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Cleanliness Policy Implementation: Evaluating Retribution Model to Rise Public Satisfaction

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Abstract: This research is based on the principal issues concerning the evaluation of cleanliness retribution policy which has not been optimally be able to improve the Local Revenue of Pekanbaru City and has not improved the cleanliness of Pekanbaru City. It was estimated to be caused by the performance of Garden and Sanitation Department are not in accordance with the requirement of society of Pekanbaru City. The research method used in this study is a mixed method with sequential exploratory strategy. The data collection used are observation, interview and documentation for qualitative research as well as questionnaires for quantitative research. The collected data were analyzed with interactive model of Miles and Huberman for qualitative research and multiple regression analysis for quantitative research. The research result indicated that the model of cleanliness policy implementation that can increase of PAD Pekanbaru City and be able to improve people's satisfaction divided into two (2) which are the evaluation model and the society satisfaction model. The evaluation model influence by criteria/variable of effectiveness, efficiency, adequacy, equity, responsiveness, and appropriateness, while the society satisfaction model influence by variables of society satisfaction, intentions, goals, plans, programs, and appropriateness of cleanliness retribution collection policy.

Keywords: Evaluation, Policy, Cleanliness/Solid Waste.

1. Introduction

Policy of cleanliness retribution in Pekanbaru City regulated in Pekanbaru City Regional Regulation No. 10 of 2012 on Service Retribution Garbage/Cleanliness (hereinafter referred to as Regulation of Cleanliness of Pekanbaru City). Regulation of Cleanliness of Pekanbaru City regulates on objects and retribution, imposition and retribution tariff, collection procedures and cleanliness retribution calculation, provision of inspection and sanctions both administrative sanctions and criminal sanctions. Although the provisions of cleanliness in the Pekanbaru City is already regulated in Regulation of Cleanliness of Pekanbaru City mentioned above, but the realization of this cleanliness retribution does not meet with the target which is expected by the Regional Government of Pekanbaru City. Local Revenue (PAD) of Pekanbaru City that has not reached 100% of the target one of them due to still not optimal of tax retribution receipts of Pekanbaru City. This is due to the lack of evaluation of policy implementation of cleanliness retribution especially implementations of Regulation of Cleanliness of Pekanbaru City. This Regulation of Cleanliness of Pekanbaru City has not been regulated this evaluation issue. According to Dunn as actualized by Fischer (2014: 229) "one of success factor of public policy implementation is the evaluation of public policy itself".

This study was inspired by research such as research by Raffel *et. al.*, (2015) which indicates in general handling and garbage management in London City conducted by way of collecting, transportation, and disposal to the final disposal (TPA) but have not yet completed the existing problem, and research by Muller (2013) which showed that garbage management policy with recycle model can become another alternative to increase local revenue in Berlin City. Additionally, this study also referred to research by Supardi (2010) which concluded that in the implementation of the retribution charged for garbage has a contribution and influence on the effectiveness to increase garbage retribution towards the achievement of regional revenue at Cleanliness and Cemeteries



Department of Palembang City, and research by Rochdianingrum (2011) with topic potential of cleanliness retribution of household garbage in the Local Revenue in Semarang City have not been explored optimally. Dunn as actualized by Fischer (2014: 229) stated “public policy can be analyzed through a series of intellectual activity conducted in activities process which are politically favored. The political activity appears in a series of activities which includes the agenda preparation, policy formulation, policy adoption, policy implementation, and policy evaluation. While the activity of problem formulation, forecasting, policy recommendations, monitoring, and policy evaluation are activities that more intellectually”. Associated with this Dunn's statement, he lack of regulation concerning the evaluation in Regulation of Cleanliness of Pekanbaru City regulating the cleanliness retribution resulting the ineffectiveness of the cleanliness retribution collection in Pekanbaru City.

This research is based on the principal issues concerning the evaluation of cleanliness retribution policy which has not been optimally be able to improve the Local Revenue of Pekanbaru City and has not improved the cleanliness of Pekanbaru City. It was estimated to be caused by the performance of Garden and Sanitation Department are not in accordance with the requirement of society of Pekanbaru City..

2. Research Method

This study used research *mixed method* (research methods mix). Hybrid approach (*mixed method*) or a combination or hybrid and the like. Initially characterized by a variety of definitions, currently developing a definition aimed to unify the various viewpoints ever. The definition is based on "*core characteristic of mixed method research*" is a method that combines a variety of methods, philosophy and orientation of the study design (Indrawan and Yaniawati, 2014: 76).

A mix of research methods approaches that combine qualitative research with quantitative research to be used together in this research activity, in order to obtain more comprehensive data, valid, reliable and objective (Creswell in Yandra, 2017). Reasons for using research methods *mixed methods* considering this study intends to evaluate the cleanliness retribution policies in improving people's satisfaction Pekanbaru city, so that the necessary qualitative and quantitative research as well. Qualitative research is used to elaborate the opinion of the framers and implementers in government Pekanbaru City through interviews, whereas qualitative research is used to get input from people in Pekanbaru by distributing questionnaires as well as to formulate a model of policy evaluation cleanliness Pekanbaru City and models of people's satisfaction policy cleanliness Pekanbaru city.

This study uses a strategy *of concurrent embedded*. This strategy is similar to triangulation models concurrent, because both collect qualitative and quantitative data at the same time. What distinguishes it is this model has a primary method that guide the project and secondary data which has a supporting role in any study procedures. Secondary methods are less dominant / role (either qualitative or quantitative) is plugged in (*embedded*) into a more dominant method (qualitative) (Cresweil, 2010: 8). The reason this study using strategy *concurrent embedded* for research is more focused evaluation of the framers and implementers are done qualitatively through interviews, while the evaluation of Pekanbaru City community complements done quantitatively through questionnaires.

This study begins with the efforts of researchers collecting data by interview or observation to understand the various issues in accordance with the object and context to be studied. The search results were analyzed thoroughly in ways that are usually done with a qualitative approach. Full understanding of the research object as a strong foundation to formulate a survey instrument that will be used. In the form of a questionnaire survey instrument as in quantitative methods deployed for further processed to obtain quantitative conclusions for further interpretation.

2.1 Qualitative Data Analysis

Data analysis is the process of arranging and combining the data into a pattern, theme, category, whereas interpretation is to give meaning to the analysis, explaining the pattern or category, and find the relationship between some of the concepts. Researchers describe the perspective of interpretation is not the truth. Analysis and interpretation of data in qualitative research is basically not the things that go together, both carried out since the beginning of the study. Data analysis was performed so that the data have been obtained will be more meaningful. Data analysis is the process of simplification of data into a form that is easier to read and interpret.

Miles and Huberman (1992: 20) explains the data analysis is a systematic process of searching for and set the record interviews, field notes, and *theriders* othergathered for herding understanding. The analysis involves working with the data, set it up, separating into units that can be managed, combine them, searching for patterns meet important matters and what was known and decide what will be passed on to others.

Analysis of the data used in the research is iterative models of Miles Huberman (1992: 20) that is carried out through three phases, which include the following:

a. data reduction

data reduction performed in the electoral process, concentration and simplification of data. The data obtained from the field may be the fairly extensive and complex. That's necessary for data reduction. In this case only the data relevant to the study objectives are being taken, while irrelevant discarded. In this data reduction, data is selected only data relating to hygiene policy evaluation in Pekanbaru, while data that is not relevant to the research problems discarded / not used. Data are summarized and been things that are principal only, focused on important data, then look for themes and patterns. Thus the reduced data will provide a clearer picture, making it easier for researchers to gather and add the relevant data further. Data reduction performed in conjunction with the data collection process until completed.

b. Presentation of Data

After the data is reduced, then the next step is the presentation of data. Through the presentation of the data, the data will be organized, arranged in a pattern of relationships that are easy to understand. Presentation of data presented in the form of narrative text. Presentation of text and narrative form is also one of the characteristics of qualitative research.

c. Conclusion manufacture, Verification and Reflection

qualitative research method does not use a statistical model (model correlations between variables) as yng used in quantitative research as an instrument to produce the output of the data analyzed. In this process the researcher sebgai key instrument to interpret rationally research on empirical data collected systematically categorized. So as a publisher of research instruments; Liti itself then penje; weld proposed by researchers as the output data is processed in the head (mind) researchers must be rational (reasonable).

2.2 Quantitative Data Analysis (Regression Analysis)

Analysis of the data used in the study is the method of regression analysis. In regression analysis will be developed an *Estimating equation* (regression equation) are mathematical formulas that find the value of the dependent variable of independent value known. Regression analysis was used mainly for forecasting, which in this model there is a dependent variable and independent variables. In practice, the method of regression analysis is often divided between *simple regression* and *multiple regression* (have now, 2012: 405-406). Called *simple regression* if there is only one independent variable, while the so-called *multipleregression*, if there is more than one independent variable.

In this study there is 1 (one) dependent variable, namely the policy evaluation Pekanbaru City cleanliness, and six (6) independent variables, namely effectiveness, efficiency, adequacy, flattening or similarity, responsiveness and accuracy. Under these conditions, the methods of analysis used is multiple regression, the equation can be expressed as follows:

$$Y = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \beta_5 X_5 + \beta_6 X_6 + e$$

Description:

- Y = policy evaluation cleanliness Pekanbaru City
 X_1 = Effectiveness
 X_2 = Efficiency
 X_3 = Sufficiency
 X_4 = Flattening or similarity
 X_5 = responsiveness
 X_6 = precision
 α = Konstantan Regression
 $\beta_1, \beta_2, \beta_3, \beta_4, \beta_5, \beta_6$ = Regression coefficients
 e = *Random Error*

Later in the regression analysis coefficient of determination. The coefficient of determination (R^2) essentially measures how far the model's ability to explain variations in the dependent variable. Coefficient of determination is between zero and one. R value² small means the ability of independent variables in explaining the variation is very limited dependent variables. A value close to the mean of independent variables provide almost all the information needed to predict the variation of the dependent variable (Ghozali, 2006: 83).

2.3 Community Satisfaction Model Regression Analysis

Analysis of the data used in the study is the method of regression analysis. In regression analysis will be developed an *Estimating equation* (regression equation) are mathematical formulas that find the value of the dependent variable of independent value known. Regression analysis was used mainly for forecasting, which in this model there is a dependent variable and independent variables. In practice, the method of regression analysis is often divided between *simple regression* and *multiple regression* (have now, 2012: 405-406). Called *simple regression* if there is only one independent variable, while the so-called *multipleregression*, if there is more than one independent variable.

In this study there is 1 (one) dependent variable, namely the satisfaction of the people, and five (5) independent variables, namely intentions, goals, plans or proposals, programs and accuracy of fee collection policies cleanliness. Under these conditions, the methods of analysis used is multiple regression, the equation can be expressed as follows:

$$Y = \alpha + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \beta_5 X_5 + E$$

Specification

- Y = Satisfaction community
 X_1 = intention
 X_2 = Destination
 X_3 = plan or proposal
 X_4 = Program
 X_5 = Accuracy policies levy charged cleanliness
 α = Konstantan Regression
 $\beta_1, \beta_2, \beta_3, \beta_4, \beta_5$ = Regression coefficient =
 e = *Random Error*

Later in the regression analysis coefficient of determination. The coefficient of determination (R^2) essentially measures how far the model's ability to explain variations in the dependent variable. Coefficient of determination is between zero and one. R value² small means the ability of independent variables in explaining the variation is very limited dependent variables. A value close to the mean of independent variables provide almost all the information needed to predict the variation of the dependent variable (Ghozali, 2006: 83).

2.4 Coefficient Determination

The coefficient of determination (R^2) essentially measures how far the model's ability to explain variations in the dependent variable. Coefficient of determination is between zero and one. R value² small means the ability of independent variables in explaining the variation is very limited dependent variables. A value close to the mean of independent variables provide almost all the information needed to predict the variation of the dependent variable (Ghozali, 20106: 83).

3. Findings and Discussion

This research builds on a theoretical framework regarding the cleanliness retribution policy evaluation in an effort to increase the PAD in Pekanbaru City based on the groove of literature review. The theories used in this research are the Theory of Public Administration of Garcia and Khator (2010: 34) as Grand Theory, Theory of Public Policy of Dunn actualized by Fischer (2014: 229) as Middle Range Theory and Theory of Public Policy Implementation of Dunn actualized by Fischer (2014: 229) as Applied Theory.

This study resulted in two (2) models i.e. model of policy evaluation and model of public satisfaction towards the cleanliness policy of Pekanbaru City which can be seen in the following table:

Tabel 1: Model of Policy Evaluation and Model of Public Satisfaction

Model of Policy Evaluation	Model of Public Satisfaction
$Y = 4,116 + 0,112X_1 + 0,112X_2 + 0,112X_3 + 0,112X_4 + 0,112X_5 + 0,112X_6$	$Y = 3,007 + 0,000X_1 + 0,112X_2 + 0,112X_3 + 0,112X_4 + 0,112X_5$
<p>Model:</p> <p>Y = Evaluation of Cleanliness Policy of Pekanbaru City</p> <p>X_1 = Effectiveness</p> <p>X_2 = Efficiency</p> <p>X_3 = Adequacy</p> <p>X_4 = Equity</p> <p>X_5 = Responsiveness</p> <p>X_6 = Appropriateness</p>	<p>Model:</p> <p>Y = Public Satisfaction</p> <p>X_1 = Garbage</p> <p>X_2 = Garbage</p> <p>X_3 = Garbage</p> <p>X_4 = Garbage</p> <p>X_5 = Garbage</p> <p>X_6 = Appropriateness Policy of Cleanliness Policy of Pekanbaru City</p>

From those above mentioned model, then it can be discussed the evaluation of cleanliness policy of Pekanbaru City influenced or associated with effectiveness, efficiency, adequacy, equity, responsiveness and appropriateness. Appropriateness criteria interrelated with other criteria started from the effectiveness and efficiency, adequacy and equity, and responsiveness. All of which will result cleanliness for cleanliness policy implementation of Pekanbaru City. A policy becomes useless if it can not achieve the expected goals and necessary to find out what the errors of its implementation. For this reason policy evaluation is needed. From that model, appropriateness and responsiveness are two (2) criteria with the largest regression coefficient. This shows that people in Pekanbaru City more expected the appropriateness of the policies and responsively of the implementer officer of cleanliness. The appropriateness is more directed at appropriateness of goal, objectives and targets. Besides also the appropriateness of the fit between Pekanbaru people's habits who throw garbage in the daytime with working schedule garbage collector officers who work at night. This is what must be considered by the Cleanliness and Gardening Office of Pekanbaru City.

Overall, the influence of criteria/variables of effectiveness, efficiency, adequacy, equity, responsiveness and appropriateness on cleanliness policy evaluation of Pekanbaru City amounted to 69.6%, while the remaining of 30.4%, influenced by other criteria/variables outside the model, namely *Model of Public Satisfaction*. This model of public satisfaction, the evaluation of cleanliness policy of Pekanbaru City, the public satisfaction influenced or associated with intentions, goals, planning or proposal and appropriateness policy of cleanliness retribution collection. Similarly on the model of policy evaluation, in this model of public satisfaction, the appropriateness is also more directed at appropriateness of goal, objectives and targets. Besides also the appropriateness of the fit between Pekanbaru people's habits who throw garbage in the daytime with working schedule garbage collector officers who work at night. This is what must be considered by the Cleanliness and Gardening Office of Pekanbaru City. Overall, the influence of criteria/variables of intentions, goals, planning or proposal and appropriateness policy of cleanliness retribution collection on public satisfaction of cleanliness policy evaluation of Pekanbaru City amounted to 52,7%, while the remaining of 47,3% influenced by other criteria/variables outside the model.

From the above models of policy evaluation and the model of satisfaction of the cleanliness policy of Pekanbaru City, there are influenced by other criteria/variables outside the model. In this case the researchers consider that the criteria/ variables outside the model is public participation. The reason the obligation to manage the garbage is not just the responsibility of the government only. Of course the public concern to participate in carrying out garbage management is very needed because of the presence of garbage in the Pekanbaru City which accumulates and is not managed properly also very disturbing the public convenience.

4. Conclusions

Based on the formulation of the problem, research objectives and the research that has been described above, it can be concluded matters as follows:

- 1) Evaluation of the effectiveness, efficiency, responsiveness, adequacy, equity and accuracy in order to improve the satisfaction of the people of Pekanbaru is made to the accuracy of precision directed towards policy objectives and the needs of society. Cleanliness or solid waste policy should be able to meet the needs of society. Gone are the days of society should be submissive and obedient to the bureaucracy. Precisely bureaucracy should listen to the aspirations of the people. If it is the habit of throwing garbage Pekanbaru City community during the day, it should have followed people's habits is by picking up trash in the daytime. Changing habits of the people who have been going on for years or even centuries, it is difficult to do. So it should waste collection patterns are changed, which is certainly easier than changing people's habits, the most important policy objective of cleanliness which makes clean Pekanbaru city, especially during the day can be achieved.
- 2) Factors that affect the cleanliness of the policy implementation by Regulation No. 10 Year 2012 on Service Fees Waste / Hygiene in Pekanbaru City implemented through communication factor, support resources, attitude and disposition of forces, bureaucracy and community support structures. Implementation is done in a coordinated manner between the Department of Hygiene and Pekanbaru City and Regional Revenue Office Pekanbaru. Withdrawal / levy charged under the authority of the Regional Revenue Office Pekanbaru, while cleaning services is the responsibility of the Department of Sanitation and the city of Pekanbaru. However the quality of sanitation services has not been satisfactory, people felt that what was paid at the discretion of cleanliness retribution, not in accordance with hygiene services provided by Pekanbaru City Government. The regulatory process is not optimal yet resulted in the levy charged hygiene is not optimal. For collection by officers not in accordance with established rules of which are still there sanitation fee collection exceeds the established provisions and regulations.

- 3) Hygiene policy implementation model that can improve people's satisfaction with the city of Pekanbaru is revising the existing policy, improve the effectiveness and efficiency to achieve policy objectives. Revision of Pekanbaru City Regulation No. 10 In 2012, the above is more focused on compliance / accuracy of garbage collection performed by the Department of Hygiene and Pekanbaru city with people's habits in the trash in order to achieve the policy objectives that city of Pekanbaru clean of trash, especially in the afternoon.

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