

# Model Implementation of Community-Based Waste Bank Management Policy in Bekasi City Through Mentality, Systems, And Networking Approach

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## Abstract

The implementation model of community-based Waste Bank management policies in Bekasi City has not run effectively, so it has not been fully able to support optimal waste management. The purpose of the research is to analyze the implementation model of the Waste Bank management policy, which is analyzed based on three factors, namely the mentality approach, systems and networks/networking (MSN) as well as examining the strategy for implementing community-based Waste Bank management policies in Bekasi City. The research method used by the researcher is descriptive analysis, with the type of research being qualitative. The study results can be seen that the implementation model of Waste Bank management policies based on mentality, systems, and networks/networking management in community-based Waste Bank management in Bekasi City has not run effectively enough. However, the absolute number of community members who use waste reduction facilities (Waste Banks) has not met the SPM for the number of people who use waste reduction facilities. This shows that public participation in becoming a Waste Bank customer is still low. The low level of community participation also indicates that public awareness and behavior to sort and process waste is still lacking. The waste bank program is inseparable from community empowerment. Empowerment is an effort to improve people's lives by providing a controlling understanding of social, economic, and political forces.

## Keywords

Policy Implementation, Approaches Mentality, Systems, and Networking.

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## Introduction

Public education about complex environmental problems due to landfills is needed to form public awareness (Ikhlalayel, 2018; Thompson, Moore, Vom Saal, & Swan, 2009). The factors that cause ecological concern are based on the way of thinking and human behavior. The active participation of citizens is an important thing to identify in waste management actions (Kaplan, 2000; Kollmuss & Agyeman, 2002). This can be "transmitted" into family or community behaviors, leading to substantial shifts as well (Chawla, 1999; Hargreaves, Nye, & Burgess, 2013). Community-based trash bank initiatives should incorporate changes in people's attitudes about home waste management aimed at reducing waste at the source through citizen engagement (Indrianti & sciences, 2016; Mongkolnchaiarunya, 2005).

There is an issue with urban or residential trash that has to be addressed urgently since it increases year after year in tandem with population rise (Cohen, 2006; Zhang, Tan, & Gersberg, 2010). The increase in the amount of waste that is not followed by the improvement and improvement of waste management facilities and infrastructure has resulted in a more serious waste problem. Garbage can disrupt city infrastructure, including health and environmental hazards (Deshmukh, Oh, Hastak, & Management, 2011; Satterthwaite, 2008; R. Sidiq, Sofro, & Achmad, 2020).

The waste management system is one of the most critical aspects of maintaining municipal cleanliness, since garbage is collected, transported, and disposed of in landfills (Mulianingsih, 2019). To a greater extent, municipal garbage generation grows in tandem with population growth, resulting in increasing measures to manage trash (Damanhuri, Handoko, & Padmi, 2014; Shekdar, 2009). In line with this fact, in line with the steps to manage the cleanliness of the city as quickly as they increase in landfill waste occurs, it is necessary to seek a strategy to improve the quality of service in the management of cleanliness by empowering all existing resources including empowering community participation, either directly or indirectly. Directly (Ahmed & Ali, 2006; Oyeniji & Governance, 2011; PrawiraW, Maulida, & Achmad, 2021).

Currently, efforts to improve environmental quality have been carried out by most local and city governments in Indonesia through various relevant programs. Improving ecological quality consists of multiple aspects, one of the most influential aspects in waste management in residential environments (Dwiyanto, 2011; Wildawati & Hasnita, 2019). Solid waste has become the main problem agenda faced by almost all cities in Indonesia. The success factor for implementing waste management ultimately depends on the will of the local or city government and the community (Nainggolan, 2019; Solihin, Muljono, & Sadono, 2019).

The basic concept of establishing a waste bank in Indonesia is motivated by a paradigm shift in waste management. Law Number 18 of 2008 concerning Waste Management and Government Regulation Number 81 of 2012 are the legal basis which implies an overhaul of the waste management model. So far, waste management has emphasized management at the final location-oriented to landfilling in the TPA. Government Regulation Number 81 of 2012 plays a role in encouraging waste producers to process waste through a 3R approach. At the household level, this policy enables the community to sort waste early before it is disposed of at the final processing site.

Waste bank management based on 3R (reduce, reuse, recycle) is a breakthrough in increasing community participation in sustainable and implementable waste management (Addahlawi, Mustaghfiroh, Ni'mah, Sundusiyah, & Hidayatullah, 2019; Rusdi, Karsiman, & Hidayat, 2019). The waste bank mechanism starts from household-scale waste sorting, depositing, weighing, recording until the waste results are reported or entered in a savings book (Ekasari, Rahayu, Diamanta, & Society, 2021). Implementing the waste bank is expected to provide added value and economic value to waste (Dwiyanto, 2011). The existence of a waste bank will also realize the concept of a populist economy that can be implemented quickly. Waste banks can also provide the primary financial benefits from the waste (Ardyatmoko, Yusuf, & Stiawati, 2014).

Residents' knowledge, attitudes, and abilities to handle household garbage for recycling are also critical components of waste management (Akhtar & Soetjipto, 2014). Sorting home garbage, which is classified as organic waste, allows for the creation of compost. Inorganic household trash, on the other hand, is kept in a waste bank to be recycled and repurposed as a substance of economic worth (Fitriyah & Kalalinggi, 2017). The adaption of the trash bank in each community is largely decided by public engagement, which also determines the program's viability, indicating the importance of community-based management. The key to transformation is an adequate response to the community environment and the appropriateness of community needs. Simultaneously, (Purba, Meidiana, Adrianto, & Development, 2014). stated that the

establishment of this trash bank will assist local governments in enabling communities to manage garbage responsibly and minimize waste carried to Final Disposal Sites (TPA). Waste processing innovation through the waste bank program is a grass-roots innovation that may help the urban poor boost their revenue (R. S. S. Sidiq, Jalil, & Achmad, 2021; Winarso & Larasati, 2011).

The Bekasi City Government, in this case, follows up on the central government's policy through the issuance of Bekasi City Regional Regulation Number 15 of 2011 concerning Waste Management and Bekasi Mayor Regulation Number 10.An of 2017 concerning Position, Organizational Structure, Main Tasks and Functions and Work Procedures at the Main Waste Bank. Patriot Bekasi City, the Regional Regulation mandates the importance of providing encouragement and support to the community to reduce and utilize waste.

The percentage of waste processing in Bekasi City carried out by the Environmental Service is 68%, while non-governmental organizations process the remaining 30%). Several types of processing carried out by the community include composting, waste banks, stalls, and handicrafts, and are filled directly. Barrett (2010) says that implementation is the process of translating policy into action. So, according to the author's understanding, a more in-depth study and analysis are needed regarding implementing the waste bank. Based on the Minister of Environment Regulation No. 13 of 2012 article 5, which explains the working mechanism of the Waste Bank, namely; a. waste sorting, b. delivery of waste to the waste bank, c. waste weighing, d. recording, e. the proceeds from the sale of the submitted waste are put into a savings book and f. profit-sharing from the sale of waste between savers and implementers, with real conditions in the field. Is there a match between the understanding of the normative ideal and the actual empirical conditions? So that the authors are interested in researching with the title "A Model of Community-Based Waste Bank Management Policy Implementation in Bekasi City Through the MSN Approach."

## Literature Review

In the perspective of public policy implementation, the synergy and network of cooperation in the symbiotic principle of mutualism, take and give between the government, private sector, and civil society is realized in the framework of building for the public interest (Doppelt & McDonough, 2017). Cooperation networks will only be realized if the three parties respect and support each other's existence. The government acts as a facilitator, dynamist, and motivator of development in a decentralized nuance; the private sector is the driving force of the public economy and supports the acceleration of the implementation of public policies that favor the public interest. In the era of regional autonomy, the people (civil society) are deeply aware that people's power is dynamic energy both as an object and as a subject of government, development, and social policies (Pülzl & Treib, 2017).

(Kastaman, 2004) describes community-based waste management as a method of trash management that relies on the active engagement of the community. The government and other institutions are only facilitators and motivators. According to (Douglass & Urbanization, 1992), environmental management includes the encouragement and execution of community-based activities aimed at empowering and expanding community members' access to important environmental resources, including land, infrastructure, and services.

Community-based trash management is critical since it is carried out by community members. They make choices that affect their own life. This will be more effective if it is tailored to the specific needs, priorities, and capacities of the local community (Sutandyo-Buchholz, 2005). (Mongkolnchaiarunya, 2005). expressly states that community-based waste management initiatives frequently fail owing to insufficient household engagement. If waste management is not viewed as a need, involvement and willingness to pay will be minimal. Meanwhile, (Sekito et al., 2013). noted that community-based waste management activities may continue if people who handle their trash autonomously changed their behavior, accompanied by community-level women-centered organizations, one of which is the Rukun Warga.

Waste will have economic value if it is an insufficient quantity to be traded or further processed as economic goods, both as raw materials (recycled) and as trading commodities (Mulasari, Husodo, & Muhadjir, 2014). If the community participates in waste management as a waste producer, such as 3R, then a container is required to house and market the garbage. Here we see the significance of the Trash Bank as a method for the community to save, improve socio-economically and empower the community in waste management (Suryani, 2014) (Suparjan, 2010). mentions the reasons for the importance of community participation in development: First,

community involvement allows them to have a sense of responsibility and purpose of belonging to the sustainability of development programs. Second, community participation can improve the price bargaining position so that the bargaining power becomes balanced with the government and the owners of capital. Third, with the community's involvement, they can control the policies taken by the government so that there is a synergy between local resources, the political power of the government, and capital resources from outside investors. Its development. Thus, if community members reject government policies and the majority carries out the rejection, then the government must not impose its will, namely by continuing to carry out its policies.

In the exchange hypothesis, the Waste Bank shapes the function of the community. This theory focuses on the sociology of behavior and the connection between the effect of an actor's conduct on the environment and the impact of the environment on the behavior of actors. operant conditioning, or the learning process in which "behavior changes because of its consequences," is built on top of this connection (Ritzer & Goodman, 2011).

## Method

The descriptive analytic research method was employed by the researcher, and the sort of study conducted was qualitative in nature. qualitative research, according to (Moleong, 2006), refers to any research technique that generates descriptive data in the form of written or spoken words from individuals and observed behavior. Qualitative research is based on descriptive research and is more likely to employ statistical analysis. In qualitative research, the emphasis is primarily on the process and meaning (from the subject's perspective). The theoretical foundation is utilized as a guide to ensure that the study is focused on the facts that are present on the ground. Furthermore, the theoretical foundation is beneficial in providing an overview of the study background as well as a starting point for discussing research findings with colleagues (Sugiyono & Kuantitatif, 2009).

## Result And Discussion

### **Policy Implementation Model for Waste Bank Management Based on Mentality, Systems and Networking (MSN) Approaches**

The implementation of policies on waste bank management in this study is seen through the policy implementation model through the mentality, systems, and networking approach or the so-called MSN-Approach policy implementation model from (Kadji, 2008). Kadji emphasized that a public policy will be actual and directed in its implementation if it uses the MSN-Approach Model (Mentality-Approach, Systems-Approach, and Networking-Approach) or a mental approach, systems and collaboration networks between the government, the private sector, and the community.

The mentality is a mental attitude that underlies thinking and acting in carrying out work following the organization's value system. Through perspective, organizational culture is instilled in members of the organization so that they have work habits and attitudes that reflect the organization's values. Corporate values are not just written concepts but are embedded and become real in every organization member. A good mentality is believed to be able to bring progress and be able to strengthen the organization when experiencing problems. Hopefully, the mental attitude underlies how government organs think and act in implementing the Waste Bank Management policy to minimize conflicts.

The mental approach in this research is used so that the implementation or implementation of policies regarding waste bank management can run well. The cognitive system uses indicators of attitude, behavior, and responsibility. It is via the process of communication between the government, private sector, and the community that attitudes, behaviors, and responsibilities emerge in organizational operations. It comprises information transformation (transmission), information clarity (transparency) and data consistency elements of communication in policy implementation (consistency). Policy implementers and target groups, as well as associated parties, must be informed as part of the transformation dimension. Clear and easy-to-understand information is required in order to avoid misinterpretation by policy implementers, target groups, and other parties involved in the implementation of waste bank management policies. In the MSN-Approach policy implementation paradigm, the government, the private sector, and the community are all involved in adopting an approach. The government has communicated the

policy on waste bank management to the implementers and targets of the waste bank management policy where the government, through the Ministry of Environment and Forestry, disseminates guidelines on waste bank management to the private sector and the public after the procedure on waste bank management is approved by the government. Policies regarding waste bank management are still poorly communicated to the public, so public participation is lacking in supervising the implementation of policies on waste bank management.

Communication about the waste bank management policy that has been conveyed to the public has been implemented. Still, it is not yet clear and not understood by the community. The community does not feel the need to be responsible, behave, and behave towards implementing the waste bank management policy. This can be seen from the fact that many people do not know what the policy on waste bank management is, how this policy sounds, and what the provisions are; only the waste bank management organ knows the policy on waste bank management. As a result of the uncertainty in the community, the community is less concerned about guidelines on waste bank management, and they do not know that they can participate in implementing policies on waste bank management in terms of supervision. The government's active role is needed in providing clear information to the public regarding policies on waste bank management.

In the systems approach, the government implemented the organizational structure and functions well, where the government organization has an organizational structure and sufficient staff in quantity and quality to implement the waste bank management policy. The design and operations of the organization have been carried out well where information relating to the implementation of waste bank management policies is generally available. Organizational functions related to budgetary aspects, in general, have been carried out well. Still, from the author's observation, the government relies typically on knowledge for implementing policies to achieve its goals. The government, in this case, can carry out activities to support the achievement of its goals and objectives by involving the private sector and the community. Still, the government must not let go without providing guidance and supervision. Supporting aspects of organizational structure and function in the form of facilities, in general, the facilities owned by the government in implementing waste bank management policies are adequate. The government applies the principle of "lean structure rich in functions." Regulation on a systems approach in implementing procedures on waste bank management is a necessity. The regulations that are owned need to be developed to be able to adapt to developments that continue to run dynamically. Regulatory action needs to be implemented so that the government can adapt to changing circumstances and conditions. To support the implementation of policies on waste bank management, optimal regulations are needed.

Cultural values in the system approach have been running well. According to their fields, the community and the private sector are following the organizational culture/government and supporting activities in waste bank management. The organization's structure and functions have been well implemented by government organs, where each (Government, private sector, and community) implements waste bank management policies following the authority specified in the policy. A systems approach to the success rate of policy implementation on waste bank management. Regulation, Cultural Values , and Organizational Structure and Functions of implementing procedures on waste bank management can be seen through commitments, norms or rules, and patterns of relationships in the structure. Regulatory effects or the level of compliance of government organs can create obstacles in implementing policies on waste bank management.

In the perspective of public policy implementation, the synergy and cooperation network in the symbiotic principle of mutualism, take and give between the government, private sector, and civil society is realized in building for the public interest. Cooperation networks will only be realized if the three parties respect and support each other's existence. The government acts as a facilitator, dynamist, and motivator of development in a decentralized nuance, the private sector is the driving force of the public economy as well as supports the acceleration of the implementation of public policies that are in favor of the public interest, and the people (civil society) in the era of regional autonomy are deeply aware that people power is dynamic energy both as an object and as a subject of government policy, development, and society.

In the cooperative network approach, the government generally has a strategic commitment, synergy, and mutualism symbiosis in implementing waste bank management policies; they generally refer to the provisions in implementing waste bank management policy activities. Strategic commitment, synergy, and mutualism symbiosis are carried out well by the government,

private sector, and the community in carrying out activities. The government, private parties, and the community carry out their duties following their authorities and responsibilities and coordination through regular meetings. Commitment and synergy impact stakeholders are carrying out their responsibilities in implementing policies so that the government is found implementing procedures as expected.

In the current development era, it is unreasonable to implement or implement a policy for the public interest, still relying on or prioritizing sectoral spirit, group spirit, and individualistic spirit. What is appropriate is that whatever is built for the public interest should put forward the energy of synergy and network of cooperation among public policy stakeholders. At least this cooperation network approach can manifest in the following focus indicators: First, Strategic Partnership, which is described in the form of subsystems: a) cooperation, b) equality, c) openness, and d) mutual benefit (providing benefits). The Government, the Private Sector, and Civil Society in carrying out their duties and obligations in the perspective of policy implementation, should rely on and rely on cooperation in the spirit of equality and mutual openness, as well as providing mutual benefits to each other, within the framework of realizing common interests in building a more complete and comprehensive nation.

Second, synergy is building and ensuring productive internal cooperative relationships and harmonious partnerships with stakeholders to produce applicable and quality works described in the form of subsystems: a) Institutional aspects, b) Policy and program budgeting, c) Sources human resources, d) Data and information, and e) monitoring and evaluation strategies for policies and programs. The purpose of synergy is to influence the behavior of people individually and in groups when they are interconnected, through dialogue with all groups, where perceptions, attitudes, and opinions are essential to success. The Government, the Private Sector, and Civil Society, in carrying out their duties and obligations in the perspective of policy implementation, should pay attention to institutional aspects, policies, and budgeting, human resources, data, and information support, as well as the Money strategy that is effectively implemented.

Third, Mutualism Symbiosis, the relationship between two different and mutually beneficial parties in community and development activities, which are described in the form of subsystems: a) Mutual need, b) Mutual benefit, and c) Mutual support. In carrying out their duties and obligations in policy implementation, the Government, the Private Sector, and Civil Society should prioritize a common will to need each other, benefit each other, and support each other in the perspective of successful implementation of public policies.

### **Model Implementation of Community-Based Waste Bank Management Policies That Are Following Conditions in Bekasi City**

Waste may be broadly defined as any solid or semi-solid waste produced by human or animal activity that is not wanted or re-used. Waste is defined as organic or inorganic substances that are biodegradable or non-biodegradable, solid or semi-solid, and that are no longer useful and are disposed of in the environment, according to Law No. 18 of 2008 on Waste Management (Waste Management Law No. 18 of 2008). There are several things that contribute to trash creation. When it comes to garbage, the most common types are organic (such as food scraps or waste that is moist or dry), followed by inorganic (such as plastic ash) and then by non-biodegradable (such as paper and cardboard). There are two types of solid waste: organic and inorganic. Organic trash includes things like food scraps, non-paper, rubber, and plastic-wrapped items, flour, vegetables, and peels of fruit. Inorganic waste includes things like metal scraps and their processed products (Gelbert, Prihanto, & Suprihatin, 1996).

The type of waste from residential areas, one of which is plastic waste, is impossible to eliminate, so what can still be done is to minimize the use of plastic and process plastic waste. Not by burning it, much less by burying it in the ground. Plastic waste processing is the treatment of plastic waste that aims to minimize or eliminate problems related to the environment (zero waste).

Seeing the complexity of environmental issues, both the physical and social environments, empowerment steps based on community participation through waste bank management need to be formulated. The essence of empowerment, namely providing resources, opportunities, knowledge, and skills to citizens to improve their ability to determine their future and participate in and influence the lives of their communities. Environmental empowerment measures include, first, building ecological awareness. One fundamental problem that causes the environment to be not maintained is the common understanding of the environment in the community. Second,

develop and strengthen local institutions. That is by supporting local institutions that previously existed and set in the community. Such as community organizations that the community has formed to manage the resources around them. Third, build partnerships. When the community can manage their natural resources and environment, it makes the task of the local government easier. According to (Setyaningsih, Yuwono, Marlina, & Studies, 2017). community involvement in waste management is one of the technical factors to overcome urban waste or residential environments that are increasingly complex from year to year. This does require a long time and a greater level of difficulty, but if it is done in an integrated and consistent manner, it is not impossible to work well. For example, it took the Japanese Government 10 years to get used to society sorting waste.

The community-based waste management program is an extensive program that focuses on efforts to reduce the accumulation of plastic waste by turning it into goods of economic value. Within the program, several sub-programs have produced derivative activities that are proven to have a tangible impact on the lives of the target groups.

Following the Regulation of the State Minister for the Environment of the Republic of Indonesia Number 13 of 2012 Articles paragraphs 1 and 2 explain that: reduce, reuse, and recycle activities or limit waste, reuse waste and recycle waste, from now on referred to as 3R activities, are all activities that can reduce waste. Everything that can cause destruction, waste reuse activities suitable for use for the same function or other functions and activities to manage waste to be made into new products. Waste Bank is a place for sorting and collecting waste that can be recycled and/or reused that has economic value. The waste bank program is inseparable from community empowerment. Empowerment is an attempt to improve people's lives by providing a controlling understanding of social, economic, and political forces.

The number of waste banks in Bekasi City continues to increase every year due to residents who care about the environment. Based on data from DKP Bekasi, the number of waste banks in Bekasi has reached more than 200. Some of the existing waste banks their turnover varies each month greatly. The turnover can reach Rp 500 thousand to Rp 1 million; some have even reached Rp 50 million per month, just by sorting inorganic waste to be collected in the waste bank.

One of the waste banks that is increasingly advanced and able to empower the community around Bekasi City is the Barokah Sejahtera Mandiri waste bank which is located on the coast of Bekasi City, precisely in North Central Kaliabang, North Bekasi District, Bekasi City, whose livelihood is a fisherman with low income. Bank Barokah Sejahtera Mandiri has around 326 customers, of which approximately 70 customers consist of children, and the rest are adults. Barokah Sejahtera Mandiri waste bank was established in collaboration with CSR (Corporate Social Responsibility) companies around the local village community, which started from a large amount of garbage on the local riverbanks, which started from a large amount of waste on the local riverbanks, greatly disturbed the settlements and surrounding communities.

Before the Barokah Sejahtera Mandiri waste bank, many people threw their household waste around the local river. Finally, the pile of garbage around the residential area makes the environment slum and unsightly, the river water becomes dirty. This is exacerbated by the common public mindset on the importance of preserving the surrounding environment by not littering. The implementation of the waste bank program was initially complicated for the community to accept. The community views that this waste bank program is a program that only aims for the environment and will make their settlements more slum and smelly due to piles of garbage in the Waste Bank. Over time, that thought disappeared, and the waste bank manager-managed and invited local people to save and participate in the waste bank program.

Based on the results of an interview with one of the waste bank administrators, the programs in this waste bank include saving/saving and loan with garbage, paying for electricity with waste, treatment with waste, caring for the environment with garbage, reforestation with waste, recycling, and reading garden as a new program in the waste bank Barokah Sejahtera Mandiri.

The working mechanism of this waste bank is flexible, adjusted to the needs and conditions of the local community based on a household where the community will get a reward for depositing waste while still relying on the waste bank implementation mechanism, namely: sorting waste, depositing waste into a waste bank, weighing waste, recording the results obtained. Obtained by the customer, then transportation. This is part of community empowerment. In addition, the process of saving by using the waste is also indirectly able to improve the community's mindset and increase family income from the community (customers of the waste bank).

## Conclusion

The implementation model of Waste Bank management policies based on mentality, systems, and networking/cooperation factors in community-based Waste Bank management in Bekasi City has not run effectively enough. This is due to the lack of mental embeddedness in the behavior and responsibility of each stakeholder, in this case, the government, the private sector, and the community, due to the lack of smooth communication processes that include the dimensions of information transformation (transmission), clarity of information (transparency) and consistency of information (consistency). In the System Approach, the structure and functions have been carried out well, but perhaps the level of implementation is less than optimal due to the ever-changing regulations. The cooperation network between the government, the private sector, and the community may not yet synergize even though each has a strong commitment. The model for implementing community-based Waste Bank management policies following conditions in Bekasi City, namely with the support of the local government and the use of CSR funds from companies that are around as a form of their concern for the environment and the active participation of the surrounding community.

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