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Local Government Institutional Review in Waste Management in Indonesia

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ABSTRACT

Scarcity of land for landfill (TPA), led to the development and utilization of joint procurement (Integrated TPA) by some cities/counties adjacent. However, in practice TPA Integrated often less effective among others due to the institutional structure but poor functioning, poor coordination between government, still overlapping tasks and functions of the government institutions with other local governments in case the problem lies. The research method begins with the identification of the problem of waste, processing of secondary data and primary data management using technical analysis SWOT (Strengths, Weakness, opportunities and threats) to determine the system of government cooperation. SWOT analysis is based on the best management institutions is the Regional Technical Implementation Unit (UPTD). UPTD existence very profitable because it stays in control of the relevant agencies and easily controlled implementation in the field. Transporting waste from sources of waste to landfill remains the responsibility of the Department of Hygiene. One alternative landfill management is UPTD the Financial Management Pattern Public Service Board (BLUD). The purpose of this study is to describe the objective of the condition and position of government institutions in the management of the landfill and provide alternative institution is deemed appropriate in waste management in Bandargebang Bekasi.

Keywords: Management, Garbage, Government.

1. PRELIMINARY

The enactment of Law No. 23 Year 2014 on Regional Government, each GOI area required to provide a public service that is optimal in order to improve the welfare of society. ^[1]

In other words, the area must be able to manage public services together with the surrounding area for the benefit of society at large. In an effort to make public services optimally has issued Government

^[1] See Law of the Republic of Indonesia Number 23 Year 2014 on Regional Government.

Regulation No. 50 of 2007^[2] that can accommodate the interests of the wider community is through the cooperation of inter-regional balance, harmony and harmonious especially for efficiency, effective public services, synergy and win-win solution.

One of the effects of growth and development of the city is a fairly rapid increase the volume of waste produced by people in urban as well as centers of economic activity (*markets, hotels, tourist attractions, restaurants, industry, stores*). The garbage problem in Indonesia from year to year continues to increase is. And more and more difficult to find land to be used as the final disposal (landfill) Waste, led to the development and utilization of landfill procurement to other regions or neighboring districts as was done by the local government of Jakarta. However, in practice the landfill is experiencing problems due to large institutional structures but poor functioning, poor coordination between Governments. Indeed, the local government has no legal basis to draw up a national policy on waste management are regulated in Law Number 18 of 2008 on Waste Management.^[3] Facing the problems mentioned above, it is necessary to study on government institutions in waste management.

Research Purposes

1. The purpose of this study was to determine the objective clearer picture of the condition and position of government institutions in the management of the final disposal of garbage Integrated in *Bekasi* carried *Bandargebang* (MoU) between *the Government of Jakarta and the Government of Bekasi Regency*.
2. Provide alternative institution is deemed appropriate in waste management in Bandargebang Bekasi.

Literature Review

Since it opened in 2003 landfill (TPA) today named Integrated Waste (TPAT) Bantargebang Bekasi belongs to Jakarta Provincial Government raises many problems. The solid waste is national because the relevant position of Jakarta Capital City. 108 hectares fulfilled DKI as much as 6,000 tons of garbage per day. Until finally issued Law No. 18 of 2008 on waste management provide opportunities can TPAT management on the part of the third or managed by private companies, namely *PT. Godang Tua Jaya (GTJ)* since 2008 or have been running for 8 years.^[4]

Waste management actually begins in 2003 when it as its organizer is Bekasi government enterprises. Then in 2008 Bekasi government entered into an agreement (MoU) with Pemprovinsi re DKI and involve the private sector, PT. Godang Tua Jaya, with the 2008-2023 contract period of 15 years. Same Cooperation Agreement (PKS) Number. 5028/1.799.21 2008.

From the available data, the current waste production DKI around 5000- 5500 tons per day with an increase of about 7.1 percent, or an average of 6,000 tonnes per day range. 2016 Capital expects to process waste itself is around 4,500 tonnes per day in Sunter, Marunda the incinerator system.

^[2] See the Indonesian Government Regulation Number 50 of 2007 on the Procedures for the Implementation of Regional Cooperation.

^[3] See In the Law of the Republic of Indonesia Number 18 of 2008 on Waste Management.

^[4] PT. Godang Tua Jaya (GTJ) since 2008 litter this work was written in 2015 has been running seven years has made waste management.

In the year 2016 is targeted to the rest of the garbage around 2,000 tonnes per day to be discharged into Bantargebang. During this time DKI shortage fleet of trucks as much as 550 units and a fleet of trucks sealed capsule so that leachate is not scattered.

Since 2009, changes in the agreement (addendum) four times. Then to process waste with modern technology PT. GTJ in cooperation with PT Navigat Organic Energy Indonesia (PT. NOEI) as a joint operation. But until now the technology of waste as it is set in the agreement have not been running.

Money calculated tipping fee of Rp 123,000 per ton of garbage for the years 2014 and 2015. Of the range of 2 million tons per year, Kota Bekasi received about Rp. 42 billion more per year. Of that amount as much as 20 percent through the mechanism of community development or empowerment given to the three village residents as compensation for the impact of the smell of garbage. Residents get Rp 100 thousand per month and is taken once every three months. However Rp 100 thousand was “circumcised” Rp 100 thousand by the Institute for Community Empowerment (LPM) with rationale for infrastructure development. Residents only get Rp 200 thousand.

The waste management costs do not include the transport costs should be excluded Also city provincial government through the Sanitation Department. The transport costs are Also handed over to the private sector with some variation of the contract. For transporting waste with small -type vehicle charged USD 22 393 per tonne and a large transport type Rp 167 343 per tonne. Transporting waste from waste sources to TPA Integrated Bandargebang the responsibility of Jakarta Cleanliness Department. The authority division can be seen Figure 17.1.

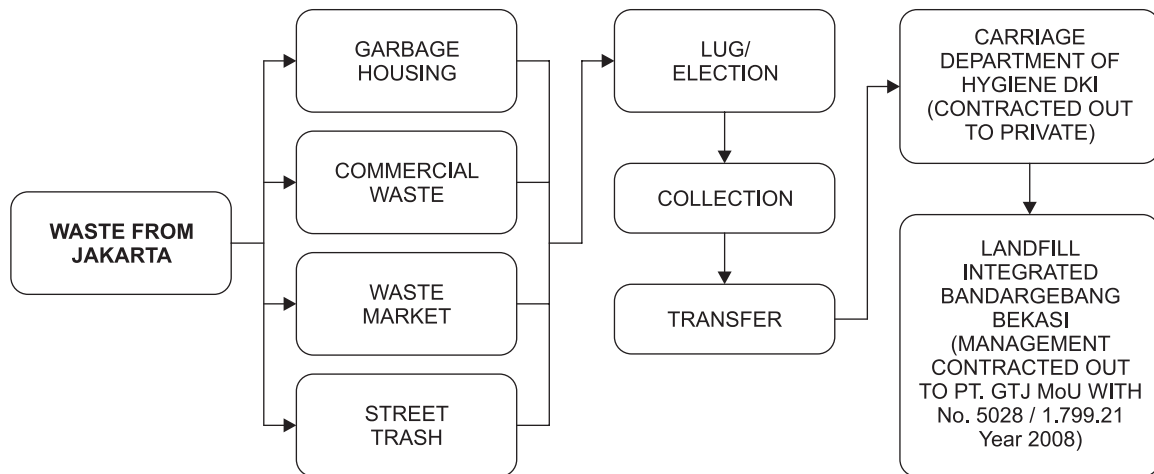


Figure 17.1: Waste Management activities between the Government of the Special Capital City of Jakarta by the Regional Government of Bekasi Regency.

In general, the content of the articles of an MOU are: basic agreement that will be done, goal agreements, the scope of the agreement, the implementation, the role of each, financing, results, time frame agreements, dispute settlement and cover.

Waste management is an autonomous region or decentralized authority. Government Regulation No. 14 of 1987 and Act No. 33 of 2004 regarding Financial Balance between Central and Regional,^[5] further strengthens the position of an autonomous region in managing the garbage in its own area.

^[5] See The Government of the Republic of Indonesia Number 14 of 1987 and Law of the Republic of Indonesia Number 33 of 2004 Concerning Financial Balance between Central and Regional.

To implement the regional waste management itself does not have to mean that the area in question must carry out their own waste management, especially during the final processing of garbage in their own territory. To that can be done in cooperation with other regions, with a variety of considerations, effective and efficient.

Cooperation implementation of waste management are preceded by determining the objects of cooperation, feasibility studies and institutional governance. The implementation process of cooperation can be seen in Figure 17.2.

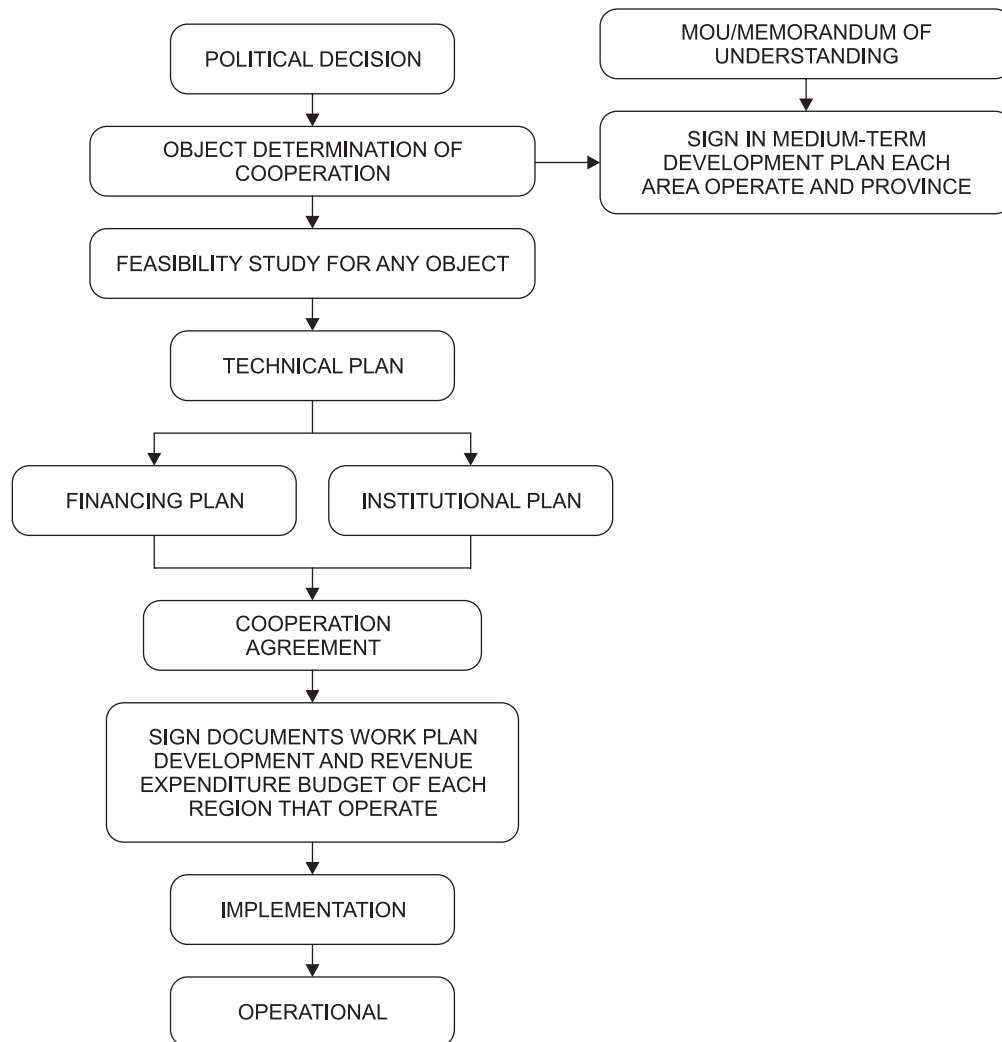


Figure 17.2: Cooperation Process^[6]

Alternative Waste Management Agency (Operator) TPA can be proposed as follows :

1. The Regional Technical Implementation Unit (UPTD) Provincial or District.
2. Local Company (Local Company).
3. Public Service Board (BLUD).

^[6] Cahyo Hatta and Aguatenno Siburian. October 2009. The process and the Institute of Cooperation, Directorate General of Regional Building. Department of the Interior.

4. The institution is owned by the Region.
5. Third Party.

Institute for Integrated management of the landfill can be distinguished institutions make arrangements and Control Management Integrated landfill. Can be seen in Figures 17.3 and 17.4.

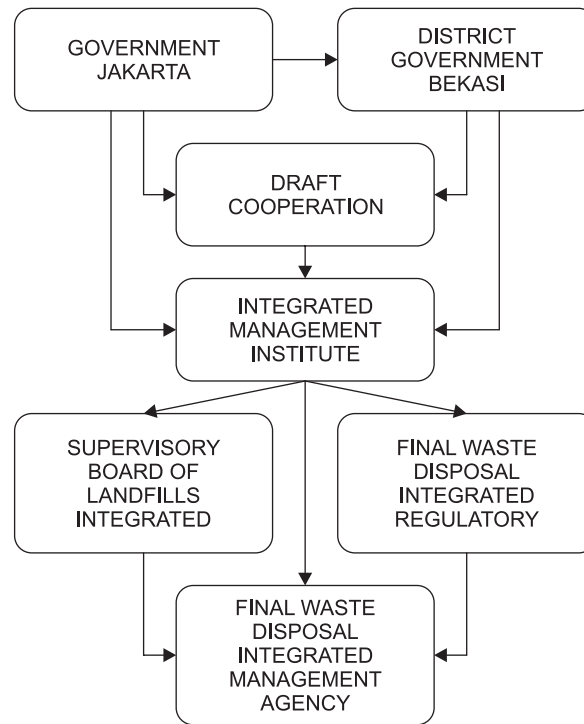


Figure 17.3: Relationship Cooperation between the Government of Jakarta and Bekasi According to Budi Supriyatno

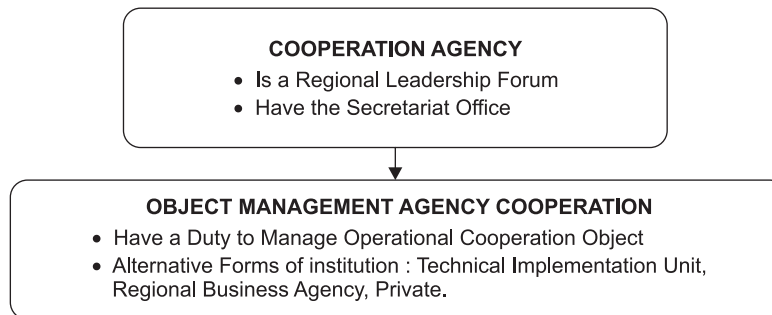


Figure 17.4: Cooperation Organization^[7]

Description:

TPA: The End of Waste Processing

UPT: Technical Implementation Unit

BLUD: Regional Public Service Agency

^[7] Cahyo Hatta dan Aguatenno Siburian. *Ibid.*

Step-by-step process of preparing an integrated institutional landfill based on a per-legislation applicable as well as the learning process of the formation of the Integrated existing landfill. Such measures may in Table 17.1.

Table 17.1
Phasing Formation Process Institutional Integrated Waste

	<i>Basic Legal</i>	<i>Process Output</i>	<i>Output</i>
1.	Act No. 23 Year 2014 About the Regional Government.	The existence of	Integrated Decree
2.	The government's Regulation No. 50 Year 2007 on Procedures for the Implementation of Local Government.	agreement Managing Integrated Waste	
3.	Decree of the Governor		
-	Joint Secretariat	Formation of Technical Team/Executive Team	Decree of the Governor
-	Public service agency		
-	The government's Regulation No. 50 Year 2007 on Procedures for the Implementation of Local Government.	Cooperation agreement	Joint Decree
-	Decree of the Governor		
-	The government's Regulation No. 50 Year 2007 on Procedures for the Implementation of Local Government.	The establishment of Provincial UPTD	Decree of the Governor/Regulation Regent/Mayor
-	Decree of the Governor.		
-	The government's Regulation No. 23 on the Financial Management of Public Service Agency		

Institutional forms of cooperation of government adapted to the capacity of local Governments to work together. At least the form of a joint secretariat be minimalist option. According to the authority stipulated in Government Regulation No. 38 of 2007, the management body is a unit at the regional Organization Provincial Government.

Institutional Development Cooperation Pattern Being Institutional Public Service Board (PPK - BLU), can be seen in Figure 17.5.

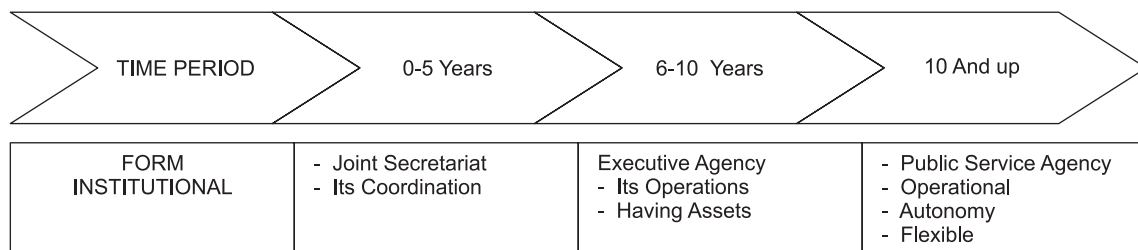


Figure 17.5: TPA Integrated Management Institutional Development

Shape adapted to Government Regulation No. 41 of 2007^[8] chances as UPTD under official in charge human settlement at the provincial level. A waste management operations, so the agency managers must act as operator. Joint management institutions shaped secretariat or agency cooperation will be difficult, to act as operator.

Institutional capacity, management can be improved UPTD to the pattern of financial management of BLUD in accordance with Government Regulation No. 23 of 2005,^[9] and the Regulation of the Minister

^[8] See Indonesian Government Regulation No. 41 of 2007 on the organization of the Region

^[9] See Indonesian Government Regulation Number 23 Year 2005 on financial management of the Public Service Board.

of the Interior No. 61 of 2007.^[10] The agency is a unit under the local government but its management should be shaped corporatization. Integrated waste management of the institution in the province as a provider (provider) services and the place of final processing Waste Management (TPPAS), and the waste management agency location in the city/county as a service user (User/Consumer).^[11]

2. RESEARCH METHODS

This research was conducted by the method of exploratory against existing institutional and implemented by agencies in the field. Research using secondary data and primary data. Primary data were obtained from the survey on relevant agencies and interviews with experts institutional waste. The survey was conducted in Jakarta Government and the Regional Government of *Bekasi* district and Field are integrated *Bandargebang* landfill.

Results of the analysis of secondary data and primary data is integrated in landfill management institutions and alternative location Jakarta provincial management agencies, as well as the process of establishing an integrated waste management institutions.

The discussion using SWOT (strengths, weakness, opportunities and threats) against alternative integrated management institutions, that is (produced) from the analysis of previous data. Furthermore comparison compiled based on internal and external indicators.

3. RESULTS

Forms of co-management of urban infrastructure facilities of Jakarta, especially for the field of waste better known by the name of the place of final processing Integrated Integrated TPA). This Badargebang as has been the basis for cooperation between regions. This cooperation is carried out by the Jakarta administration to the Government of Bekasi Regency. Forms of cooperation between the others in terms of funding for operations and maintenance of the Integrated landfill, the determination of waste management technology, environmental management in an integrated manner.

Cooperation Agreement Integrated management of landfill garbage in Bandargebang actually originated from the year 2003 when it as its organizer is the Bekasi government enterprises. Then in 2008 Bekasi government entered into an agreement (MoU) with the city government and re-engage the private sector, PT. Godang Tua Jaya, with the 2008-2023 contract period of 15 years. Same Cooperation Agreement (PKS) Number. 5028/1.799.21 2008.

This cooperation agreement is made on the basis of mutual help and benefit in the management of operations and maintenance of infrastructure and facilities TPA Integrated with the aim that the use, management and development of the Integrated TPA can be done effectively and efficiently and meet the technical standards of the environment.

The agencies involved in the management of the landfill Integrated Bandargebang is: Development Planning Agency at Sub-National Level, Department of Public Works, Department of Hygiene and Cemeteries Beauty, Human Settlement Office/Office of Human Settlements, the Office of Environmental Impact Management. Cooperation Agreement contains chapters, namely: legal basis, objectives, principles

^[10] Regulation of the Minister of the Interior of the Republic of Indonesia Number 61 Year 2007 Financial Technical Guidelines for the management of the Regional Public Service Agency.

^[11] Sudaryanto. October 2009. In the Institutional Aspects of Waste Management of West Java. Settlement and Housing Department Provimsi West Java.

of the cooperation agreement, the scope, the management of operations and maintenance, development of infrastructure and facilities, the establishment of the organization, supervisors, surveillance, composition of personnel monitoring team, functions and duties of a supervisory team, determination and revenues personnel, environmental management, financing and development of infrastructure, withdrawal and division of the local levy on landfill, obligations of the parties, the rights of the parties, the obligations of the management, rights management, duration and sanctions.

The implemented a management system by way of contract or by a third-party items, namely PT. Godang Tua Jaya. During the implementation phase is assisted by the Office of cleanliness Bekasi Landfill integrated business unit is accountable to the agency's technical agency management of garbage in Jakarta. See Table 17.2.

Table 17.2
Implementasi Integrated Partnership

<i>No.</i>	<i>Karakteristik</i>	<i>Kelembagaan Kerjasama</i>
1	Legal Basis joint decree Governor of Jakarta and Bekasi regent.	Joint Secretariat
2	Financing and Risk.	The Jakarta administration.
3	There Cooperation Organization formed.	Regional owned enterprises.
4	Cooperation coordinative institution.	Related Agency.
5	Operator The End Processing.	PT. Godang Jaya Tua
6	The existence of Surveillance.	Sanitary Agency.

4. DISCUSSION

Based on Table 17.3, 17.4 and 17.5 obtained alternative management agency is the Regional Technical Management Unit (UPTD). UPTD existence of cleanliness that can be used to handle the landfill integrated as an initial step easier when compared to set up a new business entity.

Table 17.3
Indicators of the Strength and Weakness

<i>No.</i>	<i>Description</i>	<i>Regional Technical Implementation Unit LG Jakarta</i>		<i>Regional Technical Implementation Unit LG Bekasi</i>	
		<i>Strengths</i>	<i>Weaknesses</i>	<i>Strengths</i>	<i>Weaknesses</i>
1	Human Resources (Quantity and Quality)	V			V
2	Funding	V			V
3	Formation Process Institute.	V		V	
4	Monitoring and Relevance.		V		
5	Continuity of service and disposal of Jakarta		V	V	
6	Determination tipping fee.	V		V	
7	Investment and Operating Costs.	V			V
8	Support funds.	V		V	
9	Expiration Cooperation.		V		V

UPTD existence remains in control of the relevant agencies and easy to control implementation in the field. Internal and external factors should be considered in a SWOT analysis.^[12] Internal factors need to

^[12] Freddy Rangkluti, 2008. SWOT Analysis Techniques Dissecting the Business Case Concept Reorientation Strategic Planning

set the main factors being the power (strength) and weakness (weakness) the management body as a basis to establish the best option for the needs of TPS Integrated management of institutions.

Table 17.4
Indicators of Opportunities and Threats

No.	Description	Regional Technical Implementation Unit LG Jakarta		Regional Technical Implementation Unit LG Bekasi	
		Strengths	Weaknesses	Strengths	Weaknesses
1	In accordance with the existing regulations (Law No. 23 Year 2014 on Regional Government, the Government of the Regulation No. 50 Year 2007 and Government Regulation No. 18 of 2008).	V			V
2	In accordance with the benefits of cooperation.	V			V
3	Distribution Of Funds.	V			V
4	Technical completion.	V		V	
5	Jakarta continuity in the supply of waste.		V	V	
6	Dispute resolution.	V		V	
7	Awareness of government officials in problem solving.	V		V	
8	Support funds.	V			V
9	Expiration Cooperation.		V		V

Source: Analysis Authors. 2016

Table 17.5
Below Describes the Comparison of Joint Management Provincial Technical Management Unit and Management Unit Technical Management District/City

No.	Aspect	Provincial Technical Management Unit	Management Unit Technical Management District/City
1	The Establishment of Institutional	More complex and birokratis (Decree of the Governor)	Simpler and easier (Decree of Regent/Mayor)
2	Shering Risk	Borne along with district/city involved	Borne kabupaten/municipal landfill owners.
3	The decision making process.	Long time	In short, without waiting for the agreement of the district/city.
4	Continuity of service and disposal of garbage from other districts/municipalities.	Guaranteed	Not guaranteed.
5	Determination tipping fee	Together with other city districts	District/municipal landfill owners themselves.
6	Investment and operation costs	Provincial and Sharing Center	Central and district/city involved.
7	Funding support center/province.	Is feasible	Very hard to do
8	Potential Cooperation Human Resources.	From all districts/cities involved	District/municipal landfill owners.
9	The availability of quality human resources is good.	Increases with the exchange of knowledge, head UPTD Echelon II	Does not occur exchanging knowledge, Head UPTD Echelon IV.
10	The termination of cooperation	Set capital and belonging to the Province	Issued capital and assets must be regulated in an agreement, so there is no dispute.

Source: Analysis Authors. 2016

for the 21st Century face PT. Gramedia Pustaka Utam, Jakarta.

UPTD province is implementing elements of technical and operational. Formation must be based on the decree of the governor. Because it is located on the upper level in the hierarchy of governance, it can overcome the existing weaknesses in the district UPTD. Distribution of funds from the central level sharing and transfer of funds from the district if enacted would not lead to social envy of other districts. Thus Spake the whole principle of cooperation such as the efficient principle, effectiveness, synergy, mutual benefit, mutual agreement, in good faith, give priority to national interests and territorial integrity of the Unitary Republic of Indonesia, equality, transparency, fairness and the rule of law can be implemented.

One alternative landfill management is to use the Integrated UPTD with financial management pattern Public Service Board (BLUD). The agency set up to provide services to the community organizing Integrated landfill without prioritizing profit and based on the principles of efficiency and productivity. The Government has issued regulations on the Financial Management of Public Service Agency (Region) is the Government Regulation No. 23 of 2005 on the Financial Management of the Public Service Board^[13] and the Regulation of the Minister of Home Affairs Number 61 Year 2007 on Technical Guidelines for the management of the Regional Public Service Agency Financial.^[14]

The concept of funding for the future is the institution given the ease of financial management, with the consequence of Gradually funding sourced from the budget presentation further reduced. So expect in the future to be independent. One way is to apply the pattern of financial management of the Public Service Board (BLUD) which is operationally provide direct services to the public.

According to the Regulation of the Minister of Home Affairs Number 61 Year 2007 on Technical Guidelines for the Financial Management Board and the Public Service, Noted that the BLUD is working units (SKPD) or Unit SKPD at SKPD in local government formed to provide services to the without prioritizing profit community, and in doing activities are based on the principles of efficiency and productivity.^[15]

BLUD is not an “Institutional” but only financial pattern only. For that would apply if the Pattern of Financial Management (PPK) -BLUD institution should exist beforehand. For the institutional arrangements in the region with the Regional Rules and Regulations Regional Head, based on the Government Regulation No. 41 Year 2007 on the Organization of Regions^[16] and the Regulation of the Minister of Home Affairs Number 61 Year 2007 on Technical Guidelines.^[17]

In the implementation of the Financial Management Pattern of Regional Public Service Board (PPK-BLUD) is a pattern of management of financial flexibility in the form of breadth to improve services to the public in order to Achieve its objectives items, namely to promote the general welfare and educating the nation, as an exception to the provision of the financial management area on Generally.

Currently there are some BLUD formation requirements, the requirements of substantive, technical and administrative. BLUD is hoped that with the formation of a positive impact items, namely: (1) improve waste

^[13] Indonesian Government Regulation No. 23 of 2005 on the Financial Administration of the Public Service.

^[14] Regulation of the Minister of the Interior of the Republic of Indonesia Number 61 Year 2007 on Technical Guidelines for the management of the Regional Public Service Agency Financial.

^[15] Regulation of the Minister of the Interior of the Republic of Indonesia Number 61 Year 2007. *Ibid.*

^[16] Indonesian Government Regulation No. 41 Year 2007 concerning the regional Organization.

^[17] Minister Regulation No. 61 Year 2007 Financial Technical Guidelines for the management of the Regional Public Service Agency.

services. (2) decreasing the burden of the state budget. (3) increase of the confidence in the management of waste (4) improving the local economy.

5. CONCLUSIONS AND RECOMMENDATIONS

Conclusion

1. SWOT analysis is based on best management Institutions Regional Technical Implementation Unit Province. Institutions Regional Technical Implementation Unit existence very profitable, because Institutions Regional Technical Implementation Unit remain in control of the relevant agencies and easy to control its implementation in the field. Regency/City and the which will come in to place end Integrated Management only to send the garbage to landfill Integrated with only the tipping fee is charged.
2. Removal of garbage from landfill waste sources or from sources Integrated garbage depot to remain the responsibility of the Department of Hygiene of each district/city.
3. Form of waste management institution that does not comply with legislation will have difficulties in allocating budgets and accountability.
4. One alternative landfill management is Institutions Regional Technical Implementation Unit pattern Integrated Financial Management of Public Service Board.

Recommendations

Improved institutional status simultaneously be Institutions Regional Technical Implementation Unit-Financial Management Regional Public Service Board can be gradual or full.

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See The Government of the Republic of Indonesia Number 14 of 1987 and Law of the Republic of Indonesia Number 33 of 2004 Concerning Financial Balance between Central and Regional.