

## **Relationship Among Stakeholders for Solid Waste Management in Makassar**

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**Abstract:** *The Government of Makassar involved other actors through community based waste management for better waste service delivery. The aims of this study are to identify and analyze relation among stakeholders which is involving in solid waste management and the contribution to sustainability of the alliances among stakeholders. The study was a qualitative research. The data were collective through in-depth interview, observation and documentation. The result shows that public-private-community partnership in solid waste management has developed in Makassar, namely: Government of Makassar, Unilever Company and People of Makassar. The initiative has multiple implications of economic, social and environmental, among others jobs and income opportunities in the smallscale economy of waste collection and creating a healthy and cleaner neighborhood. It can be concluded that the involvement and participation of all the stakeholders is a key factor for the sustainable waste management and community participation is indispensable to the success of waste management at the local level but it should be supported by the government policy and also increase coordination concerning each partner's roles and responsibilities.*

**Keywords:** *community, relationship, stakeholders, waste management.*

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### **I. INTRODUCTION**

The task of government in providing public services, actually, is a part of social contract that's given by society requiring collective action. Government organization does not own dominant role and sufficient resource for carrying out public services without involving another party. The dominant role of government shall move from direct operation in whole strategic sector to steering and empowering by means of some policies<sup>(1)</sup>.

Right now, there are many public services that's carried out by government for his people, one of them is to service about waste. It is one of core of essential public services for increasing quality of the people life by local government and center government<sup>(2)</sup>.

Although government has dominant role in providing waste services, nevertheless government cannot exactly hold alone without supporting of another organizations, in contrary, waste management program base on people as main object, they are not able to do alone without aid and support by private and government sector. Active participation of people in waste management is the first step of good governance. However, in providing waste services always interact among stakeholders, such as people with government organization and private. Interaction process among the organization as demanding of much high services quality, require synergy relation in carrying out this waste management services, like a reality where capability dan government supporting much limited, whereas people demand high services quality. Waste management in Makassar city is generally controlled by cleaning and garden department of Makassar (*Dinas Kebersihan dan Pertamanan-DKP*) as leading sector, besides group of people at local level have role when beginning of coordinating until collecting to Temporary Garbage Dump.

Based on background above, writers define problems of this study into two. i.e. (1) Relation process of corporation among stakeholders in community based waste management in Makassar City; and (2) relation pattern among stakeholders community based in waste management in Makassar City.

### **II. THEORETICAL FRAMEWORK**

#### **2.1. The Role of Government as Public Attendant**

Service of waste is one of public services that become responsible for government. Quality of public services identical with representative of existence of government bureaucracy. because it is direct function of government namely providing services to his people. Yet government cannot work alone, so he has to begin changing services paradigm so that aim of carrying services can be achieved better than. Public services by public bureaucracy is aimed to be welfare state. It means that serve needs of people who have sake of the organization according to core rules and regulation approval. Whereas people condition now, have developed much dynamic, the people welfare better is indicator of empowering of people<sup>(3)</sup>.

The description can be explained that in public services, there is mechanism that must be followed on. As teoritic, at least, there are 3 main functions that must be held by government without seeing its levels, public service function, development function and protection function. The most important is how government can ménage the functions so that can produce services economic, effective, efficient and accountable to whole people needed. Besides that, government is insisted for applying equity principal in holding the functions. It means, government services cannot be served discriminatory.

Although government owns functions as above, however government does not mean that he must role as monopolist in holding whole functions. Some of the function can be held by using partnership between government and private, according to idea of reinventing government that's developed by Osborne and Gaebler.

One of important principal to change paradigm of public services is steering rather than rowing<sup>(4)</sup>. According to this principal, government is hoped to role more as manager than as holder. The holder function can be done more efficiently by professional. This principal explains that government must involve non-government organization in providing public services so that quality of services conducting can be achieved much better.

The change role of public administration and its interaction with people cited by Vigoda<sup>(5)</sup> as An Evolutionary Continuum. Administration experts always observe of new paradigm by supporting theory. They said that bureaucracy as government organization is not solely for handling tasks of government (public goods), but also doing support and motivator of role of people.

Vigodacited thatthe change of role of public administration and its interaction with citizen must increase to continuum as seen following on figure 2. 1:

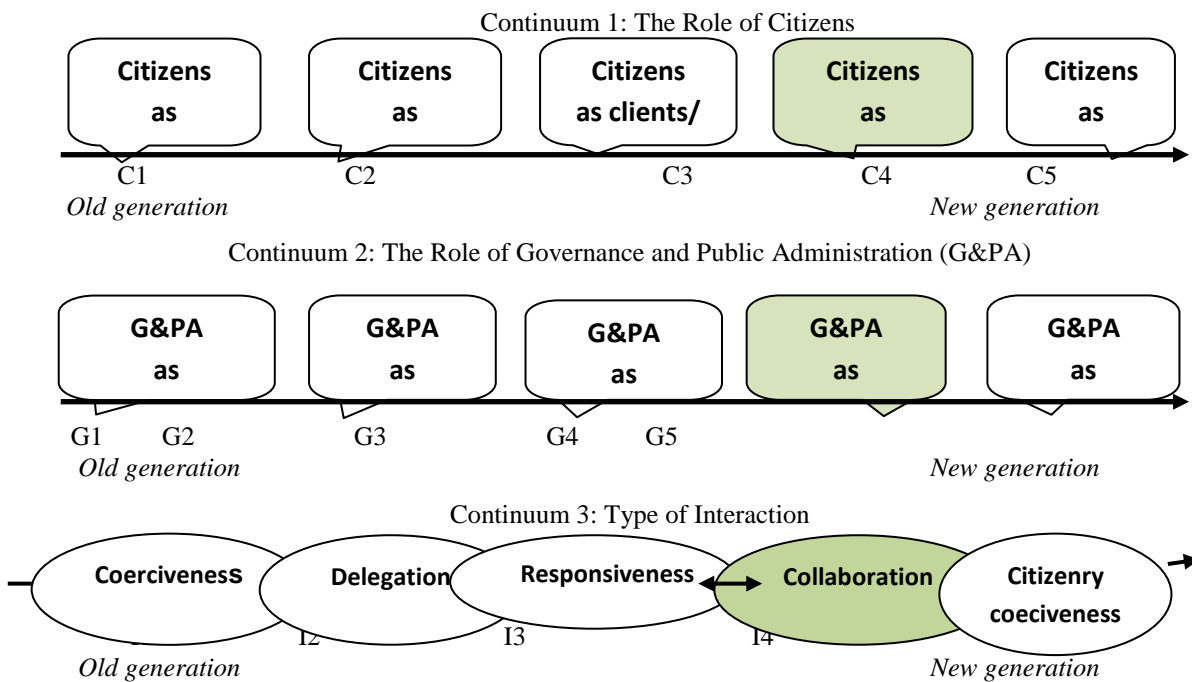


Figure 1. An Evolutionary Continuum of Public Administration-Citizen Interaction (Source: Vigoda, 2002: 531)

Based on figure 2.1, Vigoda, E. (2002) saw that developing of change of governance and citizen move along with continuum line start from old generation and end to new generation, are alike interaction patterns occur both. Along with line (continuum I) the role of citizen can be seen as (subject), (voters), (clients/customers), (partner) and as (owner). Whereas along with continuum 2 occur change of role of governance and public administration as rulers, trustees, managers, partners and as subject.

Regarding to change of role of government and citizen, Vigodathen formulate 5 pattern of interactions between government and citizen i.e. *coerciveness*, *delegation*, *responsiveness*, *collaboration/partnership* and *citizenry coeciveness*. Interaction of *coerciveness* identified the influence of position and strength of government as ruler that much stronger than people. The pattern shall create dependence of negative people. Interaction of *delegation* is to build a pattern of authority between government as trustee and citizen as voters who have given power to government for doing action.

The ideal pattern of interaction, when interaction between government and citizen can be *collaborative/partnership*, where both of parties have equal influence and strength of. Here government is able to open space for involving and participation of people to conduct some activities of government through role development of people interest. In contrary, citizens are able to support human resource owned for supporting some activities of government as suitable for it. In this case, key concept of government has moved from government concept as ruler to government concept as partner. Thus, process description of government used to become hierarchy and exclusive changed to become interaction process of government in networking and partnership system. The action needed right now is how local government can support and act private sector and citizen to conduct development. Besides that it will support people participation in development also private sector. Further impact is to increase independence of local government, improvement infrastructure of public services, increase people welfare and self help community. Development of public infra-structure must not be conducted by government himself through Local Government Budgetting (APBD), but he can involve private and people through partnership sector<sup>(6)</sup>.

Based on the description, government, basically, conduct providing public services, especially services of waste must work out with many stakeholders. Hence, in corporate with government, private and people are important strategical program conducted

## **2.2. Stakeholder in Waste Management**

In generally, there are 3 core groups as stakeholders in waste management (Anschutz et.al,<sup>(7)</sup>, i.e.:

- a. Public sector, consist of center government, local government, government institutions and Aid organization
- b. Private sector, cover of formal or informal, large or small scale entrepreneurs, non-governemental organizations (NGOs), *community-based organizations* (CBOs).
- c. Community or citizens who become target of service giving.

Community based Waste management do need partnership among stakeholders so that it would continue on. The role of stakeholders prove it from their activities in the waste management. Involving of some parties to back up continuenity concept with people participation inaid of government and facilitator.

The role of government as enabler and facilitator wished to be able to grow capability and wiliness of people in waste management independence through empowering process. It is a effort of capacity building of people and empower of human resource through organization.

## **2.3. Relation Pattern among Stakeholders**

Working relation among 3 stakeholders occur as cause of mutual needs to finish certain task effectively through human resource usage of onother party. Nyachhyon, Badan Lal.<sup>(8)</sup> found that relation patterns occur by many sorts of local government, it is not controlled by partnership policy. i.e. (1) relation pattern between government and private or government to business (G2B); (2) relation pattern between government and people or government to civil society (G2C) (3) Relation pattern between private and people or business to civil society (B2C); and (4) Relation pattern between government, private and people or government to business to civil society (G2B2C).

## **III. METHODS**

This study uses qualitative description research, because it can reveal the real cases and hidden value. This Qualitative approach is often used in the social research and naturalistic approach (Lincoln and Guba, 1985:39). This research study sources of interview, observation and focus group discussion. Information in this research is analysis data uses interactive model analyze from Mies and Huberman<sup>(9)</sup>.

## **IV. FINDINGS**

### **4.1. Policy of Community Based Waste Management in Makassar City**

Makassar is capital of Province and one of metropolitan city in Indonesia that has about 1,4 million residents, produce waste about 4000 m<sup>3</sup> in daily. Whereas DKP of Makassar city as main trustee for waste services, they can handle about 3500 m<sup>3</sup> in daily. It means there are about 500 m<sup>3</sup> of waste has not been handled yet. And also capacity of Garbage dump at Tamangapa Antang is about 2,800 m<sup>3</sup> per day, require garbage dump area for accommodate 1200 m<sup>3</sup> residue of waste. The larger waste producing about 60% from household (DKP, 2014).

Community Based Waste management is one of alternative. Community participation is indispensable to the success of waste management at the local level. It has powerful relevancy and correlation concerning limitedness of government in providing infrastructure for supporting waste management. Spirit of region autonomy is regarding to Regulation 32, 2004 and 33, 2004. Then local government initiates and coordinates about pilot project of community based waste management at Sub-District of Karang Anyar. Beginning of this concept when waste cannot be handled well, so in 2008 decided a regulation number 18 about waste management, then responded of government of Makassar by deciding Region Regulation number 4 2011 about waste management in Makassar city.

Waste management, recently, is done by DKP using old paradigm i.e. Collect-Carry-Throw. Procedural of waste handling, starting of household, then to Temporary waste container (*Tempat Penumpukan Sementara-TPS*) and the last to Garbage dump (*Tempat Penumpukan Akhir- TPA*). In fact, this way is not effective to reduce quantity of waste. The role of government is delegated by DKP as leading sector in waste management, besides applying regulation of major of Makassar city number 4, 2011. The point that in reducing waste quantity, government has taken some efforts to manage waste based on the concept of 3Rs (Reduce, Reuse and Recycling). However, for serving effectively needs to support involveness all stakeholders and provide tool and equipment for waste management, such as garbage container, cart, cleaning service and adequate area, carrying from TPS to TPA.

Project location is implementing 3Rs concept in sub-district of Karang Anyar. Karang Anyar is as pilot project of community based waste management acceptable well.

#### **4. 2. Stakeholder who Involved in Waste Management in Makassar City**

Haryanto, 2001:73 cited that politician, government, planner, interpreneur, people, press, NGO and informal leader are stakeholders in development completely. In other development process so they who involved in community based waste management in Makassar city i.e.: Government of Makassar: *DKP*; community: individual of household or groups in waste management namely Melati and Adhistya Group; Business: PT Unilever and NGOs: *Yayasan Peduli Negeri (YPN)* and *Serambi Inspirasi dan Informasi Rakyat (SINDIR)* as environmental consultant. Each of them corporate regarding to their function. Roles of the different partners are:

- Government (DKP): acting as regulator and facilitator
- Community: waste organizer in 3 Rs; outcome utilizer and process,
- Business (PT. Unilever) : Management and project funding

- NGOs (YPN and SINDIR): acting as planner, advisor and facilitator

Based on interview of informan, showed that the role of DPK in waste services in Makassar is not only carrying garbage from temporally dump then managed at the last dump, to provide garbage can for sorting of waste in each housing, to facilitate people for gaining tool and equipment such as garbage can, plants taylor machine but also in corporation with PT Unilever, for CSR to overcome funding of waste management, keep giving socialization to participate and keep environment clean by applying 3Rs concept, recycle training and compost. The role and function is possible for changes because of waste management way in their environment.

DKP of Makassar city keeps doing developing, facilitating and motivating of people in order to people activities continuesly. Such as conducting periodic recycle training then production is facilitated show in exhibition events. To motivate the creativity of citizen, local government of Makassar buys their product. It can stimuly them manage their waste helped by NGO as facilitator. Participation of NGO is like YPN and SINDIR in Makassar is really needed by. Caused of limitedness of government to fulfill the people necessary, even government gets difficulty to understand and to know situation and condition happening. Government in corporation with NGO is advantageous because NGO own human resource and experiance in empowering of people.

Based on data of informan as result of interview found that PT. Unilever is donator the program of waste management base on citizen. Green and Clean Program (MGC) pound found and funded by Unilever Indonesia Foundation as environment program base on citizen that aims to change general paradigm in handling environment problem included domestic of waste, wishing that people will be more independent and participate in environment management simultaneously.

By this program, people of Makassar are begged to go green and own sense of responsibility for waste produced through waste management base on citizen. People are educated how to separate of waste and apply 3Rs. this is, of course, suitable for government policy in regulation number 18 2008 about waste management. Also included region regulation number 4 2011 issued by government of Makassar which accommodate people involving in waste management. As technical conductor, PT Unilever and Government of Makassar agree to appoint YPN as institution that experiance in people empowering program. Empowering process of people through MGC program in Makassar requires agent of change involment, YPN and SINDIR duties to guidance people to apply 3 Rs in waste management. These are approaches done by YPN to empower people in Makassar city to reduce waste as following:

1. Example logistic of waste management. The people mind-set change easier than when see reality successful of new program, at beginning, YPN got many difficulties in introduce technology of waste management.
2. Organizing environment Participants. They are educated through training program conducted by YPN and Partner. There are 5000s members right now. YPN corporate with DKP hold elucidation for people under leading MGC every two weeks. they expect people separate and manage waste in their location.

3. Assistance for people. Environment participants duty to assist people in holding waste management at household level, every participant assist to group of people.
4. Logistic of cleaning equipment. DKP and YPN distribute composter of household, Takakura basket, and truck garbage logistic. These logistics supported from DKP such as trade and industry department, General Construction Department and etc.
5. Monitoring. Direct or indirect Monitoring is held by participants for improving performance of waste management.
6. Desimination Activity. People conduct activity of desination for separating and managing of waste, active or passive:
  - Active Disemination: people and environment participants give concelling and training in their area actively. That place becomes learning center. Active desemination category is to conduct concelling and training open for every single people needs.
  - Passive Disemination. It is done in their area indirectly becomes source of inspiration, motivation and spirit for visitors who hold the same activity in their places.

**4. 3. Relation Pattern of among Stakeholders in waste management base on citizen in Makassar City.**

Interaction among stakeholders in waste management base on citizen then creat pattern of work relation among organizations according to their levels. Corporation relation between Government of Makassar, PT Unilever and YPN in MGC program explained into Memorandum of Understanding (MoU) which signing by each stakeholders. They agree to corporate in empowering of people for waste management.

The first MoU signing on June 28, 2008 to 2015, MGC program has been running for 7 years. Every year, it always gets brillian idea and getting wider of area. Comparing in 2008 covered 90 sub-district whereas in 2015 had covered 138 from 143 su-districts in Makassar city. Its activities strated from separating waste only, and then implemented 3Rs dan develop to become waste bank. Work relation between Government of Makassar and YPN for empowering people. The agreement of both i.e. training, socialization, seminar for the sake of increasing people capacity in waste management.

One of development of MGC program is Smart Town Program. It is a program of people independency that aims to show concelling area who own potencial for to become Healthy Town, clean, green and independent, of course, develop the quality of people life. Competition method MGC invites regions in Makassar for manage of waste so that our region is confort, clean and green and it is very effective in motivating people.

The purpose of MGC program is to educate people in overcoming environment problem like waste case, and finally it can reduce volume of waste in the last dump, besides that doing recycle to earn from it. To analyse the pattern of corporate relation among stakeholders in waste management in Makassar, put people as main actors in waste management and position of government and others stakeholders as facilitators.

Thus, development orientation from top down changes to botton up, participative and building good governance. If refers to Nyachhyon (2006:22) found that there are 3 core categories of relation among stakeholders in partnership i.e. : 1. Partnership between government and private (G2B); 2.Partnership between government and people (G2C) and 3.partnership between private and people; so sub-district of karang anyar found the relationship of the 4<sup>th</sup> catogory namely, relation pattern involves 3 sectors, government, private and people (G2B2C)

Then when YPN as NGO becomes operational holedr in field to do empowering people process by applying 3Rs, so created relation pattern involves 4 stakeholders i.e. Public/Government-Private/ Business–People/Community, and we can say P3 (Public, Private and People) pattern. Pattern of relationship among stakeholders is shown in figure 2:

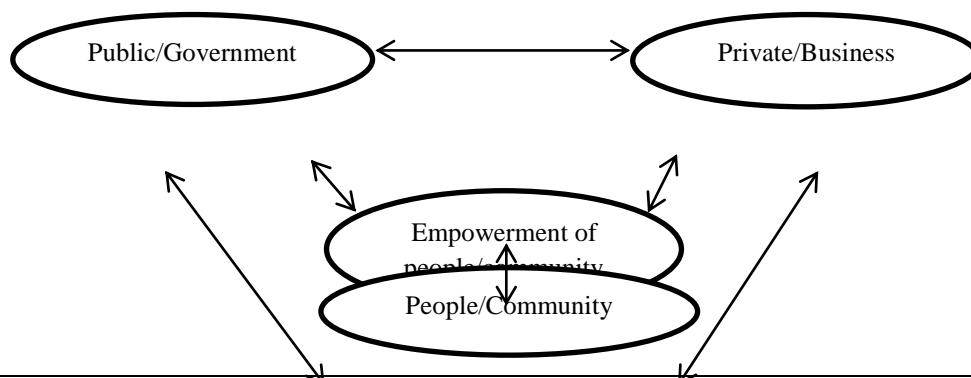


Figure 2. Pattern of relationship among stakeholders

Regarding to case above, involving of government, private and people in waste management will demand for people participative. In this case needs to be improved same of understanding and perception of stakeholders for people as main actor in waste management. In NPM and government paradigm, relationship between state or government, private sector and people, where the role of previous government did intervention (rowing) then should be changed in steering only. That's why, the role of government comventionally needs diversion of public services becomes combination in ability of people participation, by market mechanism (to invole private sector) and civl society to take a part of role of government in providing public services, expecially waste services sector.

Some problems found in waste management program base on citizen is less of socialization and coordination. Hence, socialization and coordination is done continuesly for all activities so that every person has the same occasion to get information. This process is to expect to decrease and eliminate overlapping activities and its purpose and target can be reached optimally. The Coordination and corporate is integrated elements, harmony and alignment of interest and activity is interrelated to achieve goal and target.

## V. CONCLUSIONS AND IMPLICATIONS OF THE STUDY

### 5. 1. Conclusion

Community Based Waste management in Makassar city has involved 4 stakeholders and succeed to change peope paradigm about waste. It was useless thing and no value but it has been assumed something value, if waste is well-managed will creat clean and health environment, and effect of social value, environment and economic of people as well.

The crucial problem of relationship for waste management in Makassar city is to management pattern of waste refineries has not been able to manage it collectively so every party involving seems lost-control. The relation between the stakeholders have not been well coordinated so that the role and functions of the organization overlap. Community based Waste management will run well if coordination between stakeholders are organized from the very beginning of a program in order to be synergized and sustained.

### 5. 2. Recommendations:

1. Requiring of knowledge elevating, awareness and commitment stakeholders in planning, implementation, activities and management.
2. Requireing of sinergy through codinationa and discussion among stakeholaders covered vision, purpose, strategy, activity, monitoring and controlling, so they can overcome misperception among stakeholders and to develop collaborative partnership.

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