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Implementation of Waste Management Policy at the Reduce, Reuse, and Recycle Waste Processing Site (TPS 3R) in Tenggilis District, Surabaya City

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A B S T R A C T
This study aims to analyze the implementation of waste management at the TPS 3R in Tenggilis. The analysis draws on Van Meter and Van Horn (1975) implementation theory, which identifies six key variables: policy standards and objectives; resources; characteristivs of the implementing organization; comunication; disposition; social, economic, and political environment. Employing a descriptive qualitative approach, data were collected through direct observation, in-depth interviews, and documentation. The findings indicate that waste management at TPS 3R in Tenggilis has ben generally successful, though several areas still require improvement. Key challenges include limited land availability, suboptimal repair and maintenance mechanism, and relatively low environmental awareness among surronding communities. Addressing these issues is essential to enchance the overall effectiveness and sustainability of the program.

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INTRODUCTION

Waste is often a topic of discussion in any country, including Indonesia, one of the factors being the population size (Ramdhan & Hermawan, 2022). As stated on the Indonesian Central Statistics Agency website, in 2022 Indonesia had a population of 275 million, which increased to 278 million in 2023 and will increase again in the following year to 281 million. This phenomenon is related to humans, who are essentially social creatures. Every day, they carry out activities accompanied by the development of lifestyles that trigger an increase in waste, resulting in the use of products that use packaging in solid, liquid, or gas form (Luqman Hakim & Hidayati, 2023).

Surabaya is the second most populous city in Indonesia after Jakarta. In 2022, Surabaya had a population of 2.9 million, which increased to 3 million in 2023 and further increased to 3.01 million in 2024. One of the main factors contributing to this population increase is the urbanization of people from other regions who have settled in Surabaya to make a living. Considering that Surabaya is the capital of East Java, it has greater potential than other regions in terms of public facilities, health, education, and livelihoods (Salim, 2023). This phenomenon is inseparable from the increase in waste generation in Surabaya.

Table 1 Waste Generation in Surabaya from 2022 to 2024

Year	Waste Volume (Tons) Per Year
2022	651.043,42
2023	657.016,64
2024	659.033,33

Source: SIPSN website

Over the past three years, waste generation in Surabaya has increased, from 651 thousand tons in 2022 to 657 thousand tons in 2023, then increasing again to 659 thousand tons in 2024. This increase is also proportional to the population growth in Surabaya. The increase in waste generation, which is not accompanied by environmentally friendly and comprehensive waste management, has triggered adverse effects on the environment (Yudianto et al., 2021).

Local governments have the authority to regulate their respective autonomous regions in accordance with existing regulations, including waste management issues (Hadomuan & Tuti, 2022). As according to Surabaya Regulation No. 5 of 2014 concerning Waste Management and Cleanliness in the City of Surabaya, "The local government shall formulate and establish policies and strategies in waste management that include targets for reducing waste generation and prioritizing waste types in stages, as well as targets for waste management until 2025."

Surabaya is known as one of the regions that often receives awards in the environmental aspect, one of which was in 2024 when it received the "Adipura Kencana" award for the 8th time (Gapura.surabaya.go.id, 2024). This achievement was made possible by the Surabaya city government's efforts to develop waste management facilities, consisting of 160 TPS, 660 Waste bank Units, 1 Main Waste Bank, 5 Integrated Waste Processing Site (TPST), 27 compost

houses, 12 Reduce, Reuse, and Recycle waste Processing Site (TPS 3R), and 1 Landfill (TPA). According to a staff member from the Surabaya Environment Agency's Facilities, Infrastructure, and Waste Utilization Division, Surabaya produces around 1,800 tons of waste every day, and around 1,600 tons are sent to the Benowo landfill after being processed at other units. The target is set at 1,000 tons due to the cost of disposing waste at the Benowo Landfill, which is Rp200,000 per ton.

TPS 3R is a type of waste management facility that uses the 3R concept (Reduce, Reuse, and Recycle). As stated by Reni Astuti, Deputy Chair of the Surabaya Regional Representative Council, as reported by (rejogja.republika.co.id), this concept can reduce up to 60% of the total waste that enters the facility. This concept also aims to reduce waste at its source on a communal scale, thereby reducing the burden on technology-based landfills (Lawa et al., 2021).

Table 2 Waste Management Performance Achievements at TPS 3R Surabaya in 2024

Unit	Annual Amount of Waste (Ton)	Amount of Managed Waste (Ton)	Percentage of Managed Waste
TPS 3R Tambak Oso Wilangun	2.781,32	1.938,00	70%
TPS 3R Karang Pilang	939,58	589,98	63%
TPS 3R Warugunung	875,64	529,88	61%
TPS 3R Gunung Anyar	1.194,03	628,63	53%
TPS 3R Kedung Cowek	1.345,9	695,3	52%
TPS 3R Bratang	595,48	304,43	51%
PDU Superdepo Sutorejo	4.325,45	2.163,80	50%
PDU Jambangan	2.308,02	1.101,11	48%
TPS 3R Banjar Sugihan	1.448,93	686,25	47%
TPS 3R Tenggilis	1.911,92	791,32	41%
TPS 3R Tambak Wedi	-	-	-
TPS 3R Sumberejo	-	-	-

Source: SIPSN website

TPS 3R Tenggilis recorded the lowest performance percentage in 2024 at 41%, even though the amount of waste received was relatively high. This figure differs significantly from other units, particularly TPS 3R Tambak Oso Wilangun with a percentage of 71%. Then, over the past three years, the TPS 3R Tenggilis has only been able to manage waste at around 40%. This figure shows that the performance of the TPS 3R Tenggilis is still less than optimal and causes performance disparities among waste management units in Surabaya, especially at the TPS 3R.

Every day, TPS 3R receives five tons of waste from the Kendangsari and Tenggilis Mejoyo neighborhoods. Its management is equipped with a conveyor machine for sorting, a bailing machine for compacting waste volume, composting, and BSF (Black Soldier Fly) maggots. The supervisor of the TPS 3R Tenggilis said that they do not always accept all the waste that comes in due to limited land. In addition, the community often complains about the noise and

smell from the TPS 3R Tenggilis. This condition is a challenge that hinders the waste management process, causing imbalances with other units.

Therefore, it is important for the government to distribute waste management units evenly, especially in terms of quality, as an effort to overcome waste problems. Based on the conditions described above, the purpose of this study is to analyze waste management at the Tenggilis 3R TPS in depth, referring to Van Meter and Van Horn's implementation theory.

LITERATURE REVIEW

Implementation of Public Policy

Donald S. Van Meter and Carl E. Van Horn (1975) explain public policy implementation is an action taken by individuals or groups, both from government and private sector, to carry out predetermined policy decisions. This model involves six variables that interact linearly from politival decisions to policy performance, namely:

a) Policy standard and objectives, as clear and measureable measures of success;
b) Resources, which are the various forms of support (staff, funding, facilities) required in the implementation;
c) Characteristics of implementing organization, including staff competence and sizx, hierarchical structure, political support from legislative and executive bodies, organizational vitality, communication levels, and formal/informal ties with policymakers;
d) Communication, the flow information amon implementing agencies to ensure clear understanding of policy goal;
e) Disposition, encompassing ther level of understating, acceptance, and intensity of respone toward the policu;
f) Social, economis, and political environment, external conditions that influence the implementation process.

Waste Management

According to Law Number 18 of 2008 about Waste Management and Surabaya Regulation Number 1 of 2019 (amending Surabaya Regulation Number 5 of 2014 about Waste Manegement and leanliness in Surabaya), waste management is defined as a siystematic, comprehensive, and continuous series of activities that encompass waste reduction and waste handling. Referring to Neolaka (2008) as cited in (Nagong, 2021), describes waste management as an effort to create a beautifull and sustainable environment. This is achieved through the processing of waste, carried out harmoniously and collaboratively by all entities within society. This definition aligns with the national legal framework, which emphasizes integrated and enviromentally sound approaches to waste management

Reduce, Reuse, and Recycle waste Processing Site (TPS 3R)

According to Directorate General of Human Settlements, this approach represents communal waste management (covering residential, commercial, office, and other areas). It involved active collaboration between local

governments and communities in its implementation. Its implementation applies 3R concept−reduce, reuse, and recycle. Organic waste is separated for biological processing, while anorganic waste is recycled to generate economic value, and the remaining waste is transported to a landfill.

METHODOLOGY

This study uses descriptive − qualitative research to examine the implementation of waste management at TPS 3R Tenggilis. This type of research aims to describe social phenomena by identifying problemns, narrowing ther scope, and presenting the findings in a narrative and inductive manner − beginning with the examination of a social situation and ending with the formulation of conclusions (Yuliani, 2018). The study focused on waste management implementation at TPS 3R Tenggilis, analyzed using Van Meter and Van Horn's (1975) policy implementation theory. This framework comprises six key variables : policy standards and objectives; resources; characteristivs of the implementing organization; comunication; disposition; social, economic, and political environment.

Data were collected through observation, interviews, and documentation. The informants in this study included Staff of the Facilities, Infrastructure, and Waste Ultilization Division of Surabaya City Enviromental Agency ; coordinator of TPS 3R; supervisor at TPS 3R Tenggilis; and Head of Development Section Tenggilis Subdistrict. Data analysis followed the model proposed by (Miles et al., 2014) which consists of data collection, data condensation, data display, and verifying conclusions.

RESEARCH RESULT

Policy Standards and Objectives

A policy can be successfully implemented if it is carried out in accordance with its established objectives. The waste management policy at the TPS 3R Tenggilis is based on the strategy outlined in Article 6 (2)of Surabaya Local Regulation No. 1 of 2019 amending Local Regulation No. 5 of 2014 on Waste manegemnt and Urban Santitation in Surabaya, which stipulates that the local government must formulate and establish policies and strategies for waste management that include targets for reducing waste generation. The Surabaya ity Enviromental Agency emphasizes that the target is to leave no more 30% of the total waste volume in Surabaya as residual waste. It is known that Surabaya generates approximately 1.700 – 1.800 tons of waste daily, of which 700 – 800 tons are successfully managed, leaving residuals waste rate of 60%. This situation indicates that the 3R Waste Management Facility is still insufficient in contributing to the reduction of residual waste volume in Surabaya.

Some TPS 3R units are aquipped with composting facilities, that process organic waste into compost for use in agricultural and holticultura activities. The resulting compost is provided free of charge to local communities and city parks. At TPS 3R Tenggillis, for ecample residents can obtain compost free of charge, with maximum allocation of two bags per person. This is initiative is in line with the objectives of waste management outlined in Article 4 of Local Regulation No. 5 of 2014 on Waste Managemnt and Urban Santitation in Surabaya, which states

that 'Waste management aims to improve public health and environmental quality, as well as to transform waste into a source". Nevertheless, interest among local residents remains low. This is primarily because the Tenggilis Subdistrict is dominated by residential areas with limited green spaces, resulting in minimal demand for compost.

Resource

Resources act as the fundamental catalyst in the implementation process, encompassing human, physical, and financial components. The following sections detail the resource allocation at the TPS 3R Tenggilis.

a. Human resources
   The operational of TPS 3R Tenggilis is supported by a workforce of 19 personnel. This team consists of one unit supervisor, 15 sorting staffs, 2 composting facility operators and one security officer. The recruitment process prioritizes local residents, managed through a coordination mechanism involving sub-district office recomenntasion whis are subsequently communicated to the local neighborhood unti (RT/RW).
b. Facilities an infrastructure
   Daily operations at the TPS 3R Tenggilis facility are susutained bye comprehensive technical equipment and supporting infrstrucutre. Primary assets include heavy machineru such as scales, conveyor belts, compactor, and shredders. Operational efficiency further enchanced by various tools, including carts, refuse bins, Handy-Talkie (HT), and essential manual equipments. To ensure occupational safety and health, the facility provides uniform, work boots, and gloves. In addition, all staffs are covered by health insurance (BPJS) while working there.
c. Financial resources
   Budgetary is a crucial aspect of life, as It supports the provision of high quality facilities to achieve optimal results. In the implementation of waste management at TPS 3R Tenggilis, funding comes from the State Budget (APBN). These financial resources cover all comprehensive operational expenditures, including machinery maintence, utility costs (electricity and water), and staff salary, all of which are managed under the auspices of the Surabaya City Enviromental Department.

The Characteristics of the Implementating Organization

The characteristics of an implementing organization form its "identity"-reflecting how the organization carries out its daily activities. To function effectively, such an organization needs a systematic and hierarchicak structure, with ckear lines of authority from too management down to field staffs. Thsi ensures smooth coordination, ckear responsibilities, and better accountability in daily operations.

A good example is the waste management process at the 3R in Tenggilis. Here, all daily activities are guided by well-defined Standard Operating Procedure (SOP). These procedures consist of several structyred stage, as follows : 1) Weughung incoming waste upon arrival at the unit to record its volume and type; 2) Sorting the waste usingg conveyor belt. Inorganic waste with economic

value-such as bottles-is separated on the first conveyor, while organic waste (including food scraps, twigs, leaves, fruit peels, and vegetable waste) is directed to the another: 3) Cultivating Black Soldier Fly (BSF) maggots using food scraps as feed; 4) Shredding other sorted organic waste to speed up decomposition; 5) Composting the shredded organic waste to produxe high-quality compost; 6) Further sorting of inorganic waste by type . Paper and cardboard are compacted usung a pressing machine and tied with raffia rope, while plastics and bottles are packed into bales for easier storage and sale; and 7) Transporting residual waste (non-processabke) by fleet to the Benowo Landfill

According to the Surabaya Environmental Agency (DLH), there is currently no specific regulation that directly governs waste management at TPS 3R in Tenggilis. Even so, the existing of SOP has been implemented quite effectuvely, particularly at the TPS 3R in Tenggilis. As a resukt, daily activites have become far more structyred and consistent. This approacj shows thay a string internal system and clear procedures can drive good performance even when specifically regulation are not yet in place.

Communication

The implementation of waste management at the TPS 3R Tenggilis involves three entities that communicate with one another, with the aim of opitmizing daily operations. These three entities are the Surabaya City Enviromental Agency, the Tenggilis Subdistrict Office TPS 3R Tenggilis, and TPS 3R Tenggilis. The communication activities carried out include reporting, coordination, and the dissemination of information to public. Reporting are conducted daily berfore the facility closes by the TPS 3R Tenggilis unit supervisor to the TPS 3R coordinator from the Surabaya City Enviromental Agency. reporting is done via Whatssapp chat or Handy Talkie (HT), covering the volumming waste, the condidition, of equipment facility, processing results along with classifications by type, and documentation. These reports are then forwaded to he Head of Division of Facilities, Infrastructure, and Waste Ultilization. In this context, a high level of sensitivity to all on-site conditionsa is required. However, challenges arise when reporting equipment malfunctions, as he response from Surabaya City Enviromental Agency takes a long time. This delay impacts operations at unit, especially during peak season, when increased waste volume leads to mounting piles of trash.

Coordination regarding waste management at TPS 3R Tneggilis has been in place since its inception. Surabaya City Enviromental Agency coordinated with TPS 3R Tenggilis, the community, and neighbourhood leaders (RT/RW) through the Tenggilis Subdistrict Office. This coordination contuinues even while the unit is in operation. One example is coordination related to addressing complaints or protests from local residents. To resolve theses issues, the Surabaya City Enviromental Agency organizes joint meeting, allowing resident to freely speak up their concerns. This form of coordination represents a collaborative effort to support the implementation of waste management at TPS 3R Tenggilis.

Another form of communication involves conveying information to public, including information about the 3R Waste Management System. This

information is disseminated both in person and through the media. It is done of the responsibilities of the Surabaya City Environmental Agency to conduct public awareness campaigns. The Surabaya City Environmental Agency has a program called "Kampung Pancasila". This program covers environmental sustainability including proper waste disposal methos and housekols waste management. The program is conducted almost daily in several neighbourhood units (RT). Additionally, Surabaya City Environmental Agency also shared informations through online media, such as its official Instagram account (@dlh.surabaya). on this platform, they actively share various updates on environmental condition in Surabaya, such as environmental awards, community service activities, CFD (Car Free Day) schedules, reminders against littering, and more.

Disposition/attitude

Attitudes of implementers-or their disposition-influence the success of a policy implementation, specifically how they perceive and understand te policy or program. In its mission to preserve the environment of Surabaya, Surabaya City Environmental Agency is tasked with mobilizing the community to become more environmentally conscious. One approach involves nearly daily outreach activities, engaging all staff of Surabaya City Environmental Agency who directly interact with the community by deploying 2-3 representatives from each department to every RT/RW. In waste management at TPS 3R Tenggilis, all staff demonstrate a strong understanding of their roles, evidenced by the absence fixed job assignments within the unit; instead, a rotationg system is implemented on a daily basis. This requires all staff to be proficient in all aspects of the work. Given that all staff are entit;ed to leave, if someone is on leave, their replacement can easily take over their duties. This system also minimizes staff boredom caused by repetitive tasks and helps maintain their motivation and competence while on duty.

Social, Economic, and Political Environmental

Policy implementation is detemrinednontonly by internal conditions but also by the external environment. Influential external factors include the economic, social, and political environments. The establishment of the TPS 3R Tenggilis, which involves the local community as staff members, represents an approach aimed at ensuring long-term sustainability. Additionally, it has a positive impact on the community through outreach efforts by Surabaya City Environmental Agency regarding the existence of TPS 3R. however, participation from some community members remains low. Meanwhile, the Surabaya City Government fully supports the budgeting for the daily operational costs of waste management facilities. This includes the TPS 3R Tenggilis, from the provision of infrstucture and technical assistance to coordination with the community.

Overall, the research findings indicate that external factors collectively influence the success of waste management implementation at TPS 3R Tenggilis. These include a collaborative approach, public outreach, and full support from the city government. 65%

DISCUSSION

Based on the research, the implementation of the waste management policy at TPS 3R Tenggilis was analyzed using data obtained through observation, in-depth interviews, and documentation. The researcher then conducted a theoretical analysis. This discussion focuses on the implementation of waste management at TPS 3R Tenggilis by applying Van Meter and Van Horn (1975).

Policy Standards and Objectives

Van Meter & Van Horn (1975) explain that standard and objective are necessary in every policy implementation because they server as benchmarks for determining whteher the policy is successful or not. This statement aligns with the reality of waste manamegent in Surabyaa; Article 6 (2) of Surabaya Local Regulation No. 1 of 2019 regarding amendments to Local Reglation No. 5 of 2014 on Waste Management and Sanitation in the City of Surabaya addresses waste management target. Surabaya City Environmental Agency states that the target for residual waste reduction is 30%, meaning 70% of waste is successfully managed. However, in reality the TPS 3R in Surabaya haven't yet been able to contribute to this goal; for example at TPS 3R in Tenggilis, the final managed residual waste exceeds 50%. This indicates that operational performance still requires improvement. Additionally, at TPS 3R in Tenggilis features a composting house and provides the produces compost free of charge to local residents, community interest remains low. One contributing factor is the limites demand for compost due to the scarcity of green spaces in residential areas.

Resources

Resources are essential for supporting the sustainable implementation of policies. These resources include competent personnel, advanced technology, and adequate funding. The three components worsk synergistically to ensure the long-term sustainability of policy implementation (Dwiyanti et al., 2025). As seen in waste management at TPS 3R in Tenggilis, the available resources are effectively utilized. There are 19 staff members: 1 field supervisor, 15 assigned to sorting, 2 managed composting facility, and 1 on night shift. In addition, the station is equipped with adequate infrastructure, including a sorting area, composting facility, BSF maggot cultivation unit, and health insurance (BPJS) coverage for all employees. The daily operational budget is sourced from the State Bugdet (APBN) allocated by Surabaya City Environmental Agency.

The Characteristics of the Implementating Organization

One key factor that contributes to the successful implementation of a policy is the presence of clear and detailed procedures . With such procedures in place, everyone involved can carry out their tasks without confusion about the main goals of the policy (Putra et al., 2025). For example the TPS 3R in Surabaya has established Standard Operating Procedures for waste management at the TPS 3R. These SOP are also applied in the daily operations of the TPS 3R in Tenggilis. The process generally starts with the arrival waste at the unit, followed by weighing, sorting, shredding, compaction, residue removal, and ongoing supervision by

the TPS 3R in Tenggilis supervisor. In addiction, the supervisor conducts regular evaluations once in a month to review the overall performance.

Communication

According to (Arkum et al., 2023), effective communication plays a vutal role in ensuring that information is delivered clearly, accurately, and consistenly, thereby reducing the risk of misunderstanding. In the context of waste management at the TPS 3R in Tenggilis, communication has generally run well. The unit supervisor routinely submits daily reports to the TPS 3R coordinator and maintains coordination with team member through Whatssapp or walkie-talkie. However, occasional delays in responses from the Surabaya Enviromental Agency – particularly regarding machine breakdown – still occur. These delays van disruot daily ooerations and lead to temporary waste management accumulation at the facility.

In addition, the dissemination of information to the surrounding community is carried out directly through public outreach activities and social media platforms

Disposition/attitude

The disposition and attitude of policy implementers are greatly influenced by how they perceuve the policy and its benefits for the orhanization (Sahupala, 2020). This can be seen in DLH, which regularky conduct public outreach programs. Preparing naterials for these activites has helped improve the staff's understanding of the policy. In addition, TPS 3R in Tenggilis applies a job rotation system. This approach requires all staff members must learn and master various technical raspects of the operations. The rotation not only prevents boredome from performing the same task repeatedly but also helps maintain the motivation and enthusiasm of the employees.

Social, Economic, and Political Environmental

External factors play a improtant role in supporting internal organizational effort to achieve policy implementation goals (Azani et al., 2023). These factors include the social, economic, and political environmental. In the case waste management at TOS 3R in Tenggilus, several external aspects stand out. From the social perspective, local residents are involved as workers at the unit, and DLH regularly conducts outreach activities to raise public awareness about proper waste management. Nevertheless, community participation is still reletively low. On the economic perspective, the unit charge monthly fee Ro15.000,- per household to help cover waste transporation costs. Meanwhile from the political perspective, waste management at TOS 3R in Tenggilis enjoys strong support from Surabaya Government.

CONCLUSIONS AND RECOMMENDATIONS

Based on the results of this study on the implemenatation of waste management policy at TPS 3R in Tenggilis, Surabaya City which used Van Neter and Van Horn (1975) theory, several conclusions can be drawn :

1. Policy standard and objectives have not been fully achieved. The performance of TPS 3R in Tenggilis in reducing residual waste is still suboptimal, mainyl due to limited land availability
2. Resources for waste management are generally adequate. This includes staff, operational facilities, personnel supoort, health insurance, and financial assistance
3. The organization charavterustuc are quiete supoortive, with SOP already in place and implemented according to existing regulations. However, theres is still no specific regulation governing TOS 3R operations
4. Communication between DLH and TOS 3R in Tenggilis runs routinelt on a daily basis. Nevertheless delays respons from DLH still occur, especially in handling machine breakdowns.
5. The disposition of implementers is generally positive. Both DLH and TPS 3R in Tenggilis staff show good commtiment and responsiveness
6. In terms of the social, economic, and politica environmental, community participation remains relatively passive. On the other hand, the political asoect receuves strong support from the city government.

Based on the conclusion above, some following recommendation proposed :

1. Local government should consider expanding the available land and improving supporting infrastructure at TPS 3R in Tenggilis
2. Surabaya Envirinmental Agency need to improve its response mechanism for equipment breakdowns that require technical expertise
3. More intensive efforts are required increase public awareness and actuve participation in environmenyal conversation and 3R program.

ADVANCED RESEARCH

For future research, it is suggested to conduct comparative studies across multiple TPS 3R in Surabaya or othe cities to identify best practice in waste management policy implementation. Studies focusing on community participation and public awareness toward 3R orogram are also recommended. Furthermore, combining quantitative methods such as household surveys and waste volume mesurements would provide a more comorehensive undertsanding of the policy's effectiveness.

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