

# Collaborative Governance Approach in Garbage Management at Manggala District Bank Sampah of Makassar City

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## ABSTRACT

Garbage is a complex problem in several large cities. The number of activities that occurs resulted in the accumulation of garbage that can not be controlled. One of them is Makassar which is known as the largest metropolitan city after Jakarta. The problems found in the current condition of the landfill (The Final Garbagers) in Manggala District need to be solved to control and avoid the explosion of garbage. Therefore, the government's attention is required to find the solution. Consequently, Bank Sampah is expected to be a solution in estimating the garbage explosion in the future. Bank Sampah is challenging on its management, so the government has to provide many things for the sustainability of the Bank Sampah, especially in sorting garbage and changing society's mindsets that garbage can have economic value. The government has limitations in the technical and operational management of Bank Sampah, especially in Makassar. The regent regulation number 126 (2016) concerning the formation, position, organizational structure, job descriptions, and work procedures of the Bank Sampah technical implementation unit at the Makassar City Environmental Service which exists in every sub-district. The Management of Bank Sampah in Manggala District under the Manggala District Government seeks to present cooperation with PT. Pegadaian in maximizing the management of the Bank Sampah. The researcher used the qualitative method by interview and field observation.

**Keywords:** *Collaborative, Governance, Initial Condition, Garbage Bank Management, Garbage Sorting, Manggala Subdistrict.*

## 1. INTRODUCTION

Collaborative governance exists because of the change point of view in managing Government from Government to Governance. In the application of Governance, the government does not have to be directly involved in solving public problems. Other parties, communities, and organizations outside of the government could improve service to the people through regulations made. As the times progressed, the types of problems faced became more complicated. Therefore community involvement was needed in deciding a policy.[1]

Collaborative governance is a synergy of various stakeholders from the private sector, public, and society

in improving government implementation. In addition, it is an effort by the government to respond to the public's problems. The synergy of the government sector (public), private, and community as stakeholders could make the implementation of government more efficient and effective.[1]

The principle in carrying out good governance is committed to maintaining the environment. By handling and managing the garbage, the environment remains sustainable. In the application of good governance, there are three pillars as the basis of its application, namely; 1) In the application of governance, the reference is a government institution, then the excellent government arrangement is in the government agency. 2) corporate governance the reference is a private business, so it can

be interpreted as excellent corporate governance. 3) civil society Or society. The interrelationship between the pillars is expected to be balanced and synergized.

Problems that often arise are related to the environment, especially in managing garbage. The problem cannot be solved if only the government does it, but other parties should also play a role. Problems related to garbage management is a complicated problem that requires handling with the involvement of many parties. Every country certainly has problems related to increased garbage, especially in developing countries such as Indonesia.

Law No. 18 of 2008 concerning Garbage Processing and Government Regulation Number 81 of 2012 [5] states that in these regulations, it is necessary to make a fundamental change in thinking in managing garbage from the idea of "collecting, transporting, and disposing of it" to a new thought that aims to reduce garbage and its handling. Garbage can be a product that has economic value. For example, what can be made from garbage is a source of energy, industrial raw materials, compost, and fertilizer. A comprehensive approach is one approach that can be applied in this garbage management, starting from upstream, where an economic item can be seen as a potential product of the garbage to be managed. Furthermore, in the downstream phase, in the product phase, the product has been utilized to the point where the product returns to garbage and is then returned to the environment safely and does not have a negative impact. This is stated in Law No. 18 of 2008 concerning Garbage Management [5]

Rules for garbage management are also regulated in Government Regulation No. 81 of 2012[5] concerning the management of household garbage and similar garbage, which explains that the government is obliged to manage it properly, especially in local government. In the regulation, the most essential points are listed as follows: (1) making the legal basis as a reference for local governments in implementing garbage management that focuses on environmental sustainability by paying attention to several things such as formal legal, institutional, technical operations, financing, and resources; (2) clearly dividing the tasks and roles to the parties involved in managing garbage from the central, provincial, regional governments, entrepreneurs, regional managers in an area to the wider community; (3) as a reference for operational activities in implementing the 3R, namely reduce, reuse, and recycle in garbage

management activities that change the old thinking of collect-transport-dispose.

In line with Makassar City Government's policy, namely MGC (Makassar Green and Clean) stated all people in Makassar City are expected to be able to make improvements in their respective areas of residence. They can improve the quality and preserve the environment of Makassar City while still guided by on 3R (Reuse, Reduce and Recycle). The program has been inaugurated under Makassar Not Rantasa (MTR), which means Makassar is not dirty and has a priority goal in each of its activities, namely garbage management. One of the management activities is using a garbage bank that assists the government to solve garbage problems. In addition, it also involves other parties such as entrepreneurs or companies to synergize or become sponsors of this garbage management program by empowering the community to use this Garbage Bank.

This initiated the formation of a garbage bank in Makassar City as a solution to reduce garbage at the Antang TPA, especially in the Manggala District. However, along with the journey of managing the Garbage Bank in the community, it can be said that it is not easy. In several villages in the district of Manggala, who runs garbage bank activities, has personal problems with the community. Lack of communication and assistance during sorting to transportation is accommodated in the garbage bank. As a result, a number of problems disrupted the garbage bank process so that several RT/RW sub-districts were no longer active in carrying out the garbage bank process.

The existence of garbage banks has become stronger with the issuance of regulations, namely Mayor Regulation No. 126 of 2016 [7] concerning Technical Implementing Units which regulate procedures and provisions for establishing, compiling organizational structures or institutions, division of tasks and structuring the scope of work in the Garbage Bank Technical Implementation Units at the Environmental Service.

So with the above phenomenon, according to the regulations related to garbage management, it is stated that the basis for managing garbage is to clearly divide the tasks and roles of all parties in its management. In order to control and manage garbage properly, it is necessary for the parties involved to be:

1. Government at the central, provincial, and district/city levels).

2. Non-government such as business actors, organizations or private institutions and managers of an area.
3. The wider community.

The above illustrates that managing garbage problems or protecting the environment, collaborative governance needs to be applied as a basic principle because garbage problems are an important problem and are the responsibility of all parties. Evidence that collaborative governance has been implemented in Makassar City is contained in the Makassar City Government Regulation No. 3 of 2011[6] which discusses related to managing garbage where the regulation explains that: (1) City Governments may coordinate and synergize with Regency/City Governments and other parties in managing garbage. (2) Can synergize as referred to in point 1 in the form of cooperation or make joint efforts in garbage management. (3) The form and synergy referred to in points (1) and (2) shall be further regulated by a Mayor's Decree. Furthermore, (1) the City Government can seek and make partners, namely with business entities and community groups in garbage management; (2) The procedure for appointing partners is further regulated by a Mayor's Decree.

Therefore, the collaboration carried out by the Manggala District Government with several private sector actors should have been an acceptable solution in playing the role of garbage sorting. However, with the above phenomenon with previous research where people still have a weak awareness of it, more active efforts are needed for the government to coordinate more closely related to providing an understanding for the community that the importance of sorting garbage starts at home.

The main focus of this synergy is to reduce the amount of garbage and change the community's mindset so that they can use garbage as a resource by using a Garbage Bank. Furthermore, the evidence that illustrates collaborative governance has not been achieved is as follows:

1. The amount of garbage is increasing. The source of the statement is from the online news, namely IDN Times Sul-Sel entitled "PSBB or not, Makassar City Garbage Production is still 900 tons per day," where some points are drawn in the article 1. The resulting garbage is no reduction because the activity of the community is still not a significant change. Garbage sourced from households is still the majority.

2. Public awareness of garbage sorting is still low. It is characterized by some research related to the problem of garbage is still about the lack of understanding and public awareness of the importance of sorting garbage from home.

In this case, the author intends to conduct further research related to the collaborative governance approach in garbage management in Manggala Subdistrict. This research is also designed to analyze more deeply associated with the collaborative process by the government to private actors in acting out garbage sorting whether it has been fit between its ideal normative understanding and its actual empirical conditions.

The following factors cause collaborative governance barriers:

1. Committed to achieving the goals of the collaboration. This is the most important thing in the continuity of collaboration. If there is no commitment, then the goals to be achieved will be difficult to realize.
2. Communication issues. Proactive communication and socialization are needed in the community.

Issues related to the active role of the community in which the community plays a role to do sorting and garbage management. Until now, the community has not understood very well in managing garbage, especially those sourced from households.

## **2. LITERATURE REVIEW**

### ***2.1. Concept of Governance***

Hetifa [4] concept of governance states the term comes from the word government. Government is a word used to describe an organization or institution that organizes or exercises power in a country. This concept can be said to be an ancient concept on the implementation of government because it only emphasizes the government (institutions/government institutions) as the sole regulator that implements government organizing. Therefore, the term governance is present that changes from the concept of government to all implementation and study in government. Furthermore, governance comes from "govern," with the definition of taking a more significant role, consisting of all processes, rules, and institutions that allow the

management and control of the collective problems of society. Thus broadly, governance includes the totality of all institutions and elements of society, both governmental and nongovernmental.

Governance can be a practice or application in government that regulates resources and solves public problems by involving other parties. In this case, the government is one of the parties involved and not the determinant in decision-making. With the presence of the government, it has an important role that is to do development and provide services, and infrastructure will be the reason for creating an environment that can protect other parties in the organization and community group. Governance is required to re-describe the role of the state and also the role of the people. In addition, governance is also necessary to be able to, among others, monitor the accountability of the government itself.

Leach and Percy Smith in Hetifah [3] have a different opinion from the concept, stating that the government is part of politicians and regulates, implements, and provides permanent government services while the remaining part is an element of a passive state. Furthermore, the concept of governance is to fade the concept by stretching the rigidity between the government and non-government in this case who get orders or is passive so that all parties have a role and are involved in the implementation of government.

## **2.2. Collaborative Governance**

Collaborative government has a focus on work programs and public problems that must be addressed. The public issues faced by collaborative government are different from the form of focus on public issues distinguishing collaborative governance. For example, in resolving alternative disputes or transformative mediation. Although an organization or institution can solve problems that reduce political and social conflicts, this method is used to settle personal conflicts. In addition, public settlement or mediation can be designed only to resolve personal issues. Due to the indecision of government and private parties, restrictions are placed on using the term collaborative government for the management of public affairs [1].

According to Gash and Ansell [1], there are four styles of Collaborative governance, namely:

1. Early conditions
2. Institutional design

3. Leadership

4. Collaborative process

On each of these broad variables are then selected a more subtle variable again. The collaboration process is recognized as the basis or basis of the mentioned variables that start from looking at the initial conditions, designing institutions, and determining leadership as representatives to contribute critically in the context of collaborating.

Here is a discussion related to four stylistic variables of Collaborative governance:

- 1) Early Conditions. This variable contains the basic arrangement of trust, conflict, and social capital that becomes a resource or mandatory in carrying out collaboration to achieve the goals that have been set.
- 2) Institutional Design. In this variable, the reference is the basic guidelines and norms in carrying out collaboration, which is very important for the procedural legitimacy of the collaborative process. The direction of starting your collaboration process is likely to be an essential problem that must be solved first.
- 3) Leadership. Leadership is an element that needs to be considered in collaborating. The role of a leader is vital to direct and organize the implementation of collaboration to achieve the expected goals. In addition, leadership becomes a facilitator to make the parties unite and feel involved and encourage to carry out the collaboration.
- 4) Collaboration Process. The pattern of collaborative governance implementation is seen as a collaboration that develops gradually. When collaborating, each party should build trust, establish communication, and commit and understand between parties to achieve the expected goals. In collaborating, the important thing is the process.

## **3. METHODS**

This research is a qualitative method. According to Moleong [2], expressing the understanding of qualitative research is research whose preparation process provides understanding through what natural research subjects

such as behavior, perception, motivation, action, and so forth. Overall it is a method of explaining the results of research in the form of words and languages with the actual context and utilizing the context naturally. So, the phenomenon referred to in this study is a society that still has a low awareness of the importance of garbage processing that starts from home. The phenomenon then gave birth to collaborative government ideas and ideas, where the parties involved were PT. Pawnshops, Manggala Sectoral Garbage Bank and community involvement as participants in this collaboration. This certainly aims to increase community concern in the processing of garbage starting from home, especially in the Manggala Subdistrict.

According to Lexy J. Moleong [2], triangulation checks valid or valid data outside the data used to compare and check both data. Denzin [2] distinguishes the four types of triangulation used to examine data using sources, methods, investigators, and theories. The data in this study are the results of interviews, evidence of garbage bank management administration and field observation.

**4. RESULTS AND DISCUSSION**

Sectoral Garbage Bank Manggala Subdistrict is a unit Garbage Bank that stands on land the Makassar City Government owns in the Manggala District Hall Area. The secretariat built came from the assistance of Pegadaian Kanwil IV Makassar City, where Corporate Social Relation Pegadaian carries a program on This Clean-Up Pawnshop which is the second in Makassar, first conducted in Jongaya Village last year. Clean-Up activity has a purpose as an invitation to the community to care about the environment through the Garbage Bank. Later, the Manggala District Government is tasked to provide educational assistance to the community so that the collected garbage can be sorted first. It is still worth getting. It can be exchanged for gold savings.

The informant of this research is the Manggala Subdistrict Camat and PT Pegadaian. The informant is adapted to the conditions in the field, namely the representation of the Manggala community and the manager of the manager Garbage Bank.

**Table 1** List of Informants

Initials Informant	Informant Position
AU	Camat Manggala

A	UPT Central Garbage Bank Administration Staff
MA	Cleaning Staff as well as Secretary of Manggala Garbage Bank
R	Agent of Pegadaian and Treasurer of Manggala Garbage Bank
AM	Head of PKBL & CSR PT. Pegadaian
W	Community
N	Community

**4.1. The Initial Conditions of Collaboration**

The initial condition in question is to start building trust and communication as the main thing in establishing collaboration for the goals that have been set and desired by all parties involved. This is behind the creation of Collaboration between the Manggala District Government, Manggala Sectoral Garbage Bank, and PT Pegadaian.

Bank Sampah was born initiated by the Makassar Mayor program, namely Makassar Green and Clean, then continued with the issuance of Perwali no. 126 of 2017 [7] concerning establishing a Technical Implementation Unit of Garbage Bank by the Makassar City Environment Agency. Departing from this, then formed Sectoral Garbage Bank in each region both Sub-District and Village with a direct Builder by The Garbage Bank is the Head of Government Area. In addition, Corporate Social Relation by Pegadaian with the concept of The Gade and Clean means that the clean-up pawnshop penetrates the expansion of partners by pawnshops to Garbage Banks including Manggala Garbage Bank.

Pawnshops in expanding their partnerships consider this government program that goes to Makassar Green and Clean one of which is community-based garbage sorting. Therefore, the Manggala District Government in agreeing on cooperation with pawnshops is required several things, namely, including the element of garbage sorting in the clean-up pawnshop program, then pawnshops are obliged to provide garbage bank management facilities and infrastructure, including the construction of the secretariat of the garbage bank that resides on the land of Makassar city, the provision of garbage collection aids, garbage transport trucks and

steaming motors. Based on this, it was agreed that pegadaian fulfilled all the conditions given by the Manggala Subdistrict Government. On March 5, 2019, there was the inauguration of The Gade Clean and Gold Program to Sort Out Gold Saving Garbage which was inaugurated by the deputy mayor of Makassar between Pegadaian and Manggala Subdistrict.



**Figure 1** Inscription signing cooperation

In an interview conducted on July 2, 2021, with Awal Ma'Ruf as Head of PKBL & CSR Pegadaian explained that:

"The thing behind this collaboration is certainly a form of current concern that garbage must be immediately overcome with a sorting model that attracts the interest of the community, made attractive in such a way that it causes a sense of public interest to sort out the garbage. This is where pawnshops innovate with garbage exchanged for gold, meaning that those who want to save gold can sort out their garbage and weigh in the Pawnshop partner's Garbage Bank. One of them is the Manggala Subdistrict Sectoral Garbage Bank, an active garbage bank providing the latest reports related to people who weigh their garbage to exchange it for gold." (2/7/2021)

In addition, in an interview conducted with Camat Manggala, Anshari Umar explained that:

"The Garbage Bank was born and formed because of the urgency of garbage that requires solutions from us together. The sub-district government certainly fully supports the initiation carried out by garbage banks throughout it for the main common interest for the community." (2/7/2021)

The Clean and Gold Clean PawnShop Program is a Corporate Social Relation program initiated by pawnshops as a form of pegadaian concern for the

environment. This collaboration is facilitated by the Government of Manggala Subdistrict and Pegadaian, such as available resources from the Manggala Subdistrict Government, which is the manager of Manggala sectoral Garbage Bank, while PT Pegadaian facilitates facilities and infrastructure. Pawnshops such as the procurement of the Secretariat of The Garbage Bank built by Pegadaian on land owned by the Makassar City Government in the Manggala District Hall Area, the provision of garbage collection tools, scales, and so on.

Furthermore, the representation of the manager of Manggala Sectoral Garbage Bank, Muh. Ansari as Secretary of Manggala garbage bank, expressed his appreciation regarding this program,

"The collaboration program with Pegadaian is beneficial for garbage banks in managing this garbage bank, such as the provision of facilities and infrastructure all are assistance from Pawnshops. After this, it is left to the public consciousness again because the current barriers to public awareness of garbage sorting are still lacking." (29/06/2021)

So, the thing behind the formation of this collaboration is the concern for the volume of garbage that is now increasing, the urgency of landfill shelters located in Tamangapa has entered the emergency stage or needs to reduce the influx of garbage in the landfill and is considered by collaboration between pawnshops and garbage banks can be a solution in reducing the influx of garbage in the landfill. Increasing public awareness of the importance of garbage sorting can be economically valuable, It is like gold exchange junk.

In addition, based on the results of interviews with pawnshops, researchers are invited to see firsthand how this program runs. As it is known that The Gade Gold and Clean program involves the community, the Manggala Subdistrict government, UPT Central Garbage Bank and coincides with the time researchers'. The research will take place in the most garbage weighing competitions followed by all pawnshop partners in several cities in Indonesia. One of them is Manggala sectoral garbage bank, where weighing is carried out every Saturday in July. The announcement of the winner is made at the end of July or the beginning of August. Muh. Ansari S also explained that:

"The agreement of The Cooperation of Pegadaian and Bank Sampah is pegadaian willing to assist with

garbage bank facilities and infrastructure including secretariat buildings that stand on the land of Makassar city, garbage collection tools, scales, and garbage transport trucks. Because it is known that this is a government program, but neither the city nor sub-district government has a special budget for the Garbage Bank, so I think this cooperation has a very impact on the management of the Garbage Bank." (29/06/2021)

Alwi [8] stated that collaboration as a strategy can overcome the limitations of resources in determining and implementing public policies. The government is always faced with the lack of important resources for the implementation, so cooperation with stakeholders, both individuals and organizations that control necessary resources, needs to be done to solve the problem.

Above shows that the background of this collaboration is summarized from the results of interviews and observations of researchers, namely:

1. Garbage is now something that requires our everyday care.
2. The landfill is considered critical to accommodate garbage that every day enters from various sub-districts in Makassar.
3. Innovative solutions are needed and attract the community's interest so that the public is aware of the importance of garbage sorting.
4. The government is able to provide adequate services to the Garbage Bank, such as the facilities and infrastructure of Manggala Sectoral Garbage Bank.
5. Conveying to public that garbage can be of high economic value and can be saved in exchange for gold.

As we know that collaboration is part of the synergy for several interested parties in establishing good communication. This meeting is crucial for discussions and avoiding the antagonism that is likely to arise on all sides. In this case, if the initial condition of collaboration is based on support from interested parties, including the community, the sub-district government and PT Pegadaian, who show interest and concern for the environment should be realized properly. Components in the collaboration of garbage sorting in Manggala Subdistrict are strongly supported by various parties who play an important role in it.

Based on the concept of collaboration, not only government but also non-government in the framework of managing and structuring the implementation of government that is the business of all parties. So, the results are achieved more effectively and efficiently.

Based on the interviews and explanations of several collaboration actors, the Manggala Subdistrict Government as a leader and Builder in correlation, Manggala Sectoral Garbage Bank, which plays garbage sorting with the community as participants, and Pegadaian as a facilitator supporting facilities and Pre Sarana Bank Sampah.

## 5. CONCLUSION

This collaboration exists because of the urgency of garbage, which currently requires special care to find solutions to the garbage explosion that will occur in the future, the low public awareness of the importance of sorting garbage that can be sold, and the community's mindset about garbage that does not produce as well as the government's limitations in managing garbage. Authors suggest some several point:

1. Maximizing the seriousness of the formation and development of digital applications of garbage banks. This is expected to be able to be a renewal of garbage banks in modern garbage weighing services and follow the flow of dynamic times.
2. In this case, it takes more support from the central garbage bank as the garbage bank implementation unit in supporting and facilitating other unit garbage banks in the Subdistrict in collaborating with companies or private parties.
3. Fostering the human resources of garbage bank managers in developing digital-based garbage bank database system technology and utilizing available facilities and infrastructure.

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