

THE POLICY ENVIRONMENT IN URBAN AREA: PUBLIC PARTICIPATION IN WASTE MANAGEMENT IN PROBOLINGGO

Hilmy Mochtar¹, Darsono Wisadirana², Wawan Kuswandoro³
Faculty of Social and Political Science Brawijaya University
Malang, Indonesia

Abstract— This study investigates the effectiveness of government policies in solving waste problem in urban areas based on participation of Probolinggo City, East Java, society. This research was conducted using qualitative and quantitative models. Quantitatively, the data obtained through a simple tabulation; while qualitatively obtained through the interpretation of interview results of people that involved in policy implementation. The results of research in sample area showed that, first, there is society participation formed as community groups and Waste Banks; second, the government's policy in waste management with a participatory model is still not effective; this not only because the lacking of public awareness, but also because the government is less pro-active in the dissemination of policy that has been decided.

Index Terms— local government policy, society participation, community groups, Waste Banks

I. INTRODUCTION

Environment is part of a development scheme which is very vital. But in reality, this is often getting less serious attention from decision makers, policy implementers and economic actors. The environmental issues become important because it is related with the use of natural resources, but on the other hand it would be bad effect for the sustainability of development itself. In some cases related with environmental problems, for example, occurs in the peripheral area of urban-industrial areas (Mochtar, 1996) and the urban-agricultural (Wisadirana, 2015).

In Indonesia, environmental policy refers to Law No. 23/1997 on Environmental Management and Law No. 32/2009 on Protection and Environmental Management. Both laws become the basis for local governments to make policies that involve the society in the management and protection of the environment. Environmental management related to the utilization of natural resources, while the environmental protection refers to the maintenance and preserve to avoid damage. Therefore, the government and society became an important part of efforts to implement the law; in the context of this paper is that in urban areas as the Probolinggo City.

Probolinggo is a medium-type town in East Java that is responsive to environmental issues. The government of the city implements participatory environmental policy. Some types of

environmental programs organized by the city government prepared by the Environment Agency in the form of a strategic plan (Renstra) city government 2010-2014 (Bappeda Probolinggo, 2010), that are Waste Management Performance Development Program, Control of Pollution and Environmental Damage Program, Protection and Natural Resource Conservation Program, Quality Improvement and Information Access of Natural Resources and Environment Program, Pollution Improvement Control Program, Development of Ecotourism and Environmental Services Program, Management/Rehabilitation of Coastal and Marine Ecosystems Program, and Management of Green Open Space (RTH) Program.

The program is operationally related with 'tamanisasi', planting of trees (reforesting); rehabilitation, education and mangrove forest conservation, water sources conservation, sorting and society-based waste management, Waste Banks; energy resources and alternative energy saving, nutrition, Environmental Studies Park (TWSL), Landfill Sanitary System, Task Force on Energy and Water Saving, and environmental management. That Policies and programs earned several awards which are the Autonomous Award (2011); Environmental Management Special Category, and Indonesia Green Award (2012).

Common problems in this research are: do the policies, programs and environmental strategies can be implemented by local governments involve the groups that exist in the society? To answer the problem mentioned above, theoretical framework and empirical studies are necessary. Theoretically this study adopts a policy theory in order to understand the relationship between government institutions and society groups. Empirically, this study focused on society participation to support government policy.

II. LITERATURE REVIEWS

Theoretically, the policy is "a projected program of goals, values and practices" or "... a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities the which the policy was proposed to utilize and overcome in an effort to reach a goal or an objective realize or a purpose ". The 'policy' term is widely

III. RESEARCH METHOD

used in its relation to the actions or activities of the government and the behavior of the state in general that is as policies that developed or formulated by agencies and government officials (Wahab, 2005, p. 5). The state policy is also referred to public policy that is "whatever government choose to do or not to do". In other words, that public policy is "a series of actions that are defined and implemented or not implemented by the government which are oriented toward specific purposes in the interest of the whole society".

While the implementation of the policy includes elements such as decision, actor and environment influence where the policy made. For example, the external conditions that is not favorable for the policy to achieve the desired results. Implementation of the policy is also influenced by internal factors such as the formulation and implementation of bad policies, or indeed the policy was ill-fated. In this case, the implementation means events and activities that arise after the passing of state policy guidelines, including efforts to administer in order to obtain concrete results by the society (Wahab, 2002, p. 65).

In general, the effectiveness and impact of government policies can be measured from the society participation. At the local level, there are various parties involved in the process of policy formulation. Nevertheless, there is still a possibility that the society's demands cannot be fully accommodated by the government so that the level of society participation is low.

A. Policy Evaluation Model

One of policy evaluation model related to society empowerment programs made by Grindle (Wahab, 2008, p. 161). This model is useful to explain the process of policy implementation and evaluation, placing the original goals and objectives, and then break down into action programs with a number of costs allocated to realize the goals and objectives (Wahab, 2008, p. 162).

Theoretically, the programs are ready to run in implementation stage, but practically, it often appears the difference between the formulation phase and the implementation phase. The policies, actually, are difficult to sustain, because the feedback of the implementation procedures led to the need for certain changes in purpose and direction of the policies that have been defined.

A particular policy will bring certain impact. This means that a policy can be tested to see whether it can lead to a change in social relations, politics and economics (Wahab, 2008, p. 163). Another thing that can be tested is activity programs which have a collective benefit and can provide benefit on a larger scale. Important impact to note here is behavior change of the beneficiaries of specific programs and feedback for the policy objectives.

This study is an evaluation of the government policies implementation relating to environmental issues in Probolinggo City. Evaluative studies conducted by measuring quantitative and qualitative. Quantitatively, survey conducted using the design on the society of beneficiaries; while qualitatively using ethnographic design to the informant as a source of research data, both key informants and support informant.

IV. RESULT AND DISCUSSION

A. Probolinggo City And Environmental Policy

Probolinggo City with an area of 56.667 km², is divided into five sub-districts that are Kademangan District with 12.754 km² area (22:51%), Kedopok District with 13.624 km² area (24.04%), Wonoasih District with 10.981 km² area (19:38%), Mayangan District with 8.653 km² area (15:27%), and Kanigaran Subdistrict with 10.653 km² area (18.80%). The population of this city is 217.062 people with growth scale 1.26% per year (2000-2010) (Bappeda, 2012). According to the Office of Population and Civil Registration, the population of this city is 217.349 people; with the following details: Mayangan District 28.2%, Kanigaran Subdistrict 25.50%, Kademangan District 17.40%, Wonoasih District 14.80% and Kedopok District 14.1%., whereas 0.036% or 37 people foreign nationals (foreigners) (Census 2010). Economically (2011) the town has income from trade sector, hotels and restaurants 43.76%, transport and communications sector 14.02%, manufacturing sector amounted to 13.65% and services sector 12.42%.

B. Green City Policies

Probolinggo City became one of five cities as winner of Anugerah Indonesia Green Award (IGRA) 2012 for green city categories. Green City Policy Programs, which are, based on Regional Regulation (Perda) on Spatial and Administration Planning of RT/RW, Protected Area Regulation, Mayor Regulation (Perwali) on the Determination of RTHKP, Perwali about Waste Management, and Green City Action Plan.

Environmental policy schemes mentioned above involve civil society in activities empowerment and private parties in the distribution of CSR (Corporate Social Responsibility). Every three months, the government, private and society organizations forum in Probolinggo, sit together to discuss strategic plans in the environment development. From the results of the meeting, caring environment forums appears which was initiated by the society itself include Spatial Care Society Forum (Formastaru), Waste Management Network Forum (Forjamasa), Council of Sustainable Development (DPB), Association of Pedicab Driver, Association of Pesantren, Healthy City Forum, and Association of Waste Concern (Papesa).

Government gives stimulus in the form of the budget given annually to the society groups and the association to help the government runs environment care programs in other to these activities could be viable and sustainable.

C. Waste Management Program

Waste management is conducted by 3P management *Pengumpulan* (collection), *Pengangkutan* (transport), and *Penimbunan* (stockpiling) in a landfill. Waste collected from the source and then transported to TPS and finally dumped in a landfill. Waste reduction efforts by processing waste into useful products need to be considered. The effort is to utilize the waste into compost, where 70% of Probolinggo City waste is organic waste, very supportive to be recycled into compost. At the same time, the agricultural land in Probolinggo in desperate need of organic fertilizer to improve soil fertility that diminish because of the unbalance use of chemical fertilizers. To solve two issues that should be handled at the same time, the Government of Probolinggo City formed entity that handles the process of organic waste management into compost, that is the Technical Implementation Unit (UPT) Waste Management under the auspices of the Environment Agency Probolinggo City. One task of UPT Waste Management is carrying out the process of composting, with the responsibility of carrying out two main functions, that are processing organic waste into useful products (compost) and disseminating composting and its use as a form of society empowerment and education.

D. Waste Management And Society Participation

One important policy of Probolinggo City government is to create the Green City. In this case involves civil society movement, and society groups, especially in activities empowerment and distribution of Corporate Social Responsibility (CSR). Every three months the government, private sector, and forum organization Probolinggo discuss the environment development include Spatial Care Society Forum (Formastaru), Waste Management Network Forum (Forjamas), Council of Sustainable Development (DPB), Association of Pedicab Driver, Association of Pesantren, Healthy City Forum, and Association of Waste Concern (Papasa).

E. *Pokmas* and Waste Banks

Pokmas or society group (*Kelompok Masyarakat*) is a society activity based on "homestead *dasa* groups", Rukun Tetangga (RT) with the activities of collecting and sorting household waste, so "*Pokmas*" are called as "waste sorter *Pokmas*". In Probolinggo there are 46 society groups (*Pokmas*) are classified as active. The group is spread across five districts in all 29 wards. The spread is between the residential neighborhood and the other to non-residential neighborhood. In general, society groups carry out functions as a "Waste Banks", this function is to achieve efficiency energy and operating costs, due the management of *Pokmas* is based on voluntary member. *Pokmas* receive a deposit of waste from local

In Probolinggo there are 35 active Waste Banks activities. This kind of Waste Banks is spread in five districts of the city. The spread of this Waste Banks are very diverse, for example in RT/RW or villages, in schools, in boarding school or *Pesantren*, and Probolinggo Association of Pedicab Driver.

F. Waste Management Policy Impact: Changes in Society Conditions

Changes that occur after the *Pokmas* and Waste Banks, revolves around the Boards only, not to the members yet because the different level of activity between management and members. Research shows the change conditions on *Pokmas* and Waste Banks; nevertheless there are changes in the perception about waste. Initially they thought waste is disgusting objects, but after *Pokmas* and Waste Banks, waste is no longer regarded as disgusting objects but the object that is worth of money. Activeness in *Pokmas* and Waste Banks also bring changes in knowledge and skills in managing waste. Subject of this study acknowledges the additional knowledge and skills for *Pokmas* and Waste Banks management and members are in terms of managing the organization, finance, waste distribution, and membership. In addition, technically they assume they have a new knowledge and skills in making handicrafts made from the waste (recycling). Furthermore, the subject research also recognizes the increasing awareness of government programs, especially programs that related to the public interest. Once active in *Pokmas*, the desire to be involved in government programs, 70% of respondents want to be involved in government programs. Interestingly, when asked about the desire to care about the needs of citizens, 95% of respondents answered "yes", only 5% of respondents answered "no". About the new ideas after joining *Pokmas* and Waste Banks, 90% of respondents acknowledge have new ideas. Overcoming social problems and citizens, especially related to the environment, 65% of respondents answered 'yes', and 35% answered "no".

Respondents recognized the new knowledge once they join in *Pokmas* and Waste Banks, 65% of respondents answered there is new knowledge after joining the group, while 35% remains answered there is no additional new knowledge. The changes of situation in social relationships: 55% of respondents agreed there is a change, and 45% of respondents said no change. Changes in social relationships, as much as 55% of respondents recognized the social relation is more cohesive, while the 45% remaining reported no change.

Strengthening of social capital is measured from the addition of new acquaintances and friendships network, the impact of *Pokmas* and Waste Banks program contribute to the strengthening of social capital. As many as 75% of respondents answered there is new acquaintances and friendships network

once active in *Pokmas* and Waste Banks, while 25% others declared there is no additional new acquaintances and friendships network. The economic situation change showed in extra financial income, 75% of respondents claimed have an extra income, while the rest, 25% of respondents reported no change in this field. While the situation changes in the relationship with the authorities, there is an interesting phenomenon, 50% of respondents answered there is a change in the relationship situation with the authorities, while the rest said there is no change.

G. Role of Society Leaders

Here is a survey of the role of society leaders in *Pokmas* and Waste Banks activities. From the survey, known that 30% of society considered that the role of society leaders in *Pokmas* and Waste Banks activities is very good, 30% of society considered that the role of society leaders in that activities is enough, 5% of society considered the role is not good, and 35% of society considered that there is no role of society leaders in that kind of activities.

H. Society Satisfaction

The government's policy on the environment in Probolinggo City normatively been set in the regulation of local government. Implementation of this policy related to activities of society groups (*Pokmas*) as part of a social movement in the field of environment. Therefore, the existence of groups that exist in the society be one of the important factors in the effectiveness of government policy implementation.

To analyze the effectiveness of a policy implementation in the context of this research, data quarried quantitatively, and also need qualitative data collection through in-depth interviews with a number of informants spread on the whole geographical study area. Informants are citizens beneficiaries of government policies that become the target group of the implementation of government policies and government policy programs related to urban living environment that is waste.

Data collected in this study is based on the following categories. First, data about the desire or expectations of citizens regarding waste management program and the obstacles in the sorting program/Waste Banks implementation. Second, data of interviews result of society participation and obstacles in the *Pokmas* sorting/Waste Banks program implementation. Third, the leaders or influential figure in *Pokmas* waste sorting program and Waste Banks program implementation.

I. Public Participation and Its Obstacle

What about the participation of Probolinggo society in the implementation of the Waste Sorting *Pokmas*/Waste Banks program? The society participation in the research area in implementation of the waste management program is relatively less due to external factors and internal factors. The external factor is lack of intensive socialization by institutions of local government from the city government level to districts and

The aversion of society regarding this waste problem, for example, appears in the *Pakistaji Village*, as it declared by Rohyani, Buasan and Ririn (Interview, Probolinggo, 2013). They stated that the limit house area of *Pakistaji village* residents makes them reluctant to sort, burnt is better than be tired sorting the waste... there are still many people who burn the waste, because they do not understand, especially those whose houses have spacious grounds. Similarly, people whose homes were leased by contracts, they are reluctant to sort the waste, so that when the rainy season there is waste that inundated.

The effort of people who consciously sorting the waste becomes useless because the waste janitor mixed it back, so the citizens become reluctant to sort it. In this case Waste *Pokmas*, especially the *Pokmas* Chairman becomes a single executor in waste sorting as said by Armiyati (Interview, Probolinggo, 2013) who said that some people who have been sorting the waste feel sorry for the *Pokmas* Chairman, because his house becomes a place to collect the sorted waste from residents that causing the house looks shabby. The sorted waste is not sold but given to scavengers.

Furthermore, it is said that there are still people (including those of the bureaucracy/employees of the Probolinggo local government) reluctant to sort the waste, although they understand. They even asked the *Pokmas* Chairman/Board to retrieve and sort the waste. They consider *Pokmas* as "waste officer". There are still many people littering and many residents do not sort the waste yet, or, recycle it (Tatik Sumarni and Zainul, Interview, 2013).

There is almost no society participation to collect wet litter or, moreover, deposited in Probolinggo City, contrary *Pokmas* members take the waste from house to house, for example, when a resident cut down the mango tree, *Pokmas* asked to take it home. The residents concern to sort the waste, in reality, is very less, because many of them do not understand the benefits. There are still many people who burn the waste, because they do not understand the consequences. There are still many people who burn the waste because they have spacious grounds. Feel reluctant sorting the waste (extra work), immediately thrown away is better. There are still many people who sell junk boxes and bottles to the scavengers because it is more expensive (Ghofur, Saiful Anam, interview, 2013).

In line with statements above that are still many people who do not do the sorting, but mixed together and dumped into *jublangan* and then continue to be burned. They are too lazy to sort the waste because it is considered a waste of time, and assume there is no benefit on that. It is better to sell it for *urup-urup* because it is more expensive. Besides, people are still reluctant to deposit their sorted waste, but better sold to waste collectors (for those which are still marketable) because directly make money, while at the Waste Banks money must be saved first, and given when *Id Mubarak*. The

reluctance/laziness for sorting, instead, parents encouraged their children to deposit waste into Pokmas, but if the waste is not sorted then Pokmas will not accept it, so the children were asked to sort out first before deposited to Pokmas, as well as give learning to children (Sri Kuswariningrum, interview, 2013).

V. CONCLUSION AND SUGGESTION

Probolinggo Government policy as such exposure above can be concluded as follows. First, the effectiveness of environmental management programs, particularly, waste management revolves around the Pokmas Boards and Waste Banks, and has shortcomings in terms of information spread to the society outside Waste Banks officials and Pokmas. Second, the effective area of environmental programs impact, particularly, waste management, there is a significant result in behavior changes, perceptions of waste, changes in social conditions, economic and social capital after the Pokmas waste sorting program and Waste Banks. Third, the role of stakeholders such as sub-district heads, village heads, government officials, NGOs, LPM (Institute for Society Empowerment), PKK (Family Welfare Empowerment) and community leaders have variations according to the level of personal connection to the Pokmas Boards and Waste Banks. Fourth, the role of the government is quite good, by the Environment Agency (BLH) that is the activities facilitation, encouragement and initiation in other to society, by Pokmas and Waste Banks, can follow the program independently. Fifth, there are weaknesses in sustainability and self-reliance Pokmas and Waste Banks, also other society elements which are engaged in the environmental sector, especially waste management.

Based on conclusions above can be recommended as the following. First, it should be the role of government to provide subsidies to the production components in the waste management into craft made by Pokmas for selling price so that it can ensure continuity of the recycling efforts into

REFERENCES

- [1] Badan Lingkungan Hidup Kota Probolinggo (2010), Dokumen Rencana Strategis Tahun 2010 – 2014, Pemerintah Kota Probolinggo
- [2] BAPPEDA (2012), Kota Probolinggo Dalam Angka 2012, Pemerintah Kota Probolinggo
- [3] Biro Pusat Statistik (2011), Sensus Penduduk 2010, BPS, Jakarta
- [4] Mochtar, Hilmy (1996), “Strategi Pembangunan Kawasan Periferal”, dalam PRISMA, Jurnal Ekonomi dan Sosial, LP3ES, Jakarta
- [5] United Nations (2002), Report of the World Summit on Sustainable Development, Johannesburg, South Africa, New York
- [6] United Nations (1992), Report of Conference on Environment and Development, Rio de Janeiro, United Nation Publications.
- [7] Wahab, Solichin Abdul (2008), Analisis Kebijakan: Dari Formulasi ke Penyusunan Model-Model Implementasi Kebijakan Publik, Bumi Aksara, Jakarta.
- [8] Wisadirana, Darsono (2015), Strengthening of Capital Social in Agricultural Oriented Tourism Development And Its Potential In Poverty Alleviation In Batu City, International Journal of Technical Research and Applications, e-ISSN 2320-8163, www.ijtra.com Special Issue 18, pp. 64 - 68