

FAILURE WASTE IMPLEMENTATION PROGRAMME IN BANDUNG AS A RESULT OF UNPREPAREDNESS LOW PARTICIPATION AND THE INFRASTRUCTURE

By
Andriansyah Saja

ABSTRACT

The public sector has a high level of complexity as it involves many actors with different interests. Thus, in solving and policy implementation requires a comprehensive or holistic methods. Waste is one of the problems of the public in most cities in Indonesia, including Bandung city, which produced 1,500 tons of waste /day, 11.6 percent of the amount above is plastic waste (Sonjaya, 2013). This occurs as a result of waste management in the cities in Indonesia in general are still using simple technology, limited human resources, lifestyle and bad habits of the people and so forth. Including the application of local regulation No.11/2005 about execution of Program Hygiene, Beauty of, and Orderliness (*Ketertiban, Kebersihan, dan Keindahan/K3*) that are not optimal. So that, the waste problems in Bandung city became a complex public problems. Mayor of Bandung policy in terms of waste management by adopting Western models of waste, that is by separating organic and non-organic waste in plastic bags have failed in its implementation. The failure of policy implementation over the waste caused by various factors, among others, actor and impact analysis is not detailed and not objective, poor dissemination of new solid waste program models in the community as a target group, the lack of mechanisms to control the Department of Waste (*Perusahaan Daerah Kebersihan*) as implementor officers in the field. In addition, the public sector, there are problems that can not be predicted and the broad scope of the problem. However, the waste problem related to various aspects, among others, social, economic, educational, lifestyle and so forth. Thus, the policy and its implementation should be holistic, involving a variety of actors, especially considering the target group. The above program is top-down approach which lack of community participation under the main target group.

Keywords: Public sector, waste, Western waste models, holistic, top-down approach.

INTRODUCTION

The public sector has a high complexity level, because it is related with a variety of actors and interests. Therefore, it requires holistic methods in its policies resolution and implementation. Waste is one of different public problems in majority of cities in Indonesia, including Bandung city. It is occurred as the product of waste processing itself in majority of cities in Indonesia where they are still applying simplified technologies with limited human resources. In fact that in Bandung city the program does not run properly due to various factors, especially the habit of citizens in littering or anywhere. Besides that, the Department of Waste (*Perusahaan Daerah Kebersihan*) janitor is limited so much rubbish piled up or not transported. While the volume of waste grows but waste disposal facilities and janitor are not increased. In addition, landfill system is considered ineffective because of the limited, people who living near landfill bothered by the odor, diseases symptoms and so on.

Implementation of Western Waste Model in Bandung City

Bandung city's Major in the processing of waste adopt the model of Western waste, namely, by separating organic and non-organic waste in different plastic bags is in fact perceived a failure in its field implementation. The failure in implementing of such waste policies mentioned above is caused by various factors; they are, among others, actor analysis and their impacts are not detailed objectively. The adoption process or model should be adjusted for problems totally different from the target group intended.

In addition, there are many unpredictable problems and wide scope of problems in the public sector itself. There are several definitions of the implementation of which is as follow: "Implementation is the process of putting a government program into effects; it is the total process of translating a legal mandate, whether an executive order or an enacted statute into appropriate program directives and structures that provide services or creative goods" (Santosa, 2012:42).

However, such waste problems relate with a variety of aspects, such as social, economic, education, life style as well other aspects. Thus, a policy itself and its implementation must be a holistic one that concern with many actors, especially its targeted groups. Such top-down approach has a partial nature and does not involve community participation. Top-down theories started from the assumption that policy implementation starts with a decision made by central government. They assumed a direct causal link between policies and observed outcomes and tended to disregard the impact of implementers on policy delivery. Due to their emphasis on decisions of central policy makers, deLeon (2001, 2) describes top-down approaches as a "governing elite phenomenon" (Pülzl, 2007: 90-91). According to Pressman and Wildavsky: "... that policy objectives are set out by central policy makers" (Pülzl, 2007: 91). The Western waste model program was the idea of the Mayor of Bandung city by imitating the way of processing waste in developed countries.

The implementation of top-down theory need some proper criteria as Sabatier and Mazmanian stated: "... assumed a clear separation of policy formation from policy implementation. Their model lists six criteria for effective implementation: (1) policy objectives are clear and consistent, (2) the program is based on a valid causal theory, (3) the implementation process is structured adequately, (4) implementing officials are committed to the program's goals, (5) interest groups and (executive and legislative) sovereigns are supportive, and (6) there are no detrimental changes in the socioeconomic framework conditions" (Pülzl, 2007: 92).

The public sector has a high complexity level, especially in dynamic and modern cities with the heterogeneous community, social status, education background and so on. The volume and kinds of urban waste continuously increase and vary in parallel with periodic progression and its community, especially in high competitive level within modern community, which it has in turn impact on waste. Most of modern products package by plastic material as one of complex problems in terms of waste in Bandung city which produced 1,500 tons of waste /day, 11.6 percent of the amount above is plastic waste (Sonjaya, 2013).

In the public sector, those problems relate with many actors with their overall complex interests, so their resolution and implementation also require for complex and holistic method, too. According to Indiahono that: "Programs and policies scheme must translate in simple and detailed ways concerning on logic of policy about its economic and social

advantages and disadvantages” (Indiahono, 2009: 90). Implementation public policy must accommodate all stake holder objectives. “Basically formulate public policy is not only the executive but also the legislative, judicial and administration” (Santosa, 2012: 37)

In addition, problems in those waste vary between each actors, especially if they are compared with the system of waste in cities of foreign countries. There are many of different and affecting factors led to the success and failure in field implementation. Therefore, the application of system of waste from Western model must be carefully and in depth examined before its application in Bandung city. The waste program of such Western model is one of new Mayor campaign in which its implementation failure. Under here, we will deliver some aspects that must be considered in the public sector implementation, namely, “a public policy vary in accordance with intervened areas, predetermined objectives, intended target groups, and expected change substance” (Purwanto, 2009: 24).

Policies about waste in Bandung city which adopt the model of Western waste experiences failures caused by a variety of factors, especially community as target groups. Majority of those target groups are those community with low education background, low social and economic status, simple mind-set and life style, live in crowded and slum environment, etc. Therefore, most of citizens as target group should get clear information on new waste model.

Although those community said above have a low consumption level due to their low purchasing power and limited economic level, but as the majority community group, thus their waste production is sufficient high. Consequently, an arbitrary life pattern in waste disposal anywhere and is not in their place is a common action. The above program failure is due to no active interaction between implementing actors, such as cleanliness officials, Bandung city’s officials with target group, namely, common heterogeneous community, especially with their educational background.

The failure of the Western’s waste model implementation in Bandung city could be classified as the three types of error, namely, “the Policy is not based on powerful thinking (theoretical) foundation about causality relationship between policy and intended results. This matter is urgently related with well-known case as the three types of error: a given condition where a policy analyst or policy maker solve a wrong formulated public issue” (Purwanto, 2009:15). Usually such waste container placed in public places such as train station, bus shelter, airport, shopping centre and the like. It function collecting light rubbish, for example, food wrap box, drink bottle, packs of cigarette and so on. In Bandung city it uses for many kind of waste including household waste. The new waste model is not suitable for household waste such as kitchen stuff because its power is less strong.

Stich and Eagle stated:” That community involvement is very important in implementation process. In according to them, such community involvement must be understood more than existence for democratic requirements and demands. It has a higher meaning, namely, as common learning media between government and community at large” (Purwanto, 2009: 84).

In naturally, problems in waste in Bandung city is a long-term problems faced by community. However, those community involvement as target beneficiary as if avoided in its implementation. Otherwise, it must be made another approach or formulate public-problems oriented public policy.

That implementation failure can exist due to : “(1) target beneficiary is not involved in program implementation, (2) such implemented programs do not consider environmental, social, economic, and political conditions, (3) the existence of corruption, (4) low capacity human resources, and (5) absence of coordination and monitoring” (Purwanto, 2009: 85)

In fact, those failures in above waste programs are also caused by governmental party, such as its infrastructural and human resources limitation. A minimum and non-proportional trash discharge facilities with total population. Consequently, community is reluctant to dispose their trash into such discharge site. In addition, those discharge site quality is low, easy to breakout, not sufficient strong to hold load and others. As new program should be evaluated by government as main stake holder. In fact, local regulation No. 11/2005 can not be implemented optimally, especially fines for littering.

Other factor is human factor that is not discipline in taking those plastic bags containing trashes for exchange with new plastic bags. Some plastic bags is full with waste, but they are not routinely collected or fitted with schedule, etc. This instance is caused by limited human resources or they do not work professionally. It can be drawn a conclusion that failure in waste implementation in Bandung city is caused by various actors, both community or governmental officials.

An ideal public policy must orient to problems being faced by public as it will be stated in this following: “...the public policy stressed under here concerns with problems, necessity and aspiration of community that must be served. The frequently important issue coming into surface is that has a public policy already well respond aspiration, necessity, and problems are being faced by community?” (Keban, 2008: 57). It means that such problems faced by community in Bandung city is not only concerned with waste but also another factors. This happens due to the government is not ready for implementation, especially provision of facilities disposals are fewer.

Meanwhile, in attempt to resolve these problems, there are some important phases. According to Dunn, they are determination of policy agenda, formulation, adoption, implementation and evaluation” (Keban, 2008: 67).

Such above statement shows that a policy program has some interrelated phases each others. There are also in form of policy model, policy making process as a given cycle, as such stated by Shafritz and Russel that they are consisting of: (1) agenda setting where policy issues are identified; (2) decision for doing or not a specific policy; (3) implementation; (4) program evaluation and its impact analysis; and (5) feedback, a decision to make revision or stopping it” (Keban, 2008: 67). Western waste model should be replaced with appropriate model because the program has been less effective implementation. Such waste program in Bandung city has been not followed up for months and system of waste discharge return to formerly methods. It means that such waste problems has not completely overcome in Bandung city with optimum manner.

CONCLUSION

The waste in Bandung city is a complex problems that has been occurring in long period. Therefore, it must necessary be made some adjustments because it has a wide impact on another aspects, such as urban environmental cleanliness and diseases symptoms as consequence from waste accumulation in various places.

The waste model adopted from cities in West based on top-down theory which its implementation is in fact not success or failure. It is caused by various factors, such as intended beneficiary, cleanliness officials, unsuitable facilities, low quality of waste disposal and so on.

In implementing a given public policy that involve various actors and interests, is not an easy task. In addition, an adoption process is also not easy task because there are many other factors that must be paid special attention, especially by Bandung city's governmental party. In fact, there are the difference between the policy statement with policy output. However, Western waste model policy need to be evaluated so that the program will solve the real problem of waste in Bandung city.

Such above failure is also affected by a minimum community involvement. It is also true with cleanliness officials, cleanliness offices and their capacity must be improved, including its infrastructures. In general, the weakness of policy implementation stay in its human resources. Therefore, those cleanliness official role must necessary be improved anymore. This is top-down theory should be improved or replaced with bottom-up theory which is more suitable to be applied in problem-oriented waste reduction due to public directly.

REFERENCES

- Indiahono, Dwiyanto. 2009. *Kebijakan Publik Berbasis Dynamic Policy Analysis*. Yogyakarta: Penerbit Gava Media.
- Keban, Yermias T. 2008. *Enam Dimensi Strategis Administrasi Publik, Konsep, Teori dan Isu*. Edisi 2. Yogyakarta: Penerbit Gava Media.
- Purwanto, Erwan Agus. Dyah Ratih Sulistyastuti. 2012. *Implementasi Kebijakan Publik. Konsep dan Aplikasinya di Indonesia*. Yogyakarta: Penerbit Gava Media.
- Pülzl, Helga., Oliver Treib.2007. Implementing Public Policy. In Frank Fisher (ed.), *Handbook of Public Policy Analysis Theory, Politics, And Methods*.New York: CRC Press.
- Santosa, Pandji. 2012. *Administrasi Publik Teori dan Aplikasi Good Governance*. Bandung: PT. Refika Aditama.
- Sonjaya, Soni. 2013. *Analisa Kebijakan Pengurangan Penggunaan Kantong Plastik di Kota Bandung. Peraturan Daerah Kota Bandung Nomor 17 Tahun 2012*. Transkrip Presentasi. Bandung: Universitas Padjadjaran.