

**GOVERNANCE OF INSTITUTIONAL WASTE MANAGEMENT IN  
JEMBER REGENCY  
Pakusari Landfill Case Study**

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**ABSTRACT**

Waste management at the Pakusari Final Disposal Site (*TPA*) in Jember Regency has yet to find a conducive waste management. This study aims to analyze the institutional governance model of waste management in Jember Regency through an institutional perspective framework according to Pavan et.al 2016. Through a case study at Pakusari *TPA* which is the largest *TPA* and accommodates the most waste, namely 17 sub-districts out of 31 sub-districts that scattered in Jember Regency but also experiencing various problems such as over capacity, rejection by the surrounding community and the behavior of the surrounding community who are still ignorant of the awareness of the importance of managing waste properly and maintaining the habit of disposing of waste in the river. Using a qualitative approach this research tries to provide an overview of how the institutional design of Pakusari *TPA* is in exercising its authority in solving waste problems in Jember district

**Keywords:** *Institutional, Institutional Governance, Waste Management, Jember Regency, Pakusari Landfill*

**A. INTRODUCTION**

Garbage is the remains of human daily activities or natural processes in solid or semi-solid form in the form of organic or inorganic substances that are biodegradable or non-biodegradable and are considered no longer useful. Sources of waste can come from various activities such as household waste, agricultural waste, building waste, waste from trade and settlements and waste from industry. Most of the waste is generated from household waste (Suwerda, 2012).

Garbage will be a disaster if not handled seriously. And it will be a blessing or fortune if it is also taken seriously. Therefore, the problem of waste management in Jember Regency is one of the main issues to be resolved. This can be seen from the Jember Regent's efforts to submit a Draft Waste Management *Raperda* at the beginning of his term of office in 2021 and it has been approved by the *DPRD* to become a waste management regulation in 2023 -every sub-

district throughout Jember Regency. Jember Regency is only able to handle 40 percent of the total daily waste expenditure which amounts to an average of 400 to 800 tons per day. With the issuance of this regulation, the urgent waste problem in Jember Regency can be overcome by increasing the number of personnel responsible for handling waste, increasing the number of landfills and operational vehicles (Supriyadi, 2021).

So far, the party responsible for dealing with matters related to waste management is the Jember Regency Environment Agency (*DLH*). Referring to the *Perbup No.9 Tahun 2021* concerning Position, Organizational Structure, Duties and Functions and Work Procedures of the Jember Regency Environmental Service, in article 3 it is explained that the authority for waste management is delegated to the Waste and Hazardous Waste Management Sector which oversees three sections, among others; 1. Waste management section; 2. Hazardous Waste Section; and 3. Final Processing Site Management Section (*TPA*). This section has the task of coordinating, facilitating the formulation of implementation to evaluating policies and reporting related to waste management. In particular, the management of the final processing site is handed over to the Final Processing Site Management Section (*TPA*).

Jember Regency currently has a total of 5 *TPAs* spread throughout the district consisting of Ambulu *TPA*, Pakusari *TPA*, Balung *TPA* and Kencong *TPA*. Of the five landfills, the one that has the most optimal role is the Pakusari landfill. Pakusari landfill has the largest storage area compared to other landfills, namely 6.8 hectares which is divided into several sections, namely 3.8 hectares for waste disposal and the rest for road operations, buildings and liquid waste management. Besides that, Pakusari receives waste supplies from 17 sub-districts out of 31 sub-districts in Jember district, with a total weight of 187 tons per day. (Budi, 2022). In other *TPA* cases, the cause of the less than optimal operation was caused by various factors, including the lack of facilities in the form of heavy equipment, the rejection of residents in the neighbourhood where the *TPA* was built. This is one of the problems of various waste management problems that occur in Jember Regency. Excess capacity for receiving final waste due to a shortage of waste and the absence of local laws and regulations that explicitly regulate public affairs in this sector.

In addition to the overload capacity. Inadequate transportation mechanisms and transportation facilities in transporting waste from Temporary Disposal Sites (*TPS*) to Final Processing Sites (*TPA*). Based on data from the Jember Environment Agency (*DLH*) recorded by researchers, the volume of waste produced by the people of Jember reaches 1,250 tons every day. Of that amount, only 22 percent or as much as 248 tons of waste (78% has not been transported). That means 1,002 tons of waste are not transported every day. This is due to the limited fleet of 34 garbage trucks in Jember. Each truck can carry more than 10 tons a day. Ideally, in order to transport all of this, you have to have 200 trucks (Mr. Sigit Boedi, Head of *DLH* Jember Waste Management, 2022). On the other hand, *DLH* has previously proposed adding trucks to the Jember Regency Government, but this must also be balanced with the number of temporary disposal sites (*TPS*) and the number of human resources (HR). The amount of

waste in Jember has actually increased, due to weak waste management and infrastructure as well as lack of public awareness. Therefore, *DLH* is greatly assisted by residents who transport garbage with carts.

Another problem related to waste management in Jember Regency is the behaviour of the majority of people who are used to throwing garbage carelessly in the river. As according to the statement from the Head of the Jember Regency Environmental Service (Sugiarto, 2022) "There are thousands of tons of waste that the Jember Regency Government has not managed properly because most of the goods are disposed of carelessly by the community and the rest is disposed of, buried, and most of it goes into the rivers around us. This is homework." One of the strategies undertaken by the Jember Regency government to overcome community behaviour is to award Adiwiyata trophies to 13 schools in collaboration with the Ministry of Education and Culture. This step was taken to motivate the community to get used to being orderly in disposing of waste.

The persistent garbage problem in Jember is also causing friction between the community and the waste management side, which is represented by the Environment Agency. The researchers were able to summarize various case-by-case recordings that occurred between 2014 and 2022. In general, conflicts between the community and the government arise as a result of mismanagement of the Final Disposal Site (*TPA*), which has a negative impact on the residents living near the *TPA* location. This results in waste that has exceeded its capacity spilling over into residents' settlements and rice fields, causing residents to miss harvesting. This is the direct impact of the waste problem on society. Other problems arose as a result of the community's propensity of discarding of garbage in the river, resulting in Puger along the river. Another problem that has arisen between the *TPA* management and the community is the fire that occurred in the *TPA* area which exposed the community to diseases caused by smoke and pollution from combustion and various other cases. A summary of the conflict between the government and the community as a result of the mismanagement of waste management in Jember Regency can be seen in the following table.

The phenomenon that occurs in Jember Regency is of course closely related to the waste problem as a world issue. Concern about the impact of waste has been a topic of discussion among scientists for more than three decades. One of the main issues is the concern about waste generated through the industrialization process which has become an inseparable unit due to the modern capitalization system. Actual action initiated by stakeholders involving industrialists, government and society in the framework of international waste management efforts was first initiated in 1980 at the CERCLA conference (Comprehensive Environmental Response Compensation and Liability Act) which resulted in a resolution in anticipating the dangers of industrial waste by issuing regulations governing how hazardous category waste is given a warning label, and transported. ("Hazard. Waste Handb. Heal. Saf.," 1987)

The case that occurred was related to waste problems in all Jember *TPA* final disposal sites.

Year	Location	Community Reaction and Behavior	Consequence	Claim
2014-2019	Landfill Pakusari	Residents sealed the Landfill site	Garbage overflowed into the residents' agricultural areas resulting in crop failure.	Fields polluted by garbage Compensation for crop yields and purchase of polluted land
2020	Landfill Kencong	Dump Truck Officer broke down	Scavengers find it difficult to find livelihoods in the villages.	Garbage Truck Officer Back to carrying out his daily duties.
2022	Landfill Pakusari	<i>TPA</i> location fire covering an area of 2.3 hectares	10 families affected by fires and exposed to smoke from garbage pollution experienced shortness of breath	
2022	Landfill Puger	The garbage piled up at Pancer Puger Beach along the 102	As many as 1200 tons of waste is wasted polluting the beach and sea. 77% of the amount accommodated by landfills throughout Jember	There needs to be a conscious movement for the community to be aware of the dangers of waste. Driven by garbage volunteers starting from <i>TPS</i> Imam Bonjol Puger

The data was processed by researchers

In Indonesia, research related to waste problems, among others. Research (Suryani, 2014) focuses more on research on how waste banks are initiated by the government in collaboration with elements of the community because various

problems arise due to waste that are not resolved properly through a management approach by considering institutional aspects, financing, regulation (legal basis), community participation and operational technical aspects. Research by research focuses on the management of waste banks by the community in waste bank areas that are managed independently. (Horie et al., 1997) examines plastic waste and how to deal with it. (Putra et al., 2020) examines community participation in efforts to deal with waste. Research (Windraswara & Prihastuti, 2017) research with the aim of reducing the impact caused by waste on society. However, researchers have not found research that specifically examines institutional governance. One of the focuses to be explored more deeply in this research is how institutional governance is in waste management in Jember district. as according to (- Supranoto et al., 2016) the failure of a government program then it should be institutions are the first to be considered and conversely, the success of a government program is the first institution to be rewarded. The institutional system of the central and regional governments is also a topic of recent debate where there is debate about how the ability and independence of the regions to increase the number of their OPDs according to needs but is constrained by requirements that are considered too complicated so that regional independence is limited. (Nursamsir et al., 2022) in this problem the local government of Jember Regency is trying to find a solution to overcome the waste problem through the waste management regional regulation that has just been mutually agreed upon.

Based on previous studies that are related to waste management as happened in Jember, what happened in Jember is different from the previous studies that the researchers cited. The case study in Malang Regency illustrates that in urban communities the mechanism for waste collection and management is better structured, the community has awareness, so that there is a form of mutual cooperation between the government as the holder of authority and the community as the interest of public representation. The main driving force in previous studies that researchers took was civil society through the communities they formed by conducting integrated waste collection activities through waste banks, categorizing waste with the aim of reducing the production of waste transferred to landfills. This is different from what happened in Jember Regency in general. Even though similar volunteer communities have been formed, it can be said that they are still partial and minimal. There are no continuous activities and low public awareness as the researchers have explained in the phenomena that occur in Jember Regency. so that the dominant actor that becomes the backbone of waste management in Jember Regency is the government through the Jember Regency Environmental Service and *TPAs* which are scattered throughout the Regency.

## **B. METHOD**

Research focus is needed so that researchers do not deviate from the goals that have been set. The definition of focus according to (Murray, 2010) there are two goals that researchers want to achieve, namely First, setting the focus can limit research. Second, determining the focus serves to meet the information criteria in the field. Based on the concept of the research focus above is

institutional governance in waste management at Pakusari *TPA*, Jember Regency.

Using a descriptive qualitative approach means writing down what happened, where, how it happened and the consequences. Provides a comprehensive picture of the existing reality. Njie opinion (Njie & Asimiran, 2014) regarding a qualitative approach is that it has the nature of data or the type of information collected to describe certain conditions, in separate words or sentences to obtain conclusions about the quality of distribution services. The research approach uses the theory of (Claes, 2018) which includes two factors that influence the reliability of institutional governance in waste management, namely institutional governance. Location and time The research was carried out in Pakusari District, Jember district and started in July 2022..

### **C. EXPLANATION**

#### **Description of Institutional Governance of *TPA* Pakusari, Jember Regency**

Pakusari Landfill has a very important role in matters of waste management in Jember Regency. This can be seen from the largest capacity with a land area of 6.8 hectares and receives an average of 187 tons of waste per day. With a transportation mechanism that requires cooperation between several parties, which includes the process of collecting waste from residents' homes through garbage carts through RT and RW coordination, then distributing waste from residents' homes to *TPS* until it is raised to a *TPA* menu garbage truck. To carry out its very important functions, of course, good and correct governance is needed, which the researchers explain in the following sub-chapters.

#### **Processing Process to Final Disposal Site (*TPA*)**

Based on the regulations in force, the authority to manage waste from upstream to downstream processing is delegated to the Waste Management Sector through the *TPA* management section. The Pakusari *TPA* has the largest capacity and receives final waste from 17 sub-districts spread throughout Jember Regency.

Of course, each *TPA* has a different organizational structure depending on the capacity and capability of an institution in each *TPA*. At Pakusari *TPA*, the organizational structure in charge of carrying out *TPA* processing includes, among other things, the *TPA* Section Head, namely Mr. Muhammad Masbud, the *TPA* Supervisor, namely Mr. Imam Sucipto, the Admin, namely Mr. East Java and Mr. Sudarman, and the Scales Operator, namely Mr. Totok. Then supported by other employees who operate as field workers consisting of garbage truck drivers, heavy equipment operators, organic waste managers, street sweepers, garden nurses and night watchmen in accordance with the division of their respective tasks consisting of PNS and Non-PNS employees as many as 23 people.

Garbage truck drivers are the backbone or prime mover of the waste management process. They are in charge of transporting garbage starting from *TPS* scattered in 17 sub-districts in Jember Regency. With operating hours that fluctuate between 5 a.m. and 3 p.m. the garbage truck officers are on standby at each *TPS* where they are on duty. They started to depart from each driver's house on consideration of time efficiency and limited parking locations at the environmental service. The considerations for truck driver officers using various

working hours include the location of the *TPS*, the estimated volume of waste, as in the case at the *TPS* in the Mastrip area, which receives garbage in the campus area every day, the garbage officer can transport up to two to four times. Some of them choose to pick up trash in the morning hours. Every truck that comes in before disposing of their cargo into the *TPA* area, they will pass through the waste weighing post and then a calculation will be made of how many tonnages of waste they carry each time they transport it. There are also private trucks going to the *TPA* and paying retribution fee based on the amount of tonnage carried.

Recap Total Waste In 2022 Total Waste Deposit Of Pakusari *TPA* 2022

No	Month	Amount Of Waste Entered	Amount Of Waste Out
1	JANUARY	5,782,190	234,210
2	FEBRUARY	6,163,540	226,740
3	MARCH	5,599,290	242,560
4	APRIL	5,451,590	224,080
5	MAY	6,198,570	296,100
6	JUNE	6,107,050	271,080
7	JULY	6,174,370	208,190
8	AUGUST	6,161,870	243,110
9	SEPTEMBER	6,009,650	238,220
10	OCTOBER	6,024,370	270,810
11	NOPEMBER	5,826,730	264,440
12	DECEMBER	6,096,350	290,010
<b>AMOUNT</b>		<b>71,595,570</b>	<b>3,009,550</b>

The data was processed by researchers, *TPA* Pakusari Jember



Picture Garbage Transporter Passes Weighbridge 2022

#### **Collaboration with Scavengers and Community Participation**

One of the main functions of the Pakusari *TPA* operation is to carry out 3M, namely recycling waste, composting and managing waste that cannot be reused.

To be able to carry out the functions of the Pakusari *TPA* effectively and efficiently, of course, requires cooperation between the *TPA* management and community members, both the surrounding community and the scavengers. The *TPA* manager usually conducts outreach to the community on how the community can contribute by managing waste at its source. Thus, household waste which is one of the main sources of the biggest waste contributor from several other types of waste sources can be sorted first before being deposited into the trash which will then be transported to a temporary disposal site to the final disposal site.

To support community participation, one of the government's efforts from both the *TPA* manager and the Environmental Service is to form an organization of mothers whose job is to empower women with an orientation to generate additional income through collaboration with junk collectors. The women are tasked with collecting non-organic waste to be weighed and entered into bookkeeping; while for organic waste training is carried out with the output of organic compost fertilizer.

The idea of participation is actually an old idea in the concept of public administration, researchers try to refer to the idea of participation first introduced by Frederickson ideas (Khan, 2018) in the new public administration paradigm. The idea of participation was originally intended for internal bureaucracy, then developed into the idea of involving community participation in the public policy process, then developed into the question of how to build a democratic government, meaning government that involves community participation Sorensen ideas (S. Supranoto et al., 2022) the degree of involvement of public participation is also discussed in (Pateman, 2014) arrived at the most recent idea, namely co-production (Brandsen et al., 2018)

Scavengers have different roles at Pakusari *TPA*. Scavengers have a role as partners of waste managers. Usually the scavengers take the waste that has been disposed of at the *TPA*, most of them sort the waste that can be recycled again. Based on data collected by researchers, there are 150 scavengers who are actively working to earn a living as garbage scavengers with various risks of disease threats due to exposure to the waste where they work.



Picture Garbage piles pollute the landfill environment 2022

### **Waste Tourism Education Program**

The trash tourism education program is one of the innovative efforts made by the Environmental Service through the Pakusari *TPA* based on the government's experience in dealing with waste management. The fact that the



conventional method of transporting and disposing of waste on a regular basis is not considered capable of overcoming the waste problem in Jember Regency. The main problems that have not been resolved have actually increased with new problems that demand immediate resolution, starting from the lack of supporting facilities to the increasingly limited capacity of land. On the basis of the above considerations, the government is innovating by presenting waste education tours at the largest landfill site in Jember Regency with the hope of being able to provide education to the surrounding community and visitors to potential hazards caused by failure in waste management.

By recycling waste and used tires and forming them into iconic statues in the form of dinosaur statues, big motorcycles (*Moge*), *kangkong* to bottle houses is something that is out of the ordinary and has the potential to attract attention. Conventional materials for making statues usually use cement and concrete. The Pakusari *TPA* waste education tour is a different example; an iconic statue built using waste materials. The construction of tourist spot locations on an area of 1.7 hectares supported by visitor photography spots along with MSME stands, besides being expected to provide education to the community, can also increase the community's economic income. Education on waste management is important information given to visitors. The amount of waste from all over in Jember Regency is very unfortunate if it is only left without being processed. Educational tours that have existed since 2020 until now have been successfully organized thanks to a creative processing team.



Picture The Bridge that connects the *TPA* and Waste Education Tourism



Picture Iconic Gorilla Statue made of Garbage.

### **Institutional Governance of *TPA* Pakusari, Jember Regency**

Institutional governance is a simplification of a conceptual viewpoint that can accurately describe how the behaviour of public sector organizations is influenced by their interactions with actors who take roles in social life, the

meaning of citizens, and institutions (Claes, 2018) It was motivated by criticism from the NPM (New Public Management) in 1970 (Matheson, 2001) which argued that public sector organizations at that time were not managed effectively according to the needs of citizens and rational consumption of resources. By giving birth to the idea of adopting a public sector approach, resulting in more effective and efficient management. This has resulted in a reform process which has implications for the process of change which aims to drive economic activity in the public sector by returning to the market system and competition. (Lanoszka, 2022) and (Ali & Bhuiyan, 2022) Furthermore, researchers use the opinion of Ali & Bhuiyan in analyzing institutional governance at Pakusari landfill within an ideal framework from an institutional governance point of view, including the following.

### **Evolving citizens and cultures**

Citizens determine as an element of institutional governance point of view. Institutions are a fact of supreme collective expression. The most relevant feature in a culture is where there is complexity related to one's education, values, beliefs, behaviour, and interpersonal relationships. This means that each individual has their own culture that comes from religious beliefs, personal ethical and philosophical principles, family, experiences, and the surrounding environment (Pavan et.al 2018). The awareness of Indonesian citizens, especially in Jember district regarding effective and efficient waste management cannot be categorized as positive. Although in the teachings of the Islamic religion that is adhered to most of the people of Jember often emphasize the importance of living clean. the fact that researchers often encounter is that the people of Jember Regency feel innocent by not throwing garbage in the *TPS* so that it can later be transported to the *TPA*. People prefer to throw garbage on the banks of the river without thinking about the consequences it will cause in the future.

The behaviour of the people of Jember by choosing to throw garbage on the banks of the river rather than *TPS* when referring to the point of view of institutional governance seen from the culture that developed in Jember Regency, first of all, that the average education of the people of Jember, especially the older generation, is that many still only have elementary to junior high school education. Relatively low, which means their understanding of the waste problem is minimal. When viewed from interpersonal relationships, there is a lack of concern between individuals and social sanctions in the community when the behaviour of throwing garbage on the banks of the river occurs so that it becomes a continuous habit and gets justification even though it is wrong. The government's role in socializing the importance of managing waste properly and carefully has not been effective and efficient because the laws and regulations that were at the time of this research had not been formalized.

### **Institutions and institutional models**

The meaning of Institution refers to a body that is established and responds to collective goals. -Legislative, executive and judicial- the rule of law has regulated their formation and function, and the relationship between institutions. In defining the institutions of the northern countries (representation of developed countries) carefully distinguish between the three institutions with an

organization. Both are components of the perspective of government institutions. But the two are not the same. As referring to the opinions of previous experts, institutions are the rules of the game, when organizations can review players. The rules of the game seek to define the rules of how a game is played (Pavan et.al 2017). Another opinion says that institutions are formed by citizens and originate from historical possibilities, international influences, and, last but not least, by chance. At one time institutions and cultures interacted with each other in continuous and important ways. Therefore, scholars argue that "culture" means historical influences that can explain the role of different institutional functions in different environments (Chung & Zhang, 2011).

The establishment of a waste management regional regulation initiated by the Jember Regency government after going through a negotiation process with the *DPR* and then being ratified so that it becomes a legal product that must be obeyed by citizens, especially in Jember Regency is one of the concrete examples of how institutions are formed through the interaction process of parties who have interests based on the memory of past historical experiences. What is the concern of the community is that Jember Regency is experiencing excess capacity and lack of resources and does not have clear tools to deal with waste management matters. So a legal instrument was formed in the form of rules of the game that must be implemented by all Jember people so that public affairs related to waste can be resolved immediately. Bad memory resulting from abandoned waste causing social conflict among the people living around the *TPA*, diseases caused by exposure to hazardous waste, seasonal flooding during the rainy season due to rivers filled with garbage, of course, must be immediately addressed by government measures in the form of programs or community participation based on established legislation.

The relation of this research to the theory of institutional governance as stated by Claes et. 2017 that there are two conceptual perspective models that reflect institutional characteristics in an institutional governance. waste management in Jember district shows that the first model is a perspective driven by followers of behavioral theory because each person and group brings their own interests, this model assumes that citizens, as a whole, express their approval of these institutions either through the process choice of representatives through elections, as well as persistent social pressure from public opinion. The behaviour of these institutions results in decision-making regarding the issuance of laws, rules, and regulations, which specifically affect collective interests, and regulations, which specifically affect management collective wealth and the economy in general. The behaviour of public organizations depends, first of all, on the decision making. They are responsible for providing services such as public security, national defence, justice, education, health care. The waste management system in Jember Regency still depends on the classic structured pattern, when viewed from the relationship between the actors involved in the management is through the dominance of the government's role based on the rules of the game that have been approved by the *DPR*. Pressure from community groups' opinions and the reality of waste problems in society have succeeded in making waste management a major issue to be immediately followed up by the

government in collaboration with other elements of society.

#### D. CONCLUSION

Institutional Governance of Waste Management in Jember District Case Study of Pakusari *TPA* needs serious attention from the government. Because there are still many deficiencies, both inadequate infrastructure (facilities) such as a lack of garbage supply trucks due to over capacity, rejection by the surrounding community and lack of public awareness of proper waste management and the bad habit of often throwing garbage into rivers. Even though there is a *Raperda* (Draft Regional Regulation) regarding waste that has been agreed upon by the *DPRD*, if it is not fully supported by infrastructure and facilities as well as the community with behaviour patterns to preserve the environment, especially rivers, it is also an important part of all this, so that the shared ideals will come true brilliantly as expected.

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