Good Governance Principles in Waste Management in the Greater Bandung Region, West Java Province, Indonesia

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Abstract

The waste problem is a public issue because it concerns the interests of the wider community, so it requires optimal management and compliance with the principles of good governance. This study examines the problem of implementing good governance principles in waste management in Greater Bandung area which includes Bandung City, Bandung Regency, West Bandung Regency and Cimahi City. It is known that these four regions jointly use Sarimukti TPA as an integrated waste processing site. The results of the study show that the principles of good governance have not been fully implemented in Greater Bandung waste management. At least four of the nine good governance principles have not been fulfilled, namely participation, rule of law, transparency and consensus orientation. Because it concerns public needs, waste management in Greater Bandung must also involve non-government parties so that cooperation takes place on the three pillars of good governance, namely government-private-community. This collaboration can be carried out through a collaborative governance model which ensures that stakeholders from outside the government are directly involved, both in the preparation and determination, also the implementation process of waste management policies.

***Keywords**: Good Governance, Waste Management, Principles of Good Governance, Cooperation Between Stakeholders.*

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A. INTRODUCTION

Everyone desires a clean and waste-free environment in an effort to improve their health status and also for aesthetic purposes. Problems arise when waste is not managed and handled properly, thereby disrupting the achievement of a healthy and aesthetic environment.

Waste can be described as a cultural problem that cannot be underestimated, considering its impact on various aspects of life. The most obvious waste problem occurs in urban areas, where densely populated settlements and high mobility are often blamed for the large volume of waste. It must be acknowledged that population density, limited land use, and high levels of consumption have resulted in waste accumulation. This condition is further exacerbated by the low level of public awareness to participate in waste management.

As is the case with urban areas in general, the Greater Bandung area, which includes Bandung City, Bandung Regency, Cimahi City, and West Bandung Regency, also faces a waste problem that seems to have no end. Apart from the large volume of waste which continues to increase all the time, the four districts/cities also face limited land that can be used as a Final Management Site (TPA). After an explosion followed

by a landslide of piles of waste at Leuwigajah TPA, Cimahi City on February 21 2005, which even resulted in 157 deaths (Mahendra, 2023), the waste management location was moved to Sarimukti TPA in Cipatat District, West Bandung Regency. Disaster occurred again when Sarimukti TPA experienced a fire on August 19, 2023 with the total area burned reaching 78 percent, resulting in the temporary closure of the TPA (Tim detikJabar, 2023).

After the Sarimukti landfill fire, the waste disposal flow had been blocked and even stopped completely. This causes a buildup of waste at Temporary Disposal Site (TPS). Several TPS points in the four districts/cities covered by the Greater Bandung area experienced overload because waste failed to be transported according to the schedule. In fact, garbage accumulation does not only occur at TPS, but also in form of illegal dumps, such as on the side of the road, on empty land, and so on. Due to the limited capacity of TPS while on the other hand waste production continues, many community members throw away waste carelessly, either secretly or openly. This fact ultimately led to the establishment of a waste emergency for the Greater Bandung area.

Basically, the delay in waste handling in Greater Bandung was not solely caused by the Sarimukti landfill fire. It is known that the landfill capacity is increasingly limited. According to the Chair of the West Java Integrated Waste Management Task Force, Dedi Taufik, Sarimukti TPA has reached 700 percent beyond its capacity (Zulkarnaen, 2023). Currently, an additional landfill area of 6.3 hectares has been added for an operational period of 2 years and 16 days. This condition is quite worrying considering that Legok Nangka Waste Processing and Processing Site (TPPS), which is in Nagrek District, Bandung Regency, as a replacement location for the Sarimukti TPA will only be operational in 2028.

Waste management is important because waste will never stop being produced along with human activities. The denser the population, the greater the volume of waste produced. Waste is solid rubbbish material from household activities, markets, offices, accommodation, hotels, restaurants, industry or other human activities (Purwendro & Nurhidayat, 2010). Waste is also referred to as a material or solid object that is no longer used in an activity and is thrown away, where households are the largest producers of waste (Notoatmojo, 2007; Kalela, 2010). Based on its origin, waste can be divided into organic waste, namely waste produced from biological materials so that it is easily broken down through natural processes and inorganic waste, namely waste produced from non-biological materials so that it cannot be broken down by nature as a whole or can be decomposed. but for a long time (Basriyanta, 2007).

Waste is closely related to public health so it must be managed in such a way (Notoatmojo, 2007). Waste that is not managed properly will have a negative impact on humans and the environment. The waste management process includes five components that support and interact with each other, namely operational technical aspects, organizational and management aspects, legal and regulatory aspects,

financing aspects, and community participation aspects (Badan Standarisasi Nasional, 2002).

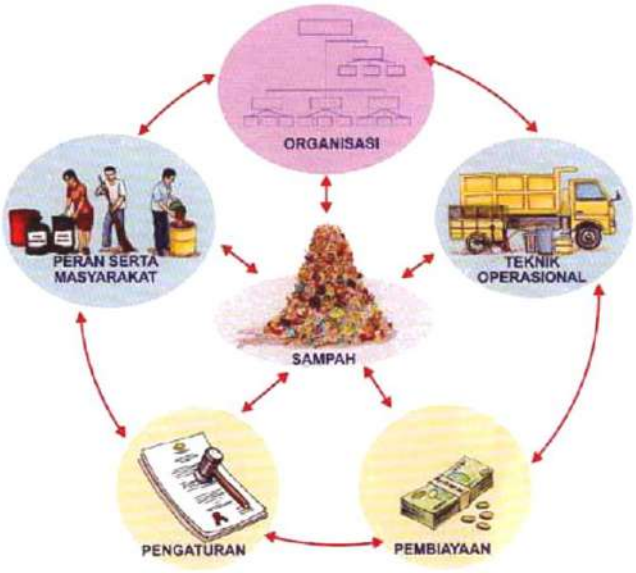


Figure 1. Waste Management Scheme

Waste management is considered very important, especially to create a good and healthy living environment. Law Number 18 of 2008 concerning Waste Management states three objectives of waste management: (1) increasing public health; (2) improving environmental quality; and (3) turning waste into a resource.

According to Law Number 18 of 2008, waste management is a systematic activity, comprehensive, and sustainable that includes waste reduction and handling. Waste reduction is carried out through activities to limit waste generation, recycle waste, reuse waste. In terms of reducing waste, both business actors and society in general are required to use it production materials that create as little waste possible, reusable, recyclable, and/or easily decomposed by natural processes. Waste management is carried out through five activities, namely:

1. Sorting in the form of grouping and waste separation according to type, quantity, and the nature of waste.
2. Collection in the form of taking and transfer of waste from waste source to temporary shelter or place integrated waste processing.
3. Transportation in the form of carrying waste from source and shelter temporary waste or from integrated waste processing plants goes to the processing site end.
4. Processing in the form of changing characteristics, composition, and amount of waste.
5. Final processing of waste in form return of waste and residual results previous processing into environmental media safe.

It is clear that waste management activities as regulated by Law Number 18 of 2008 require the involvement of many parties, not only the government but also non-government parties.

The waste emergency situation experienced by districts/cities in the Greater Bandung area certainly requires a solution so that the waste problem can be resolved immediately. Optimal cooperation between the four regional governments in waste management through the implementation of good governance principles is necessary. The waste problem is a public matter so it concerns the needs of many people, therefore its management must also involve the private sector and the community, apart from of course the local government. Cooperation between government and non-government parties will reflect the involvement of parties who are actually the main pillars of good governance, namely state (government), civil society, and entrepreneurial society (private sector) (Safroni, 2012). In relation to waste management in Greater Bandung, to what extent have the principles of good governance been implemented?.

B. LITERATURE REVIEW

The term governance is often thought to have the same meaning as government, even though these two terms have different meanings. Government is more related to institutions that carry out the function of governing and the function of managing government administration, while governance describes the best possible pattern of relationships between existing elements, namely the pattern of relationships between government, political institutions, economic institutions and institutions. social issues in an effort to create a collective agreement regarding the regulation of government processes. This means that the scope of governance is broader than government because the elements involved in governance include all institutions, including government elements (Safroni, 2012). Governance can also be interpreted as mechanisms, practices and procedures for government and citizens to manage resources and solve public issues. In the concept of governance, the government is only one of the actors and is not always the determining actor (Sumarto, 2011).

Meanwhile, good governance is defined as a process as well as a structure that guides the political and socio-economic relationships and it refers to several characteristics or indicators such as: participation, rule of law, transparency, responsiveness and accountability. Citizens' perspective of good governance is the improvement of the structure of public service and administration. Meanwhile, in the United Nations Development Program (UNDP) policy document, good governance is defined as that relationship synergistic and constructive in between country, sector private, and society in the principles of participation, rule of law, transparency, responsiveness, building consensus, equality, effectiveness and efficiency, responsibility and having a strategic vision (Yousaf et al., 2016; Dwiyanto, 2014).

Based on the UNDP version of the definition above, nine principles of good governance can be put forward, namely:

1. Participation

   Every person or member of society, both men and women, has the same voting rights in the decision-making process, either directly or through people's

representative institutions, in accordance with their respective interests and aspirations.

2. Rule of law
   The legal framework and legislation must be fair, enforced and complied with in its entirety, especially laws regarding human rights.
3. Transparency
   Transparency must be built in the context of free flow of information.
4. Responsiveness
   Every institution and process must be directed at efforts to serve various interested parties (stakeholders).
5. Consensus oriented
   Good government will act as a mediator for various different interests to achieve consensus or the best opportunity for the interests of each party, and if possible can also apply various policies and procedures that will be determined by the government.
6. Fairness (equity)
   Good governance will provide good opportunities for men and women in their efforts to improve and maintain their quality of life.
7. Effectiveness and efficiency
   Every activity and institutional process is directed at producing something that truly suits needs through the best use of various available resources.
8. Accountability
   Decision makers in public, private and civil society sector organizations have responsibility (accountability) to the public (general public), as well as to the owners (stakeholders).
9. Strategic vision
   Leaders and society have a broad and long-term perspective on good governance and human development, along with a perceived need for such development (Pasolong, 2019).

Another opinion states that good governance has eight characteristics which are its principles. These characteristics include participation, rule of law, equity (equality) and inclusiveness, transparency, responsiveness, consensus and legitimacy, effectiveness and efficiency, and accountability (Nag, 2018).

C. METHOD

Studies regarding the application of the principles of good governance using qualitative methods which therefore prioritize studies on the conditions of natural or naturalistic objects, where the researcher is the key instrument, data analysis is inductive, and research results emphasize meaning rather than generalizations (Sugiyomo, 2014). The approach used is a case study approach, namely a detailed study of a particular setting or event or a research approach that explores a phenomenon in its context using data from various sources (Idrus, 2016; Sarosa, 2012).

The aspects examined in this study are based on the nine principles of good governance from UNDP which are operationalized according to needs as follows.

Table 1. The Nine Principles of Good Governance

Study Aspects	Dimensions	Parameter
Good Governance Waste Management	Principles of good governance	- Participation - Rule of law - Transparency - Responsiveness - Consensus oriented - Fair - Effectiveness and efficiency - Accountability - Strategic vision

Source: UNDP

The researcher, or with the help of other people, is the main instrument in qualitative research (Moleong, 2016). This study places the author as the main instrument. Data collection was carried out through interviews, observation and documentation. For interview purposes, the author used a tool in the form of an interview guide which was prepared based on the parameters of the study aspect in order to gather information from sources, namely waste management stakeholders in the Greater Bandung area, which include: (1) officials at the Bandung City, Regency Environmental Service Bandung, West Bandung Regency, and Cimahi City; (2) West Java Waste Management Task Force; (3) business actors in the Greater Bandung area; (4) waste care community in the Greater Bandung area; and (4) people in the Greater Bandung area.

The collected data was then analyzed qualitatively using a combination of the flow model and interactive model proposed by Miles and Huberman. This analysis includes steps for data reduction, data display, and conclusion drawing/verification (Sugiyono, 2014; Idrus, 2016).

D. RESULTS AND DISCUSSION

The volume of waste in the Greater Bandung area, which includes Bandung City, Bandung Regency, West Bandung Regency, and Cimahi City, is relatively large. The volume of waste from these four districts/cities in a day reaches 2,000 tons and can increase to 3,000 tons on certain days, for example during the month of Ramadan. This amount of waste was transported and sent by each regional waste fleet to the Sarimukti TPA in Cipatat District, West Bandung Regency.

After experiencing a fire, the Sarimukti landfill could no longer accommodate all the waste that came in. Basically, the waste in this landfill has exceeded its capacity. Thus, even without a fire incident, the Sarimukti landfill would actually be too congested. This condition forces a reduction in the waste delivery quota from four districts/cities in Greater Bandung by up to 50 percent. As a result, there was a buildup of rubbish in various places, both in Bandung City, Bandung Regency, West Bandung

Regency and Cimahi City. On the other hand, waste production continues without showing any reduction.

Despite the fire phenomenon and the capacity of the Sarimukti landfill which has exceeded its capacity, hard efforts are needed from the four regional governments in Greater Bandung so that waste can still be managed and the negative impacts it causes can be prevented. For this reason, this study examines waste management by local governments in the Greater Bandung area through the application of good governance principles.

1. Community participation in determining waste management policies and their implementation

Policies regarding waste management in the regions are realized in the form of regional regulations followed by implementation instructions presented as regent/mayor regulations. It is known that the process of formulating and establishing policies does not involve the participation of non-government parties, especially the community. Thus, it can be said that community participation in making and determining management policies is relatively low, or even non-existent.

Based on observations, it is known that low community participation also occurs at the level of policy implementation. This can be seen, among other things, from the low level of public awareness in Greater Bandung to get involved in managing waste, at least starting from a small level, such as sorting waste (between dry and wet) when disposing of it, or reducing household waste production.

People's indifference to reducing consumption, which can lead to a lot of waste, has contributed to the accumulation of rubbish. Things like this are clearly visible from the volume of waste that reaches the Sarimukti TPA during the month of Ramadan in 2024, where based on available data it is recorded that 46,726.06 tons of waste throughout Greater Bandung went to the TPA. The area that sends the most waste is Bandung City with a volume of 32,867.35 tons. Even though it has been agreed that the Sarimukti TPA will only accept 50 percent of the waste. This means that there is still the same volume of waste that is not being transported from the TPS in Greater Bandung.

2. Legal regulations regarding waste management

Provisions regarding waste management have been regulated by the government through Law Number 18 of 2008 concerning Waste Management. Based on this law, Government Regulation Number 81 of 2012 was subsequently stipulated which regulates the management of household and similar waste as well as Government Regulation Number 27 of 2020 concerning specific waste management.

At the regional level, districts/cities in the Greater Bandung area have each established regional regulations regarding waste management as a basis for handling waste problems in their respective regions, namely:

a. Bandung City through Regional Regulation Number 9 of 2018
b. Bandung Regency through Regional Regulation Number r 1 of 2022
c. West Bandung Regency through Regional Regulation Number 2 of 2020
d. Cimahi City through Regional Regulation Number 6 of 2019

Based on the results of observations and documentation, it is known that in its implementation, not all of the provisions contained in the regional regulations above have been implemented effectively, including provisions regarding violations and criminal regulations as a result of these violations. Apart from that, it is also known that only the Bandung City Government has established implementation guidelines for regional regulations regarding waste management, while the other three regions have not. There are four regulations in the form of Bandung Mayor Regulation which guides the implementation of Regional Regulation Number 9 of 2018, namely: (a) Bandung Mayor Regulation Number 88 of 2021; (b) Bandung Mayor Regulation Number 89 of 2021; (c) Bandung Mayor Regulation Number 45 of 2022; and (d) Bandung Mayor Regulation Number 127 of 2022.

3. Transparency in the implementation of waste management

In terms of transparency, it can be said that the majority of people in the Greater Bandung area do not know about the waste management implemented by the regional government. This ignorance ultimately results in many community members not paying attention to the waste problem. Community members simply pay a monthly levy and only know that the waste will be transported from the trash can in their respective homes and do not want to know how the waste will be treated next. When rubbish is not collected and piles up, then anxiety hits the community. Things like this happen due to, among other things, the absence of clear information regarding current waste conditions and the lack of socialization regarding regulations regarding waste management.

4. Responsiveness to waste problems

The government, especially regional governments, has an important role and can even be said to be at the forefront in implementing waste management. This important role is related to protecting public health and environmental quality, reducing accidents and disasters caused by waste, and supporting sustainable economic development.

Law Number 18 of 2008 concerning Waste Management explicitly states that among the authorities of district/city governments are: (a) establishing waste management policies and strategies; (b) carry out waste management on a district/city scale; (c) determine the location of TPS and TPA; (d) develop and implement an emergency response system for waste management. The results of the study show that the four district/city governments in Greater Bandung are known to have implemented this authority while fulfilling the principle of responsiveness. This can be seen from the following conditions:

a. Both the Bandung City Government, Bandung Regency, West Bandung Regency and Cimahi City have each provided and organized polling stations spread across several locations. Apart from that, the four regional governments have also implemented a system for transporting waste to the landfill.
b. The Bandung City Government, Bandung Regency, West Bandung Regency and Cimahi City together with the West Java Provincial Government are

collaborating to provide and organize a TPA or integrated waste processing and processing site. After the Leuwigajah TPA landslide disaster occurred, the location was moved to the Sarimukti TPA.

c. After the Sarimukti landfill fire incident, which resulted in a waste emergency, the West Java Provincial Government and regional governments in four districts/cities in Greater Bandung formed a waste emergency task force. This task force is a form of response from the local government to the needs and interests of the community regarding waste problems.
d. Each regional government makes efforts to process and handle waste independently considering that the quota for transporting waste to the Sarimukti TPA is reduced by 50 percent. One example is that carried out by the Bandung City Government which dug holes in the Tegallega city park as an alternative for burying organic waste.

5. Consensus oriented

Consensus or mutual agreement can be realized through good cooperation. As already mentioned, waste management cooperation has been established between the West Java Provincial Government, Bandung City, Bandung Regency, West Bandung Regency and Cimahi City. This collaboration has been, is and will continue. Moreover, with the plan to move the waste processing location to Legok Nangka TPPS in 2028, the collaboration will also involve Garut Regency and Sumedang Regency.

On the other hand, consensus as a result of cooperation has not yet been seen optimally between government and non-government parties at the implementation level. In terms of implementing waste management, people seem to position themselves as consumers because they feel they have already paid the monthly levy. This condition makes people poor in their participation, and there are even quite a few people who show indifference about addressing waste problems, for example, they are reluctant to sort household waste between organic and inorganic.

The same behavior is shown by the business community. Not all business actors in Greater Bandung show the intention to cooperate in waste management. This is shown, among other things, by the large amount of waste produced by their businesses, while on the other hand they do not want to process and handle the waste independently. This certainly burdens TPS and TPA managers or transportation officers in addition to making the volume of waste at the TPA even bigger.

As for the level of policy making and determination, the government's role is very dominant. It can be said that the process of drafting, enacting and socializing regional regulations regarding waste management does not involve academics, the community, business actors or the mass media.

6. Fair

The principle of justice has been applied in waste management in Greater Bandung. This includes, among other things, the amount of levies that do not burden the community, and are even considered cheap. The principle of fairness also applies in the distribution of waste quotas for each region where the City of Bandung gets the

largest quota at the Sarimukti TPA. This is based on the consideration that volume of waste in Bandung City is the largest, apart from the fact that among the four regions in Greater Bandung, this city is the largest and most densely populated.

7. Effectiveness and efficiency of waste management implementation

Before the Sarimukti landfill fire occurred, basically the waste management process in Greater Bandung had been running effectively and efficiently. It is said that because existing resources have been allocated well so that there is no accumulation of waste at the TPS. However, the burning of the Sarimukti landfill in August 2023 hampered the waste management process because the landfill temporarily stopped its operational activities. As a result of the fire incident, and of course because the volume of waste at the Sarimukti TPA has exceeded capacity, the distribution of waste from TPS to TPA is increasingly hampered. As a result, there is a buildup of waste at TPS, even at non-TPS locations. The waste transport fleet cannot operate optimally because they have to queue when they want to unload their cargo at the landfill.

8. Accountability for implementing waste management

Organizing waste management is a form of public service that is the authority of the regional government. In protecting the relationship between service providers and users, local governments are obliged to provide TPS, TPA and waste transport fleets as well as process and handle waste. On the other hand, the community is obliged to pay levies whose value has been determined by the regional government. So far, local governments have demonstrated their capacity and accountability as the authorities in managing waste. Even when there is an emergency, local governments take anticipatory steps, including by creating and operating waste processing sites independently so that the volume of waste can be reduced and only residual waste is transported to the landfill. Even though this effort has not shown optimal results, it has at least shown the accountability of local governments in their efforts to create a clean and healthy environment.

9. Strategic vision for waste management

In connection with Sarimukti landfill condition which is overloaded or exceeds its carrying capacity, the West Java Provincial Environmental Service has carried out plans to prepare a replacement location. The location in question is in Nagreg District, Bandung Regency, precisely in Pasir Legok Nangka. At this location, it is planned to build a Waste Management and Processing Site (TPPS) with an area of 93 hectares.

The Legok Nangka TPPS, which is planned to begin operating in 2028, will be handed over its management to the private sector. This TPPS operation will adhere to the waste to energy concept, namely processing waste to produce electrical energy. The Sarimukti TPA will not immediately close and will continue to operate as part of the Legok Nangka TPPS. It is also planned that the Legok Nangka TPPS will collect waste from six regions, namely Bandung City, Bandung Regency, West Bandung Regency, Cimahi City, Garut Regency, and Sumedang Regency.

The explanation above shows that the principles of good governance have not been fully implemented in the implementation of waste management in Greater Bandung. There are four principles that are less than optimally implemented, namely

the principles of participation, rule of law, transparency and consensus orientation. The failure to fulfill the four principles of good governance in waste management is not solely the fault of the local government. There is a contribution from non-government parties, namely the business community and household communities, especially in behavior and attitudes towards waste. Apart from that, non-government parties are less involved in the process of defining and establishing policies regarding waste management and in their implementation.

In connection with the results of the study above, novelty can be stated in the form of the need to implement a collaborative governance model to achieve more optimal waste management. In essence, collaborative governance is still an embodiment of the concept of good governance. It is said that because in collaborative governance there is involvement of parties who are actually the main pillars of governance, namely the state (government), civil society, and the business community (private sector) (Safroni, 2012).

collaborative governance model that should be applied as a waste management pattern, for example, is Collaborative Governance Regime (CGR) initiated by Emerson, Nabachi & Balogh (2011). This model should be applied for several reasons. *First*, the CGR model emphasizes collaboration as a process in the management and formulation of public policy that involves stakeholders constructively. These stakeholders come from various levels of interest, both from government, private sector and society. Collaboration takes place between stakeholders in order to achieve public goals that cannot be achieved if implemented by one party alone. *Second*, the CGR model has a framework that integrates many collaboration components, starting from system context, drivers to actions, impacts and adaptation. The CGR concept views that the collaboration process between stakeholders must refer to sustainable cooperation. *Third*, the CGR model enables achievements in the form of realizing the principles of good governance.

E. CONCLUSION

Implementing good governance in waste management requires the involvement of many parties as stakeholders. Apart from the government, especially regional governments, contribution of the private sector and the community is needed, where these three parties are the main pillars of good governance. There needs to be optimal cooperation between stakeholders in waste management through collaborative governance. Apart from placing local governments as leaders, the collaborative governance model also allows the involvement of non-government parties as stakeholders in waste management, such as academics, business actors, the public and community, and even the mass media. The involvement of non-government stakeholders is also an affirmation that waste management is not only the responsibility of the government but also of non-government parties because the waste problem is a public concern so it concerns the interests of many people.

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