

# The Urgency of Coordination in Handling Waste Management (Case on Palu City Department of Sanitation)

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## ABSTRACT

*The trash problem is not viewed as a sector that should be the responsibility of landscaping and Sanitation Department (DKP). This is due to the garbage produced by humans because it is a collective problem. Policy areas related to waste management has been delegated. The fundamental issue is how the coordination form of Palu City Government in the effective and efisien handling of waste management. The purpose of this study explain the mechanisms involved in the coordination of waste management in the city of Ternate. This study used a qualitative approach with case studies in the category of research. The technique of collecting data through participant observation, in-depth interviews, Focused Group Discussion (FGD) and study documents.*

*The results of the study explained that the description of coordination as a consequence of the principle of cooperation, inter-stakeholder commitment qualitatively still low which looks at the impression which the Chief sectoral ego related local government offices tend to abdicate responsibility and looking at waste as a problem domain Landscaping and Sanitation Department. At the field level is often an overlap of project implementation activities. It can be seen from the indicators that the Department of Spatial Planning disclaims drainage waste cleanup. This means that coordination is necessary for a sense of mutual cooperation and mutual respect.*

**Keywords:** *Form of Coordination, City Trash, and Institutional*

## I. Introduction

Cities as centers of population concentration has a high level of economic necessity; such as housing needs and a variety of facilities as a center of services and goods. Lifestyle changes in the urban implications for changes in consumption patterns that are qualitatively create variations need for various products consumptive. All are potential contributors to environmental damage. The low level of cleanliness of the city by piles of garbage and foul odors, potential spread of disease to the disruption of the beauty of the layout of the city is a series of problems that marked the low quality of the environment. Palu city inhabited by approximately 313.179 people and occupies most of the urban centers, residential areas are surrounded by highly variable in both forms of housing and its environment. Population is derived from a variety of ethnic, racial, and religious life of the behavior different from each other and produce waste as much as 900 m<sup>3</sup> per day, but only about 600 m<sup>3</sup> that can be transported. It is conceivable for one week, which is not transported waste as much as 21,000 m<sup>3</sup>.

Handling garbage problem is still partial and sectoral. Partial perspective emphasis on solving the elementary things like; limited operational funds, lack of human resources (employee competencies) or the limited carrying capacity of the infrastructure. Sectoral perspective tends to emphasize the responsibility of waste management focused on particular

government sanitation departments. Supposedly, handling overall waste problem must involve various sectors in order to effectively handling.

For this achievement, coordination is a prerequisite for realizing this paradigm. Build effective coordination should begin revamping the entire system of regulations on waste management. Along with the implementation of regional autonomy under the Rule No. 22 of 1999 which was later revised by Rule No. 32 of 2004, and the last made changes to several articles through Rule No. 12 of 2008, allowing the city government autonomously organize and care homes the ladder itself. In this context, a comprehensive regulation is needed, clearly, and unequivocally (force). Handayani (1985: 90), revealed that the coordination related to the concept of unity of action. This is the essence of coordination.

Waste problem is closely related to the functions attached to each agency/agencies, particularly the Department of Public Works (PU), tourism bureau, the Department of Health, Department of Trade, Industry and Cooperatives (Perindakop), Department of Agriculture and the Department of Spatial Planning. Wiring initial example illustrates improper placement of polling stations, create new problems such as; violated public health standards, disturbing beauty

of city planning and so on. As a result, a program of the Department of Health and the Department of Tourism to be disrupted. The phenomenon seemed to dominate the ego sectoral cooperative relationships between agencies led to the waste problem has not been resolved completely.

Efforts to anticipate the policy, with the issuance of the Regional Regulation No. 13 year 1987 on Municipal Solid Waste Health Levy. Palu City Regional Regulation No. 11 Year 2005 on waste levies, Palu City Regional Regulation No. 12 Year 2005 on the importance of public and private involvement in the handling of waste, and Palu Mayor Decree No. 17 of 2007 on the transfer of most of the waste affairs to the village as the city of Palu. But the policy generated up to now has not resolved the problem of solid waste optimally. Various policies are made, when the core of the coordination problem is not addressed, the results tend to stagnate. This research seeks to see how the shape of the coordination of the government in the implementation of Palu waste management.

## II. Research Methods

The type of research used is descriptive research with a qualitative approach. In understanding the theoretical basis of qualitative approach based on the opinion of the Moleong Bogdan & Taylor (2005) who interpret and understand the qualitative method as a procedure that produces descriptive data in the form of words written or spoken of the people and observed behavior. Given the research data obtained in the form of qualitative data (such as tangible statements, symptoms, non-verbal actions that can be recorded in the description of sentences, or numbers, or pictures/photos, and so on), then in this study using the model data analysis of Miles and Huberman (1992) through the activity/process called coding (coding). Model analysis can be seen in Figure 1.

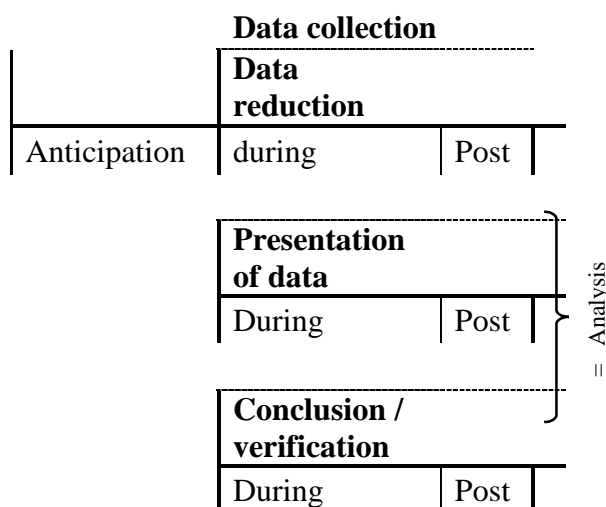
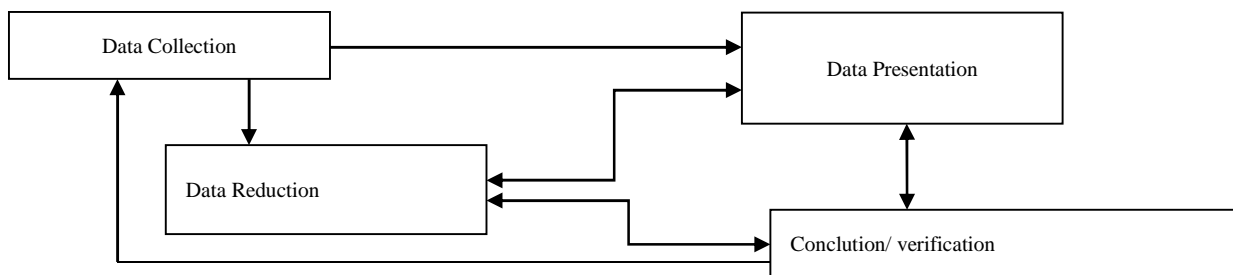


Figure 1 Research Method used for study and analysis

Model analysis was conducted in three (3) activities and can take place in parallel, as Figure 1, with a brief explanation, namely:

- a. Data reduction is the process of sorting, focusing, simplification, abstraction, and transform raw data that have been obtained from the process of data collection in the field;
- b. Presentation of data, carried out by preparing a series of information allowing for the extraction of data conclusions and making recommendations. In this activity, the researchers tried to use way to present it in the form of narrative text, chart or image / workflow, as well as matrix/table can text through content analysis;

- c. Conclusions that have been drawn, and then verified during the process of the study. Verification in the form of reviews or thinking back on the results of field notes which may have lasted a glimpse or take a long time, as well as brainstorm (discussion) with informants to develop a meaning that can be done through focus group discussions (FGD = focus group discussion). Meanings that emerge from the data needs to be tested its validity by means of triangulation (including the credibility of the test data through member checks/triangulation of data sources) in order to form its validity. The activities are not to be partial, but interrelated, so be simultaneous and continuous cycle (interactive model) which can be simplified as in Figure 2.

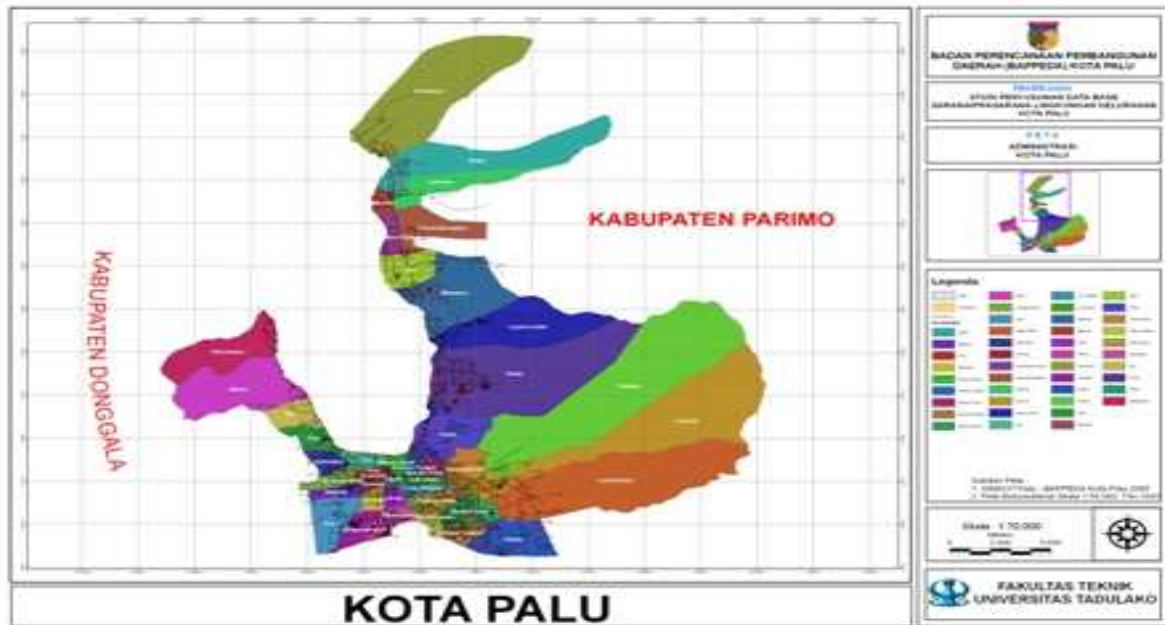


**Fig 2: Model of Interactive Data Analysis Qualitative Research**

Source: modified from Miles and Huberman (1992)

The experiment was conducted in the city of Palu with a focus study of coordination problems as the realization of cooperation in the context of a binding-alloy activities of the separate parts of the organization to achieve organizational goals. Waste management in the city of Palu implemented by the relevant agencies; Department of Public Works, Department

of Agriculture, Department of Health, the Environment Agency, and Perindakop. This means that the treatment problem of waste is done as a whole and this requires a coordination of the municipal government to merge combine these activities so as to achieve maximum goals and ego-sectoral does not occur in solid waste handling. Map of research sites can be seen on the map below.



**Figure 3 : Research Location Map**

### III. Empirical Result

Waste issues are no longer seen by sector so handling should be fully charged to the Department of Sanitation and Landscaping, but is seen as a collective problem. In internal Palu city administration, waste management systems has involved several stakeholders on education such as; Department of Sanitation and Lanscaping as the leading sector in cooperation with partners such parallel; Department of Perindakop, Department of Public Works, Department of Spatial Planning and City Planning, Public Health Service, Department of Tourism and PLN Branch Palu. The role of an equal partner here is not positioned just supporters, but in proportion to make a portion of the solid waste problem as a portion of their duties.

Referring to the observation study, researchers found that one of the causes of chaotic aspects of waste management systems in Palu lies in the lack of coordination across the System Work Unit Village (SKPD). At the operational level in the field showed some overlap across programs on education, including the

handling of waste that intersect with other programs. According Handayani (1985: 90), the success of coordination lies in leadership. Therefore, coordination is a leadership task. Yet the leadership may not coordinate if they do not cooperate. In the context of this study, Assistant II is assigned the responsibility to lead the coordination of traffic on education. In order to realize coordination, Assistant II should play a leadership role and authority effectively, which should be subject to sector departments under one command. For those who deviate or do not run or submit to the decision together, II can give sanction. But in reality, the role does not run properly.

Indications weak coordination at the start of the policy-making system boils down to the operational level in the field. Lack of clarity about the system and the coordination mechanisms underlying the relationship between System Work Unit Village (SKPD) related. Each Sector/SKPD do not have the framework of cross-sectoral cooperation, where development programs are becoming their duties can be synchronized with the programs of other duties on education. In other words, each SKPD formulated agenda on education programs without considering the possibility of overlap with other programs

than on education. Thinking sectoral, partial and fragmented still dominates substance formulation on SKPD level development programs.

Efforts in the direction of synchronization is already done, but apparently not yielded optimal results. Special about the handling of the waste problem, traffic coordination meetings on education was done, but the reality on the ground level still showed symptoms of high chaotic. Several coordination meetings chaired by the Mayor of the city of Palu done incidentally. A coordination meeting were impressed without careful planning. Coordination meetings conducted at the initiative of the head and Sanitation Department to discuss various matters related to solid waste.

In the process of such meeting was scheduled discussion specifically about garbage, so the discussion is not focused, not detailed and are not technical-operational. The diversity agenda meeting led to the disclosure of any matter concerning only a general description and impressed while ago. Referring to the idea G.R. Terry, that coordination requires synchronization and regularity, both from the aspect of the program of activities and the allocation of appropriate time. Time allocation in question is all the stages of the coordination process should take place regularly and on time.

### **1. The cause is not effective coordination**

In principle, each SKPD have clear duties on the scope of the task and the role of each authority. Important thing is how to build commitment and good coordination among SKPD to realize synergy at the implementation level. Thus, the overlap between the programs on SKPD can be minimized. For example, the department of City Planning Spatial and Palu are duties of cleaning the garbage in the drainage or garbage in the gutter. But in reality it was revealed that the service is not

running Spatial regulation becomes their duties.

The annual budget allocation specifically the handling of waste drainage proved zero dollars. This means that the waste drainage problems were never addressed by the department of Spatial during the past year. Parties Spatial Agency argued that cleaning waste drainage is the duty and authority of the Department of Sanitation and Landscaping. Based on the example of the problems mentioned above shows that there are differences in viewing the duties limits. Such differences may be caused by the lack of clarity in the conceptual formulation limits duties or just as a euphemism tips to evade the demands of their responsibilities.

Based on observations indicate that each program is cross SKPDs potentially cause problems at the level of policy implementation. Therefore it involves some garbage problems precisely SKPDs not handled seriously. Efforts to abdicate responsibility and tends to fully delegate to the waste problem and Sanitation Department is custom made by related local government offices. The head of SPKD does not have the seriousness (commitment) in view waste as a collective problem in Palu city administration environment. Orientation differences in view the objectives to be achieved behind the failure or success in handling the waste problem. The impression that arises when waste management is considered successful, the Department of Sanitation and Landscaping will be appreciated by the public. On the other hand, if the waste problem is not handled properly, then the Department of Sanitation and Landscaping will be considered to have failed by the public. Another SKPDs reluctance to support waste management programs can be

traced from the aspect of reward and punishment to be obtained. That is, the failure or success in waste management will not provide significant value to the reputation of other services minus and Sanitation Department. Why is coordination between SKPDs considered ineffective? Based on the results of field research shows that there are some fundamental reasons that cause no effective coordination among them, First, Ego sectoral coordination still characterize the dynamics of the relationship between the related local government offices. Ego is defined as a sectoral perspective and attitude that tends only concerned on the duties program by ignoring the possibility of overlap with other SKPD programs. Releasing mutual responsibility and assess waste as mere matters Sanitation Department. Some programs on education potential overlap in the field, among others;

- a. The laystall (TPS) placement conducted by the department of Public Works (PU) overlap with the TPS eligibility requirements according to the perspective of Sanitation Department, Health Department and the Department of Tourism. PU parties feel obliged to prepare the container as a replacement TPS and put the point of a region considered to be a center of concentration of potential waste disposal. TPS development is indeed the authority the Department of Public Works, but not rarely cause problems, especially with regard to the location of the point of TPS construction/ placement of the container; (a) construction/laystall (TPS) placement destroyed or dismantled as judged interfere with the public. Stench often the reason the public complaint; (b) placing the container into a new problem because it is often not coordinated

in advance with the city office. When the garbage has piled up, the process of transporting waste to landfill (TPA) is often hindered by technical problems. Transport fleet cars have difficulty access to the polls because of the narrowness of the entrance that must be passed. Other problems such as the laying of the container is not in accordance with the traffic fleet cars that have been set by the operational authority of the Sanitation Department.

- b. The same case often becomes the Health Department complaint Palu. Parties to the health department to find some point of the placement of containers that do not meet public health requirements. The smell of rotting garbage stinging and wet spreading is a phenomenon that the city could potentially be a source of disease for the surrounding community. Complaints and protests arose society, so there are some cases where people refuse even damaging landfills that have been provided by the department of Public Works.
- c. Tourism Department also objected because of the existence of improper trash can interfere with scenic beauty of the city. The development of the tourism sector became one of the major missions of development Palu is now facing the problems associated with the phenomenon of the garbage that is not managed properly, especially the management of concentration points landfills.
- d. State Electricity Company (PLN) of Palu contribute to exacerbate the waste handling system. Lane stretch of electrical cable installations along the sidewalk or street cable into the home stretch of the population is often hindered and disturbed by tree branches that are

along the edge of the road. Without coordination, the officers on the ground of PLN taking the initiative to do the trimming trees, and the leaves and twigs were left scattered on the road so that further adds to the volume of waste.

Each department implementing sectoral programs without giving serious attention to the possibility of overlap between agencies at the operational level. The head office was impressed just looking at important programs that belong to the realm field. The cross-sectoral programs deemed seems half-hearted. Waste problem seems difficult to realize high commitment among related local government offices because of the perspective and sectoral ego still covering the minds of the agency heads. Affairs of waste is always seen as the realm of responsibility of the department of sanitation only. While other department are considered not to have a relationship with these problems.

According Sugandha (1991: 12), an organization is a system whose parts are the units that exist within the organization. Each unit even has its own tasks and objectives, but each unit can not escape from the other units. In other words, like on SKPD unit in Palu municipal government organization that has a different orientation and duties. However, the difference should be synergized in order to achieve greater organizational goals. Parties sanitation departments are well aware of this phenomenon sectoral ego. Although Sanitation Department as the leading sector plays a role in charge of coordination among related local government offices, but will not be effective because of the structural position of city office is on the horizontal line that is equivalent to other agencies. Equivalent coordination function causes loss of

authority or authorities is imperative. As a result, the role of the related local government offices in more waste handling problems is voluntary and without any sense of responsibility in full. In the midst of coordinating relationships that are 'voluntary' is causing Sanitation Departments are not able to do in achieving optimal functional synergy between departments. Responding to these circumstances, the department of sanitation tend to take a passive stance, wait and continue to hope that would appear 'consciousness' shared that the waste problem is the problem of cross-sectoral, so treatment must involve the role of multi-stakeholder nature.

Second, ineffective coordination system causes cooperation among related local government offices more ceremonial without the same conceptual framework that is clear and detailed. Mayor in charge at the highest level of Palu city is often leading the inter-agency coordination meeting. During the meeting officials and the mayor gave directives on SKPD-related calls for an active role in waste management systems. Each department is responsible for the cleanliness of the program's direct each department. For example, the service charge issue Perindakop Palu traditional markets. Approximately 6 traditional market in the city of Palu are in control. Each market are responsible officer socialize, monitor, and supervise the cleanliness around the neighborhood market. Officers enforce market in which the seller must maintain cleanliness around the merchandise. Each vendor is required to pay the levy obligation market and dispose of waste at the laystall (TPS) that has been provided. Waste that has been dumped at the next polling the responsibility of the city office to be transported to the landfill (TPA)

To ensure that hygiene is maintained market, then the Perindagkop department regularly conducts inspections directly to the market. In addition to direct observation as well as providing guidance to field personnel or receive input in the form of suggestions and complaints related to waste management issues in the market environment. The results of the field inspection used as a basis for making a report of activities in the next coordination meeting. Due to the ineffectiveness of factors coordinate system, then the inter-meeting SKPD tend to get stuck on things that only contains normative moral appeal only. Or stuck on technical matters such as clean Friday activities on a rotation between departments.

## 2. Commitment and Coordination

Waste problem seems more difficult to overcome because of the lack of commitment of all parties, Sanitation Department and Landscaping, SDPD, private-sector and wider community. As a leading sector, sanitation departments do not have a road map for the handling of waste. Reasons often cited as a classic expression of euphemisms such as; not enough funds to optimize program operations at the field level, other related SKPDs not show seriousness, or the low level of public awareness in keeping the environment clean.

Arguments that are euphemisms also emerged among SPKD related. Sectoral perspective that characterizes the minds of the department heads have implications for their lack of commitment to participate in addressing the waste problem. They reasoned that, sectoral waste problem is the authority and responsibility of Sanitation Department and Landscaping. Or appear argument that they have been actively involved in waste management such as periodic program 'clean Friday', announced by the Mayor of Palu.

Referring to the opinion of the Zurnali Meyer and Allen (2010) that there are three components of commitment, such as; affective commitment, continuance commitment and normative commitment. The third component of this commitment if the character of the stakeholders together in the solid waste problem will undoubtedly be resolved. Reality suggests otherwise, the stakeholders seem to lose commitment.

Affective commitment, the emotional involvement of the institutions. Sense of love, pride and respect the values and goals of the organization. Emotional involvement has implications for the birth of attitude willing to do anything which form the duties and authority of the institution due to her love/please the task at hand. All that is done solely based on the desire to obtain spiritual satisfaction. Components of this type of commitment is a high-level trough.

In the context of waste management, affective commitment is needed. Sectoral ego thinking that dominates public officials due to the loss of affective commitment. From this perspective shows that the moral appeal and instructions to the heads of city mayor related agencies during coordination meetings are ineffective.

Normative commitment, which is a moral dimension that is based on the principles of necessity and sense of responsibility to the institution. The moral dimension is based on consideration of norms, values and beliefs in institutions. Opening a broad perspective in which the stakeholders are expected to grow a sense of responsibility towards waste management. Although not a main part of his official program domain, but the heads department have the awareness that the waste problem is a shared responsibility, because it directly or indirectly implicated in other service programs. For example, Health



Department interested in community or environmental clean bureaucracy for the sake of maintaining health. Or waste problem is closely related to the tourism department programs that require a clean environment so that the city of Palu looks beautiful, comfortable and beautiful.

Continuous commitment, a commitment that is based on a rational consideration of the possible benefits and disadvantages are obtained in carrying out the agreement. The low enthusiasm related department involvement in the handling of waste matter can be analyzed from this perspective. If in any coordination meeting related agencies were present and being part of the deal, not because of a commitment based on the consideration of a sense of responsibility, but solely because of rational reasons.

Mayor of Palu led directly coordination meeting is thought to be the primary consideration relevant agencies involvement. Demands of rationality requires the relevant department head for being part of a collaborative waste management. Obedience to the call or instructions mayor is tough inevitable necessity for the subordinates. Circumvent the mayor instruction will have an impact on certain risks that affect the positions are assigned. Dynamics in coordination meetings can be a picture of the level of commitment of the relevant department head. The concept of collaboration proposed by Ansell and Gash seems to lose its relevance. The element of freedom to choose or reject any decision in coordination meetings impossible to do. When the mayor as the boss requires a decision (through meetings) then the department heads are required to accept and implement.

In carrying out the agreement, the stakeholders should develop a strategic

plan as an elaboration on the application level. Necessary skills and expertise relevant to implement. The involvement of relevant department lead to difficulty in formulating planning on the level of applications. Unless Sanitation Department and Landscaping, other departments allegedly do not have adequate skills in terms of waste management concept. Thus, the results achieved were not in accordance with the expected results. The main trough in realizing the effectiveness of the collaboration is the fulfillment of each stakeholder satisfaction. The involvement of other agencies involved in the handling of garbage does not obtain the expected level of satisfaction.

#### IV. Conclusion

In an effort to streamline the handling of waste, Palu government building collaborative systems that are multi-stakeholder with SKPDs with duties involving multiple interrelated among others; Sanitation Department and Landscaping (leading sector), Perindakop Department, Department of Public Works, Department of Spatial Planning, Agriculture Department and Environmental Agency. Collaboration between SKPD relatively unrealized optimally. In addition because there are indications of ego-sectoral also caused by lack of coordination systems.

Coordination activities have not shown a reciprocal adjustment of intra and inter-agency; exacerbated with no direct supervision to ensure that the activities carried out as planned; also standardize work processes and efficiency of the implementation, including the standardization of skills.

As a leading sector, Sanitation Department and Landscaping should conduct internal restructuring primarily related to the operation of waste management at the field level. Head of the Department of Sanitation

and Landscaping must actively make a persuasive approach to private or business to play an active role in helping the handling of the waste problem. Similarly, Department of Sanitation and Landscaping must be proactive to disseminate to the community level, without relying entirely to the Village Head and Neighborhoods (RT/ RW). Through formal mechanisms, Sanitation Department and Landscaping should seek to fight for the birth of the regulatory system (revised) which governs the imposition of sanctions for violators of the rules associated with the waste. The effective vehicle for developing employees internally coordinating activities through morning call and regional coordination meeting (rakorda) at the level of coordination between agencies/departments.

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