

FACTORS OF DIRECT PROVISION OF GOODS AND SERVICES: THE ROLE OF THE ENVIRONMENTAL AND CLEANING SERVICE IN WASTE BANK MANAGEMENT IN PANGANDARAN REGENCY

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Abstract

This study aims to analyze the role of the Department of Environment and Sanitation in waste bank management in Pangandaran Regency. This study focuses on the weak role of the government, as indicated by the suboptimal provision of goods and services to support the waste bank program and the suboptimal provision of training in waste bank program management. The research design used a descriptive qualitative approach. The data sources used were primary data with seven informants. Data collection was conducted through structured interviews, participant observation, and documentation studies. Data analysis utilized data reduction, data presentation, and conclusion drawing. The results indicate that the government's role in providing goods and services and training remains suboptimal due to budget constraints, a lack of competent human resources, and the uneven distribution of supporting facilities. Conversely, supervision and control have been carried out routinely through reporting mechanisms. These findings confirm that an active role for local governments in directly providing facilities and infrastructure is essential to ensure the sustainability of the waste bank program and increase the effectiveness of community-based waste management in rapidly developing tourist areas.

Keywords: Role of Government, Waste Bank, Department of Environment

A. INTRODUCTION

The increasing population and tourist attractions in Pangandaran Regency, coupled with changing consumption patterns and lifestyles, have led to a growing number of problems, particularly regarding waste. Incorrect mindsets, attitudes, and practices regarding waste have led to social, environmental, and health problems (Indrawati D, 2011). Therefore, awareness among various parties regarding proper waste management is needed, as population growth and economic activity continue to increase waste volumes.

Waste management is a major challenge for sustainable development, particularly in areas with rapid growth in tourism and residential sectors, such as Pangandaran Regency (Budi B, 2025). With the increasing volume of household waste and the lack of public awareness of the importance of waste sorting and processing, a management strategy that is

not only top-down but also based on community participation is needed (Fatimah et al., 2023). One innovative approach that has developed in the last decade is the establishment of waste banks, a community-based waste management system that adopts circular economy principles by incentivizing communities for the practice of sorting and collecting inorganic waste (Kasyfilham et al., 2025).

The government plays a crucial role as a policy maker, facility provider, institutional builder, and liaison between the community, the private sector, and other stakeholders. Without government involvement, many waste banks have the potential to cease operations due to a lack of adequate guidance, facilities, and support systems.

According to Bambang Ismanto (2022), a role is a set of behaviors expected of a person based on their social status, both formal and informal. Sarwono (2015) states that a role is a set of formulas that limit the behaviors expected of those holding a particular position. Meanwhile, according to Hanafie (2016), a role is a person's actions in exercising their rights and responsibilities in accordance with their position. Soekanto (2002) explains that "Role is a dynamic aspect of position (status). If a person exercises their rights and obligations in accordance with their position, they are fulfilling a role."

From the several definitions above, the author concludes that a role is an attitude or behavior that is expected by many people or a group of people towards someone who has a certain status and position.

The general role of government is a set of actions and policies implemented by the government to achieve a nation's shared goals. The role of government is crucial in the lives of both society and the nation. Simply put, the government can be likened to a "pilot" directing the achievement of predetermined goals.

According to Siagian (2009), the role of government generally manifests itself in various forms, such as regulatory functions, policy formulation, service functions, law enforcement, and maintaining public order and security.

The government's crucial role in waste bank management also includes efforts to raise public awareness through environmental education and campaigns, providing regulations that promote the 3R principle (reduce, reuse, recycle), and creating incentives for community-based waste management. The government also holds a strategic position in integrating the waste bank program into the overall national and regional waste management systems.

The Pangandaran Regency Environment and Sanitation Agency is a government office responsible for the primary tasks of formulating technical policies and implementing waste services, providing and maintaining waste management facilities and infrastructure, and managing revenues related to the community.

With the support of appropriate policies and programs from the government, waste banks can not only reduce the volume of waste ending up in landfills but also serve as a means of community empowerment and strengthening sustainable local economies.

According to Jones (in Mahsun, 2013), the government's primary role in public sector management encompasses three aspects: the regulatory role, the enabling role, and the direct provision of goods and services.

1. Regulatory Role

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The regulatory role is the government's primary role in establishing regulations for public sector management to prevent harm to the public (Nasution et al., 2019). Regulations are essential for the public to collectively consume and use public goods. The government plays a crucial role in establishing all rules related to the public interest. Without regulations by organizations within the public sector, inequality will arise in society. Some members of the public will inevitably be disadvantaged because they cannot access goods or services that are intended for the public.

2. Enabling Role

The Enabling Role is the government's primary role in managing the public sector, ensuring its easy enjoyment by the wider public (Sonia et al., 2022). The ultimate goal of most regulations is to ensure all public activities run safely, orderly, and smoothly.

3. Direct Provision of Goods and Services

The Direct Provision of Goods and Services is the government's primary role in providing public goods and services (Pure Public Goods) easily to the public, even if their management is delegated to the private sector (Bakara et al., 2024). In practice, the meaning of pure public goods is difficult to clearly distinguish from quasi-public goods. Furthermore, the increasing complexity and expansion of the public sector has led to the privatization of some public sectors. Privatization requires the public sector to engage with market mechanisms. The government plays a role in regulating various production and sales activities of goods or services, both public goods and quasi-public goods, even if they have been privatized or managed by the private sector. The public sector's role in this regard is to participate in control and supervision through a number of regulations that do not harm the public (Ritonga P, 2021).

These three dimensions are an inseparable part of the government's role in the public sector. In this context, among these three dimensions, the Direct Provision of Goods and Services aspect is the least recognized. In waste bank management, the government's role in the Direct Provision of Goods and Services is crucial, referring to its direct provision of public goods and services without going through third parties or the private sector. Waste banks are part of a public service closely related to cleanliness, environmental health, and community empowerment.

The importance of the Direct Provision of Goods and Services in waste bank management lies in the government's active role in directly providing the facilities, infrastructure, and supporting services necessary for waste bank operations, such as storage facilities, weighing equipment, staff training, and transportation vehicles. With this direct involvement, the government can ensure equitable access to services, even to areas less accessible to the private sector, increase operational efficiency, and strengthen public trust and participation.

Based on the results of the researcher's initial observations at the Pangandaran Regency Environmental and Sanitation Agency, it appears that the agency's role in waste bank management is suboptimal. This is evident from indicators in the Direct Provision of Goods and Services dimension, such as the lack of provision of goods and services to support the waste bank program implemented by the agency and the inadequate provision of training by the agency in waste bank management.

Based on the above background, the author conducted a study entitled “FACTORS OF DIRECT PROVISION OF GOODS AND SERVICES: THE ROLE OF THE ENVIRONMENTAL AND CLEANING SERVICE IN WASTE BANK MANAGEMENT IN PANGANDARAN REGENCY”.

B. LITERATURE REVIEW

Waste Management

Waste management is a series of activities that include the systematic collection, transportation, processing, recycling, and final disposal of waste to prevent negative impacts on the environment and human health (Nugroho et al., 2023). In urban and tourist areas, waste management presents a unique challenge due to the high volume of waste generated daily, dominated by single-use plastic waste and organic waste from household activities and the tourism sector. Effective waste management must integrate technical, institutional, financial, and community participation aspects (Hendra et al., 2024). Failure to manage waste can lead to soil, water, and air pollution, ultimately reducing the community's quality of life (Azizah et al., 2025). Low public awareness of waste segregation at source is one of the causes of the ineffectiveness of waste management in Indonesia. Therefore, sustainable management strategies must combine technological approaches, education, and community empowerment. Waste Bank

A waste bank is a community-based waste management model that applies the 3R principle (reduce, reuse, recycle) and supports the concept of a circular economy (Ainun et al., 2024). According to Minister of Environment Regulation No. 13 of 2012, a waste bank is a collection point for sorted waste, where the public can deposit inorganic waste in exchange for a specific economic value. This system resembles a banking mechanism, where waste becomes "savings" recorded in the customer's passbook.

Waste banks not only contribute to reducing the volume of waste disposed of at landfills but also increase community income, strengthen social networks, and foster environmental awareness (Afdhal A, 2024). Waste banks can be an instrument for community economic empowerment if supported by good management, clear regulations, and partnerships with the private sector.

The Government's Role in Waste Management

The government has three primary functions in providing public services: regulatory, enabling, and direct provision of public goods and services (Burhanudin et al., 2018). In waste management, the regulatory role is realized through the issuance of regional regulations, technical policies, and the establishment of operational standards. The empowering role includes training waste bank managers, community outreach, and facilitating partnerships with the private sector (Muntazah S, 2015). Government involvement is a determining factor in the success of waste management programs because it fosters coordination between institutions, provides resources, and ensures program sustainability (Junus et al., 2025). Without active government support, community initiatives such as waste banks often face challenges in terms of funding, infrastructure, and operational continuity.

C. RESEARCH METHODOLOGY

This study uses qualitative methods to gain a deeper understanding of the Direct Provision of Goods and Services Factor Analysis and the Role of the Environmental and Sanitation Agency in Waste Bank Management in Pangandaran Regency. According to Sugiono (2016), qualitative research is a research method used to examine natural object conditions, where the researcher serves as the key instrument, data collection techniques are triangulated (combined), data analysis is inductive, and qualitative research results emphasize meaning rather than generalization. Data sources were obtained from seven informants using purposive sampling. Data collection techniques included observation, interviews, and documentation studies. Data analysis techniques used included data reduction, data presentation, and conclusion drawing.

The Direct Provision of Goods and Services Factor Analysis of the Role of the Environmental and Sanitation Agency in Waste Bank Management in Pangandaran Regency is based on the dimensions of government roles in the public sector according to Jones in Mahsun (2013:6), with indicators: Provision of goods and services to support the Waste Bank program in Pangandaran Regency. Control and supervision of the provision of public facilities for the Waste Bank program in Pangandaran Regency. And there is the provision of training in managing the Waste Bank Program in Pangandaran Regency.

D. RESULT AND DISCUSSION

The direct provision of goods and services in waste bank management represents a commitment by the local government, specifically the Environment and Sanitation Agency, to address the challenges of upstream and downstream waste management. This direct involvement helps address market failures where the private sector may be reluctant to invest, and ensures the accessibility and sustainability of waste bank operations, particularly in vulnerable communities. This model strengthens the foundation of waste banks as agents of behavior change in communities that manage waste independently and responsibly. With this direct provision, the Environment and Sanitation Agency ensures that waste banks have robust infrastructure and operational support, minimizes barriers to community participation, and directly contributes to increasing the effectiveness of community-based waste management programs.

The direct provision of goods and services by the Environment and Sanitation Agency in waste bank management in Pangandaran Regency remains suboptimal, as shown in interviews with seven informants: the Head of Waste Management and Environmental Capacity Building, an Environmental Analyst, an Environmental Supervisor, a Waste Collection Supervisor, and a Sanitation Officer.

In this study, researchers used the Direct Provision of Goods and Services dimension, as outlined by Jones (2013), with three indicators to determine the Direct Provision of Goods and Services by the Environment and Sanitation Agency in managing waste banks in Pangandaran Regency, namely:

1. Direct supervision by the Village Head regarding the entry and exit hours of village officials.

Based on interview results, regarding the indicator regarding the provision of goods and services by the Environment and Sanitation Agency to support the management of the Waste

Bank program in Pangandaran Regency, 6 out of 7 informants revealed that implementation was still inadequate. The provision of goods by the Environment and Sanitation Agency was only carried out at a few waste banks. Meanwhile, services, such as waste collection personnel, were determined by the waste banks themselves.

One obvious shortcoming was the closure of the landfill in Pangandaran Regency. Ideally, a waste bank would sort waste by type and then divide it into two main categories: recyclable waste and residual waste (waste that is difficult or cannot be recycled). Landfills (TPA) have traditionally been used to store residual waste. If they were closed, waste banks would face challenges in disposing of the collected waste. Without a TPA, the waste generated from sorting would accumulate at waste bank facilities. This could lead to storage space issues, potential health and environmental problems around the waste banks, and disrupt daily operations.

Another issue is the lack of adequate procurement of goods, such as vehicles or trucks for waste collection, which hinders waste management at waste banks. This obstacle slows down the waste collection process by officers, leading to a buildup of waste at individual waste banks, creating an uncomfortable environment.

Observations indicate that the provision of goods and services by the Environment and Sanitation Agency to support waste bank management has not been optimal. The Agency's process only provides assistance to waste banks in Pangandaran Regency. The Agency's focus is solely on providing support, guidance, and facilitation to the community and waste bank managers, without taking over or dominating daily operations.

Sometimes, during the collection process, officers mix all the waste that has been sorted by the community together, requiring re-sorting upon arrival at the main waste bank. This results in an ineffective and lengthy waste management process. Furthermore, other facilities, such as trash bins in public areas like parks and town squares, are lacking and are not checked daily, leading to waste accumulation. The need for procurement of goods and services to support government programs to ensure their optimal implementation aligns with Arsana's (2016) opinion, stating, "In the context of government procurement of goods and services, the government, as the user of goods and services, requires goods and services to improve public services, not for profit." This is intended to ensure procurement aligns with its stated objectives, namely, obtaining desired goods and services rationally and in a structured manner to provide high-quality service to the public.

Therefore, the provision of goods and services to support the waste bank program in Pangandaran Regency is considered suboptimal. Interviews and field observations indicate that the Environment and Sanitation Agency has focused solely on facilitating and supervising the waste bank program, resulting in no specific budget for the provision of goods and services.

Currently, the waste bank itself has been providing the goods and services it needs. This can hamper waste bank management. One potential obstacle is operational constraints, resulting in inefficient waste collection and sorting processes. This is because without adequate facilities, such as inadequate transformation equipment, collection will be delayed. Furthermore, waste processing will be limited, leading to waste accumulation, resulting in an unhealthy environment and public discomfort. This will result in decreased community

participation, resulting in the ineffective operation of waste banks. Consequently, waste banks will function solely as collectors, not processors.

Obstacles identified include the lack of a dedicated budget allocated by the Environment and Sanitation Agency for the waste bank program in Pangandaran Regency. Competitive staff are also lacking. Efforts to provide facilities include submitting proposals to the provincial and central governments. Therefore, the provision of goods and services is not handled by the Environment and Sanitation Agency; third parties act as liaisons between the waste banks and other relevant parties, such as partners or companies with similar interests. The Agency then delegates recruitment of staff to the waste banks themselves, allowing them to independently recruit according to their own criteria and needs.

Therefore, it is hoped that the provision of goods and services to support the waste bank program in Pangandaran Regency can be prioritized and further enhanced. Without adequate provision of goods and services, the potential of the waste bank program will not be optimally realized, and sustainable waste management efforts will be hampered.

2. Control and supervision of the provision of public facilities for the Waste Bank program in Pangandaran Regency.

Interview results indicate that, based on the control and supervision indicators for the provision of public facilities for the Waste Bank program, all informants stated that these have been implemented by the Environment and Sanitation Agency, such as reporting by BSU and BSI officers routinely every six months.

These reports serve as a reference for the Environment Agency's oversight and control. If any obstacles are identified, they can be addressed immediately and field staff can intervene to resolve the issue. The oversight in the form of reports from waste bank officers is due to the Environment Agency's inability to directly supervise and control all waste banks in Pangandaran Regency. Supervision activities conducted solely through data reporting refer to a system in which monitoring and evaluation of waste bank performance are entirely or primarily based on data and information periodically reported by the waste banks to the Environment and Sanitation Agency. Consequently, direct interaction, field observation, or physical verification may be minimal or even non-existent.

Despite limited resources to meet efficiency demands, data reporting remains the backbone of oversight. The Environment and Sanitation Agency is striving to maximize the information collected, developing a more sophisticated analysis system through an application, and possibly conducting occasional random verifications to ensure the accuracy of reports. It is hoped that, even without an intensive physical presence, supervision can still be effective, encouraging waste banks to continue growing and making a real contribution to sustainable waste management in Pangandaran Regency.

Similarly, observations indicate that the Environment and Sanitation Agency has been conducting routine control and supervision through data reported by waste bank officers. In this process, officers report the amount of waste processed, the number of customers saving at the waste banks, and data on facilities and infrastructure that are still suitable for use. With these reports, the Environment Agency can regularly and routinely monitor the waste processing process at both the main and unit waste banks. This includes checking the shredders and waste collection trucks to ensure proper and optimal waste management.

Furthermore, based on reports from the waste banks, the Environment and Sanitation Agency can conduct direct supervision if the reports reveal obstacles hindering waste bank management. For example, reports of damaged or inoperable shredders. The Department of Environment and Sanitation will be on the ground investigating the issue.

This control and oversight is expected to ensure the waste bank program's objectives and targets are met and to minimize potential deviations. This finding aligns with the purpose of oversight, as stated by Daulay (2016), who stated that:

The objectives of supervision are as follows:

1. To determine whether work is running smoothly.
2. To correct errors made by employees and to prevent the same errors from recurring or new ones from occurring.
3. To determine whether the allocated budget is being used according to the initial plan.
4. To determine whether work is being implemented according to procedures and programs (phase/level of implementation).
5. To compare work results with those established in the plan.

Thus, the control and supervision of the provision of public facilities for the waste bank program in Pangandaran Regency is considered quite optimal. This is demonstrated by the supervision and monitoring process carried out by the Environment and Sanitation Agency, along with waste bank unit and main unit officers, through a defined coordination flow.

With this coordination flow, the control and supervision of the waste bank program will be more effective. This allows the Environment and Sanitation Agency to ensure that the waste bank program is running according to its objectives. Officers and the Agency can then collaborate to proactively identify and address problems and optimize the positive impact of the waste bank on the environment and community in Pangandaran Regency.

3. Training in Waste Bank program management in Pangandaran Regency.

Based on interviews regarding indicators of training provided by the Environment and Sanitation Agency in waste bank management, five of seven informants stated that it has not been implemented optimally. This is indicated by the training only being conducted twice a year, and even then, it is focused only on the main waste bank.

This training cannot be provided routinely due to a lack of available human resources and a lack of understanding of waste banks. Waste bank management training requires experts who understand various aspects, from the technical aspects of waste sorting and processing, to the administrative and financial management of waste banks, to community empowerment and communication. If the number of staff at the Environment and Sanitation Agency with these skills is limited, the ability to provide comprehensive and sustainable training is hampered. Waste banks will struggle to develop and provide maximum benefits to the community if their staff lack adequate knowledge and skills.

Observations indicate that training for both the community and staff is still very limited. This is due to a lack of funding for training and a lack of human resources who understand and are familiar with waste banks. This lack of training can create obstacles such as a lack of accountability on the part of staff in carrying out their duties. This is evident in the presence of waste collectors who remix waste that has already been sorted by the community. Furthermore, there are delays in waste collection at the waste bank units. Untrained staff may

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be less able to conduct outreach and build public awareness, resulting in low participation in the waste bank program. Providing training is one way to improve employee potential and capabilities in providing services. According to Subroto (2018), "Training is an activity to improve employee work skills, which is useful for achieving a company's goals."

Therefore, training in waste bank program management in Pangandaran Regency is considered suboptimal. This is demonstrated by the fact that training provided by the Environment and Sanitation Agency is only conducted twice a year, and even then, only for the main waste bank. Furthermore, there are incompetent staff, who reassemble the sorted waste during pickup. This results in ineffective work patterns.

Obstacles identified include a lack of budget for comprehensive training and a lack of human resources familiar with waste banks. Furthermore, the long distances and inaccessibility of the waste banks mean that training is only provided to the nearest waste bank. To address this, the Environment Agency is prioritizing staff at the main waste bank to attend seminars and training. These staff can then share their training findings with the unit waste banks, ensuring that all staff receive training.

E. CONCLUSION

Based on research in Pangandaran Regency, the role of the Environment and Sanitation Agency in the "Direct Provision of Goods and Services" dimension for waste bank management is not yet optimal. This is evident in two of the three indicators that have not achieved optimal results.

The first indicator, the provision of goods and services to support the waste bank program in Pangandaran Regency is still inadequate. This is indicated by the lack of a specific budget allocated by the Environment and Sanitation Agency for the procurement of waste bank facilities. The process, however, focuses solely on providing assistance to waste banks.

Furthermore, the control and supervision of the provision of public facilities for the waste bank program in Pangandaran Regency has been quite optimal. This is demonstrated by the coordination flow between the Environment and Sanitation Agency and waste bank officers in reporting over a specific period.

Furthermore, the provision of training in waste bank management in Pangandaran Regency is considered suboptimal. This is indicated by the training conducted by the Environment and Sanitation Agency only twice a year, and even then, only the parent waste bank is involved.

Thus, it can be seen that the direct provision of goods and services dimension is not yet optimal, as two of the three indicators have been implemented but are not yet optimal. This situation could hamper the role of the Environment and Sanitation Agency in managing the Waste Bank in Pangandaran Regency.

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