

The Implementation of Government Regulation (PP) Number 81/2012 on The Management of Household Rubbish by The Office of Environmental Services in The Padang City

Annisa Virawidesma

Student of Master of Public Administration Departement, Faculty of Social Sciences, Universitas Negeri Padang.

*Corresponding Author: annisavirawidesma04@gmail.com

Abstract. The purpose of this study was to describe the implementation of Government Regulation (PP) number 81/2012 on the management of household and similar household rubbish by the Environmental Office of the Padang City. This study was a descriptive research using qualitative approach. The informants in this study were the staffs of environmental services office of Padang City, environment experts and WALHI staffs of West Sumatera. Informants in his study were determined through purposive technique. The data were collected through interview, observation, and documentation study. The finding of this study indicated that the implementation of PP number 81/2012 on the management of household rubbish by Environmental Office of the Padang City had not provided significant change for household waste management in Padang City. The obstacles faced in this management included low public awareness in household waste management. However, these obstacles could be controlled through technical guidance, socialization, training, and the establishment of a waste bank for the community.

1. Introduction

The city of Padang is one of the largest cities in West Sumatra and the capital city of the province of West Sumatra. Padang City has forty percent of the effective urban area, which is inhabited by various groups of people (<https://padangkota.bps.go.id/>). This resulted in the city of Padang as the city with the most potential to produce the most waste production compared to other districts / cities in West Sumatra Province.

Garbage is an important issue in urban environmental problems. The city government of Padang as the government administrator has a significant role in solving this problem. The waste management system in Padang City is fully managed by the Padang City SKPD namely, the City of Sanitation and Landscape Services. But the Sanitation and Landscaping Service (DKP) is now the Padang City Environmental Service (DLH).

Despite the existence of a waste management institution, it does not necessarily solve the problem of solid waste in the city of Padang. In fact, in the management of household waste that is not managed properly in the city of Padang, it can be seen from the volume of household waste continues to increase in line with the increase in the community, changes in quality of life and dynamics of community activities. Unmanaged waste is the cause of health problems because it is a hotbed of disease, disgusting and causes unpleasant odors, flooding, pollution of soil, water and reduced value of cleanliness and beauty of the environment.

PP No. 81 of 2012, household waste is waste derived from daily activities in the household that does not include feces and specific waste, paragraph (2) This waste management arrangement aims to: preserve the function environment and public health; and make waste as a resource. Likewise, there is a lack of public awareness in disposing of garbage in the city of Padang, where people often make the river flow as a landfill, even though along the river basin there are already announcements prohibited from throwing garbage in the river.

After observing the Padang City Environmental Office, several socializations, appeals and activities related to household waste management were carried out, with the aim of making the community independent, making the city of Padang clean and green, and an additional outcome for the community. But it has not given such a big change for the management of household waste. In this study researchers looked at how the implementation of Government Regulation No. 81 of 2012 concerning Household Waste Management and Household-like Waste by the City of Padang DLH, what are the obstacles faced in carrying out the implementation of PP No. 81 of 2012, and the efforts that have been made by the government in overcoming the obstacles faced in the Implementation of PP No. 81 of 2012.

Public policy is an action taken or taken by the government to take action that can change the state of the public from the bad to good, and the good becomes better. Public policy according to Mulyadi (2015: 3) is a process of formulation, implementation and evaluation of policies that are continuous and interrelated, carried out by the government with stakeholders in regulating, and resolving various.

Public affairs, public problems and available resources for public benefit. According to Thomas R. Dye in Wahab (2015: 14) public policy is the choice of any action taken or not by the government. Meanwhile, according to William N. Dunn (2007: 78) public policy is a series of interconnected choices made by government institutions or officials in fields related to the tasks of government, such as defense, energy, health, education, welfare people, crime, urban, and others.

Afriva Khaidir (2017: 18) public policy is a product of various political activities. This starts from the placing of a public problem or problem in the policy agenda, the occurrence of debate or deliberation about the solutions to be taken, the legislative body adopts alternatives based on practical considerations or even affiliation or political ideology adopted.

According to Afriva Khaidir (2017: 31) public policy is a series of actions that are carried out or not carried out by a government that has a purpose or is oriented towards a specific goal for the benefit of the entire community. From various definitions of public policies that have been described by several experts, it can be concluded that public policy is a choice made by the government that can be through a program or action to achieve certain results and objectives.

Implementation according to Purwanto (2015: 22) is one stage in the process of public policy. Usually implementation is carried out after a policy is formulated with a clear purpose. According to Smith and Lamirer (Wahab, 2012: 141) Policy implementation can be conceptualized as a process, a series of government decisions (a serial of decisions) and actions (actions) that aim.

Implement government decisions or State legislation decisions that have been made or formulated previously. Meanwhile, according to Adil Mubarak (2012: 3) Implementation is also conceptualized as outcomes, which are focused on the consequences of the implementation of the program / policy, meaning whether the implementation really has an impact on the various public / community problems or even the opposite adds new problems in people's lives.

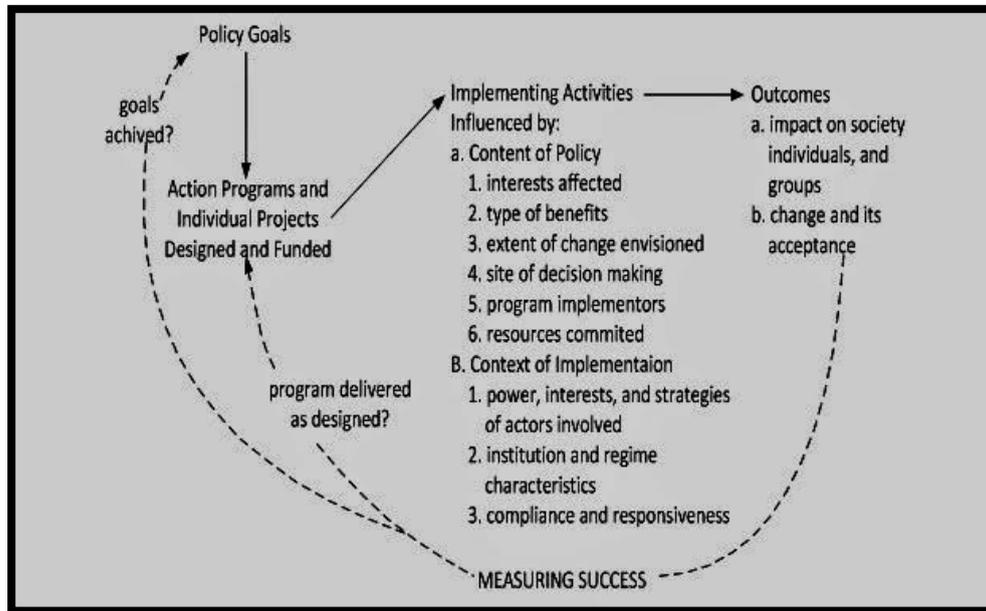
Policy implementation (Wahab, 2002: 59) is a part that cannot be separated from public policy. Policy implementation enters into the policy process, starting from the preparation of the agenda, problem formulation, forecasting, policy recommendations, policy implementation, and policy evaluation or assessment. Policy implementation in principle (Nugroho: 2011) is a way for a policy to achieve its objectives, no more and less.

In Mulyadi (2015: 66-84) Models of Public Policy Implementation there are 9 (nine) Models namely a) Merilee S. Grindle model, b) George C. Edward III model, c) Mazmanian and Sabatier models, d) Donald models S. Van Meter and Carl E. Van Horn, e) the Hogwood and Gunn models, f) the Goggin, Bowman, and Lester models, g) the Elmore model, h) the Nakamura and Smallwood models, i) the Network model. To facilitate and direct this research, the researcher chose the Merilee S. Grindle model because it was more suitable with the research of researchers.

Policy implementation theory proposed by Grindle (Agustino, 2008: 154) he states that the success of

a policy is measured by the process of achieving the outcome (outcomes) of the policy, which is achieved or not the goals to be achieved. When viewed from the dimensions of the policy environment, there are three indicators are: a) Power, Interests, and Strategies of Actor Involved (Power, interests, and strategies of actors involved), b) Institution and Regime Characteristics (Characteristics of institutions and authorities), c) Compliance and Responsiveness (Compliance and responsiveness).

Gambar 2.1 Implementation as a Political and Administrative Process



Grindle (1980; 11)

Grindle (1980) proposes two major variables that determine the success of an activity implementation. This variable is the content of policy and the implementation environment (context of implementation). The policy content variable consists of:

1. Interest Affected
2. Type of Benefits
3. Extent of Change Envisioned
4. Site of Decision Making
5. Implementors Program
6. Committed Resources

According to Subarsono (2005) When viewed from the dimensions of the policy environment, there are three indicators described in this theory, the indicators are: a) Power, Interests, and Strategies of Actor Involved (Power, interests and strategies of the actors involved), b) Institution and Regime Characteristics (Characteristics of institutions and authorities), c) Compliance and Responsiveness (Compliance and responsiveness).

This theory emphasizes the contents of the policy in the implementation process. Grindle also explained comprehensively almost all aspects to analyze the problems that arise, ranging from the contents of the policy, external factors that will affect the implementation process, to see the impact that will result from the implementation of a policy. When compared with other approaches such as Ripley & Franklin's model, this model only focuses on non-bureaucratic factors. The bureaucratic factor that should also be a determinant of the implementation of a policy is not too much highlighted in this approach. One example is the absence of indicators that discuss capabilities in terms of implementor resources. Likewise with the other models proposed by Van Meter and Van Horn which in theory emphasize more on the relationship between two or more institutions that coordinate with each other, besides that the external environment is also sufficiently considered in this theory. But it has not been able to see the impact on this problem later. Therefore, the researcher determined to use the implementation model proposed by Grindle.

2. Research Methods

This study uses a qualitative approach with a type of descriptive method to find out how the implementation of PP No. 81 of 2012 concerning the management of household waste and garbage Similar to Household Waste by Padang City Administration. This research also translates or translates with own language about the results of research obtained from informants in the field as an interview to get an explanation of the existing conditions. Researchers use several techniques for collecting data including observation, interviews, and documentation.

Interviews have been carried out with several research informants including the DLH of Padang City for PSDK (Waste and Hygiene Management), environmental experts and WALHI (West Sumatra Environment Forum). The form of interviews was conducted openly with research informants. Data collection tools in interviews are interview guidelines. Interview guide in the form of questions and explanations to respondents. Observational data in the form of factual, careful and detailed data about the state of the field, human activities and social situation and the context in which the activity took place. In this study documentation carried out in the City of Padang DLH with camera media, documentation records, and recordings of interviews. The documentation that has been obtained in the form of recordings of interviews, photos and documentation notes in the City of Padang DLH in the field.

3. Research Result

After conducting field research, this chapter will describe the findings of researchers about the Implementation of PP No. 81 of 2012 concerning Management of Household Waste and Waste Similar to Household Waste by the City of Padang DLH, which was seen from the implementation of Government Regulation No. 81 of 2012 by the City of Padang DLH. In addition, it will also be identified about the constraints in the Implementation of Government Regulation No. 81 of 2012 concerning Household. The success of a policy implementation is measured from the process of achieving the final results, namely:

a. Interests Affected by Policy

In implementing Number 81 of 2012 in the Management of Household Waste in the City of Padang, researchers found parties whose interests were influenced by this policy were the City of Padang DLH (as the main actors and SKPD who had the greatest responsibility in this policy), Padang City Satpol PP, Padang City Market Service, Padang City Public Works Agency, Padang City BPMPKB, Padang City Health Office and Padang City Community. The appropriateness of the community and related services is fulfilled, it can be proved by a clean environment that is sufficient. Where there is no visible garbage piling up.

But there are still public and city government interests that have not been fulfilled because in the regulation there is a process of management, sorting, recycling and utilization of household waste, as evidenced by the waste that is not disaggregated by households as well as management, and others.

b. Benefit Type

The benefits expected by the implementing regulations, namely the existence of this government regulation is expected from the activities carried out in the field related to socialization, technical guidance and all kinds of household waste management, namely how to minimize the generation of waste produced by the household itself, so there is not much waste to be disposed of to the landfill, from the upstream or from the household itself the waste has been reduced. That is the goal and benefit of Government Regulation No. 81 of 2012 concerning the management of household waste. Another type of benefit from Government Regulation No. 81 of 2012 is that the benefits are very many people taught to be independent, and can empower the community in the villages and also do not need to monitor our garbage collector just to hang the garbage in front of the house.

c. The desired degree of change

The existence of government regulations is expected to bring changes if implemented, the changes in

question are in the management of household waste that is in accordance with what is expected by the implementing regulations. In implementing this regulation, it is expected that the changes that occur to the community are able to raise public awareness of the waste management. By conducting activities that can be added value to the community, such as managing household waste that can be reused. For the present condition it has started to be good, moreover it has been subsidized by vehicles. So managing waste is even faster, he transports garbage from homes, but only 30% is new.

d. Decision Making Location

The parties directly involved in the implementation of the PP are the Padang City DLH as the main executor, and partners who assist some of the programs in efforts to achieve policy objectives. The partners are Padang City Satpol PP, Padang City Market Service, Padang City Public Works Office, Padang City BPMPKB, Padang City Health Office and Padang City Community.

e. Program Implementer

Implementation of regulations has the ability in their fields to support implementation. In the implementation of government regulations, the parties who will be directly involved in the management of household waste are the City of Padang DLH in the field of Waste and Hygiene Management (PSDK) as the main executor, and partners who assist some of the programs.

f. in efforts to achieve policy objectives.

The implementation of the program from this regulation is still minimal, as seen from programs planned in the city of Padang such as the establishment of a waste bank in the city of Padang, there are 15 garbage banks, but only 2 waste banks are running.

g. Resources deployed

The implementation of a policy must also be supported by supporting resources so that its implementation works well. These resources can be in the form of financial resources, human resources, as well as machinery and infrastructure. The resources in implementing this government regulation are DLH employees, especially in the field of PSDK, then the facilities and infrastructure of the Environmental Service.

But in this case the facilities and infrastructure owned by DLH are still minimal in transporting garbage, of the total motorized pedicabs in 2014 there were 16 fleets but in 2016 there were only 5 motorized tricycles, as well as pick up cars in 2014 there were 13 fleets but in 2016 only there are only 5 fleets.

h. Power, Interest and Strategy of the Actors Involved

Implementation of government regulations on household waste management conducted by the DLH of Padang city, in addition to binding regulations there are also other interests in it. Like promotional media to inform the public that the government regulation is indeed there for household waste management. The strategy carried out by the Environmental Office of the city of Padang is that in the past 2 years there has been a training on household-based waste management, so the material is given in the socialization, how the community is sorting out garbage. And another strategy is to run existing activities in the community, the agency buys works from the community produced from household waste, it is our appreciation to the community, and also sponsor.

i. Characteristics of Institutions and Rulers

The environment in which a policy is implemented also affects success, so in this section the researcher wants to explain the characteristics of an institution that will also influence a policy. The ruler of PP No. 81 of 2012 is the DLH of Padang city, but in this case DLH rarely conducts surveys and is less assertive towards violators who violate PP No. 81 of 2012.

j. Compliance and Community Response

The implementation of a program will run well and smoothly if the interest group and target group perform their functions correctly. Interest groups that perform tasks according to procedures will not experience significant obstacles. And when the target group obtains and implements advice from the

group, it will automatically create the expected program success.

That compliance and responsiveness from the community towards household waste management is still low. To overcome this, a kind of cooperation is needed with several partners. Like Community Counseling Institutions (LPM). To transport waste from community houses. The low compliance and responsiveness of the community is due to the fact that the implementing regulations themselves are less active in fostering the community. In this case, the relevant department overcomes problems or constraints by conducting socialization, holding activities, and technical guidance.

4. Conclusion

- a. The management of household waste in the city of Padang has been implemented but not yet fully. The degree of change that has occurred in Padang City has already been sorted garbage, but the change is only limited to that, when the garbage is already there is a sorting bin consisting of five tanks.
- b. Constraints encountered in the Implementation of PP No. 81 of 2012 in Household Waste Management in the City of Padang, namely public awareness is still low to date. Training was conducted on the level of public awareness and there was still a lack of attention to waste.
- c. Efforts made by the Padang City Environmental Service, namely: Conduct socialization, training, counseling, technical guidance. Especially in the field of waste management and hygiene itself, it conducts training on household waste management in communities.
- d. Suggestion
- e. To the Padang City Environmental Service, it is necessary to conduct further socialization, but socialization must be accompanied by education. Good education at an early stage how to manage waste making compost from waste. It is also necessary to review waste management in RT or RW, which is rarely done.
- f. It is hoped that the community will increase awareness and responsiveness to household waste and also improve discipline in disposing of garbage, by following activities and socialization held by related agencies.

Reference

- [1] Afriva Khaidir. (2017). *Pengantar Analisis Kebijakan Publik dan Implementasi Dalam Bidang Pendidikan*. Bloomington: Indiana University. (Belum diterbitkan)
 - [2] _____, dkk. 2017. *Implementasi Kebijakan Tanda Daftar Usaha Pariwisata (Studi Pada Usaha Hotel Di Kota Padang)*. Paper dipresentasikan dalam Simnas Ke 4 Asosiasi Ilmuan Administrasi Negara: Peran Administrasi Negara Dalam Mengatasi Kemiskinan dan Kesenjangan Ekonomi, Prosiding Simnas Ke 4 Asosiasi Ilmuan Administrasi Negara. Jilid I. Hal 28-42
 - [3] Adil Mubarak. 2012. *Model Impelementasi Program dalam Upaya Pencapaian Sasaran MDGs 2015 (Strategi Bagi Birokrasi Sebagai Ujung Tombak Implementasi 8 sasaran MDGs)*. Padang: UNP
 - [4] Agustino, Leo. 2008. *Dasar-Dasar Kebijakan Publik*. Bandung: Alfabeta.
 - [5] Grindle, Merilee S.1980. *Politics and Policy Implementation in the Third World*.USA: Pricenton Usniversity Press.
 - [6] Mulyadi, Deddy. 2015. *Studi Kebijakan Publik dan Pelayanan Publik*. Bandung: Alfabeta.
 - [7] Nugroho, Riant. 2014. *Public Policy*. Jakarta: Elex Media Komputindo.
 - [8] Pasolong, Harbani. 2007. *Teori Administrasi Publik*. Bandung: Alfabeta.
 - [9] Purwanto, Agus Purwanto. 2015. *Implementasi Kebijakan Publik Konsep dan Aplikasinya di Indonesia*. Yogyakarta: Gava Media.
 - [10] Subarsono. 2005. *Analisis Kebijakan Publik: Konsep, Teori, dan Aplikasi*. Yogyakarta: Pustaka Pelajar.
 - [11] Wahab, Solichin Abdul. 2002. *Analisis Kebijaksanaan Negara*. Jakarta: Bumi Aksara.
- Peraturan Pemerintah Nomor 81 Tahun 2012 Tentang Pengelolaan Sampah Rumah Tangga dan Sejenis Sampah Rumah Tangga