very different in responding to solid waste policies. In the two areas that are the location of the study, in Parepare the tendency of human resources, especially for the government agencies in the city of Parepare, is more active in encouraging the process of achieving the policy implementation process. This indication can be seen from the political support provided by the city government of Parepare. One of the political support in question is the Parepare city government regulation on solid waste as a response to Law Number 18 of 2008 as the basis and guidelines for waste management which are considered to be national problems.

In addition to regional regulations, the Parepare government is also supported by human resources to the very participatory village heads. The participatory form was proven by the participation of the village government in this case the village head to be involved directly in the success of the solid waste management policy in the city of Parepare. Another form of involvement by giving private funds to the Garbage Bank manager is mistaken as a
work stimulus, which hopes to support the national government policies contained in Law No. 18 of 2008 to unravel garbage in Indonesia which later became a very crucial problem.

Different things appear in Wajo district. Although, the two regions have given the same treatment in response to Law No. 18 of 2008. However, the difference in the level and capacity of human resources has become a differentiator between the two regions in handling the problem of labor. In Wajo, waste management is not much better than waste management in the city of Parepare. Wajo Regency experienced difficulties in solid waste management. In the field, many Garbage Banks failed to operate. Although, the existence of the Waste Bank as a consequence of Law No. 18 of 2008 is the same as that done in Parepare. However, practically the translation of Law No. 18 Tah 2008 tends to be different. This level of discrepancy then shows the pattern of human resources found in both regional agencies both in Parepare and in Wajo.

Finally, a policy especially that the central government initiates the policy will experience serious obstacles when implemented in the field. This obstacle was born from differences in the capacity of human resources that participated in shaping public policy processes which ultimately affected the implementation of public policy. In short, the level of human resources will determine the success and failure of policy implementation.

The second aspect of the resource that also strongly determines the direction of implementing public policy is financial resources. This instrument is very important as well as a factor that greatly determines the implementation of public policy. For the context of solid waste policies in Parepare and Wajo, financial resources are the main factor that hinders the policy implementation process. As in the City of Parepare, the lack of budget support from the available APBD allocations greatly complicates the operational process of implementing the Law No. 18th of 2008. While in the field, the operational costs needed for the solid waste cycle start from transportation to decomposers requiring so many funds. In Parepare alone, every day around 100 janitors has to clean up garbage every day. This activity certainly requires much money. Likewise for Wajo, the failure of management and the stagnation of the implementation of solid waste policy due to the lack of budget support. The budget allocation for solid waste is not more than 100 million per year. The budget includes vehicle operating costs, vehicle maintenance costs and costs for cleaning car crews and costs for field workers.
Also, another problem with the implementation of solid waste policy is organizational communication which has a very important role. Because the implementation of solid waste policy is a public policy that does not only involve one element. Moreover, solid waste policy is a policy model that must pay attention to institutional aspects and its relationship with other organizations. For example, in the city of Parepare. The process of implementing solid waste policies does not only involve related agencies but in the field of implementation, the process must also pay attention to agencies that have the same slices as waste problems. Likewise in Wajo Regency, the external communication model and pattern strongly supports and determines the achievements of policy implementation.

In Wajo, so far it can be said if the successful implementation of solid waste policies at the beginning of the enactment of Law No. 18 of 2008 because of the involvement of organizations or institutions other than related agencies. Even in Wajo, the implementation of solid waste policies is driven by agencies outside of the sanitation service. For example, at the beginning of the Waste Bank policy, the waste bank violation was carried out by schools compared to public places. Of course, the involvement of the school to contribute to the policy as well as an effort to succeed in the implementation will not be achieved if the organization in the form of the cleaning service does not establish communication that is external. It is impossible; the schools are involved in the waste bank without the encouragement of certain parties. It shows that the importance of organizational communication to achieve the implementation process is also effective.

**Conclusion**

Solid waste policies carried out in a top-down manner determine various organizational problems at the regional level, which have an impact on policy implementation practices. This situation is because the region must respond to the policy by boosting in three aspects, first regional resources, organizational communication, and organizational structure. These three aspects ultimately determine the reach of policy implementation. Aspects of regional resources about the readiness of human resources in the regional apparatus translate national regulatory instruments into policy instruments that are practically in the field. Also, resources also relate to the readiness of regional budget allocations to support the policy financing process. In this situation, it is clear that the implementation of policies at the practical level must place human resources and financial resources as a very decisive part of policy implementation.
The second aspect that determines policy implementation is organizational communication. This research shows that organizational communication determines the policy implementation process. Organizational communication takes place in two areas: the first is organizational communication that takes place in the internal arena, namely organizational communication in the internal organization. This section determines the direction of the implementation of solid waste policies. The direction and future of policy implementation depend heavily on the extent to which the level of coordination built up in the implementation organization. While the second part of organizational communication took place in the external field. Communication that takes place is external about the ability of the implementing organization to build relationships with other organizations as a support so that implementation can be achieved.

The last aspect that supports the implementation of solid waste policy is the organizational structure. In this aspect, this aspect has a very large effect on the policy implementation process. Organizational structures that tend to be more rigid, will have difficulty implementing solid waste policies, especially the policy is a policy issued by the central government, on the contrary, when the organizational structure is more flexible, the policy implementation process will also be very easily implemented in the field. This explanation confirms the organizational structure as one of the efforts that must be considered in the implementation study. Because, the bureaucratic structure about organizational responsiveness to changes in the policy environment, including one in the context of policy.

References


