

Communication Factors in Implementing Solid Waste Management Policy in Manado

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Abstract: The research is aimed at analyzing the communication of the policies of solid waste management in Manado, seen from the communication factors. First are the knowledge and understanding of the contents of the policies by the government, responses, and abilities to communicate, as well as the credibility of the government. Second is the clear and understandable content. The third is the use of appropriate media in delivering the messages. Fourth, people's understanding, attitude, and community behavior on solid waste management are highly determining the success of the implementation of the policies in Manado. The research applies to qualitative methods. The data were collected through observation and in-depth interviews with 20 informants, which include government apparatuses and the community. The research found that governments have adequate knowledge, understanding policies, responses, communication ability, and credibility. However, the qualities are not supported by the availability of appropriate media in distributing the information. In addition, the messages delivered to the people have not been able to change the behavior of most of the people in Manado in terms of waste management.

1 INTRODUCTION

One of the critical issues in the urban area environment is waste. It is a fact encountered by society, especially in a crowded area. Along with the increase in population, consumption patterns and prosperity have increased the amount of waste. However, increasing waste is not balanced with proper and effective waste management, causing garbage buildup in several places. Waste that is not managed correctly leads to several problems. First, insects or pests breed on it, allowing the spread of infectious diseases (such as diarrhea, cholera, and typhus). Second, waste can contaminate air, like, bad smell, ash, poisonous gas, and burning smoke. Waste can also contaminate water, such as the bad smell of freshwater and the change of watercolor. Third, waste may bring flood in the rainy season, which is caused by a clog of water flow, which is the potential for financial loss or casualties. Forth, the decreasing aesthetic value around the landfills has the potential to cause social conflict. The decreasing aesthetic of the city also affects the tourism sector in Manado city, because beauty and cleanliness are the aspects which attract foreign or domestic tourist.

The waste issue in Manado city is caused by several factors. First is the low awareness of waste management. It is evident where the people throw away the garbage, for example, throwing out the garbage while they are inside a vehicle. Second, society still breaks the law, such as dumping the garbage at any period. Third, the punishment for a society that violates the rule is not explicit, thereby allowing them to continue the activity. Forth, the people have a lack of understanding of waste management as well as the impact. For example, people in Manado still use the old method, such as burning, throwing the garbage into the river, throwing the trash in any place, or amassing them in the field. Fifth, the limit of temporary disposal area and landfills cause the waste to pile up in several areas, thus decreasing the aesthetic value of the city.

In the attempts to decrease and resolve the waste issue, the government of Manado city has established the Policies of the Regional Regulation of Manado City Number 7 of 2006 Waste Management and Retribution of cleaning service. Government of Manado city, through the relevant institution, namely the environmental service of Manado city, has the duty to implement the

regulation. The regulation of waste management in a city aims to keep the city clean and healthy.

Although the waste policies in Manado city has been implemented since 2007, the problem has not been resolved. The rapid urban population has resulted in an increase in garbage buildup. That affects the provision of landfills. The volume of garbage produced in 2016 was around 328.5 tons per day (1,037 m³/day). It increased to around 412.9 tons per day (2.064 m³/day) in 2017. The research which was done by Sudrajat, Liando, and Sampe (2017) founded that the regulation was not optimal because the infrastructure is no longer suitable to use. Indeed, some of them cannot be used. In addition, the limit of the supporting tool, such as the capacity of a garbage truck, adds to the problem. Second is the limitation of human resources in terms of numbers and quality. The third is the limited budget to provide garbage trucks and other facilities. Forth is low awareness of the society in cleanliness.

Moreover, communication policy is one of the important things in implementing waste management. However, society has not fully participated in it, for they have not entirely understood the policies established by the government in relation to waste management. The communication of waste management policies is carried out through the community and religious activities such as Pembinaan Kesejahteraan Keluarga (PKK) and Musyawarah Perencanaan Pembangunan (Musrembang). Nevertheless, it is only in terms of informing society, instead of changing their behavior toward waste. A similar thing occurred to communication through media in the form of billboards and public service advertisements. Therefore, this study is conducted to analyze the communication factors that influence the implementation of waste management and the obstacles in communicating the policies of waste management.

2 LITERATURE REVIEW

2.1 Communication and Public Administration

Communication refers to an action done by an individual or more who send and receive messages that are distorted by noise, that occurs in a particular context, that has a specific effect, and that creates the chance to give feedback (DeVito 1996:23). According to Head (2007:39), the main focus of communication is the information about the

availability and advantages of services, people's access to the service, people's rights to get the service, change of control, and several rights and obligations. It means that communication is related to public service. Further, Edward III (1980:17) said that the implementation of the regulation would run well if it is supported by communication factors, disposition, resources, and bureaucracy structure. The communication factor in that theory is the first factor in determining the success of regulation, among other factors. The regulation is related to what the government has established.

In addition, Edward III (1980:17) said there are three indicators that can be used in measuring the success of the communication factor, which indicators are: 1. Transmission. Distribution of excellent communication will be able to produce a useful implementation too. Often there are problems in the distribution of communication that is a misunderstanding in the distribution of communications that is misunderstanding or miscommunication caused many levels of bureaucracy that must be passed in the process of communication so that it is expected to be distorted in the middle of the road. 2. Clarity. Communications received by the policy implementers (street-level-bureaucratic) must be clear and not confusing or ambivalent/ambiguous. 3. Consistency. Commands given in the implementation of communication should be consistent and clear to set or run. If the command is given frequent changes, it can cause confusion for implementers in the field.

The indicators are interconnected and influence each other. Excellent delivery of communication will lead to proper implementation. However, good implementation is inseparable from the clarity of communication that is conveyed or received by the implementer of the policy. The clarity of information and communication is insufficient if the communication is not consistent, or the policy is often changed, bringing confusion to the people implementing them.

2.2 Communication Factor

According to Ndraha (2003:467), communication, in general, emphasizes two aspects: First is the emphasis on the process of conveying message based on Laswell's theory (message transmission theory): "Who says in what in which channel to whom with what effect." Second, giving emphasizes the exchange of values or the process of exchanging thought. "the process of the exchange of meaning by

verbal and non-verbal signs operating through cosmologies, cultural, contents, and conduits."

The theory of communication by Harold D. Laswell mentioned that the best way to explain the process of communication is to answer the question of "Who says what in which channel to whom with what effects." The answer to Laswell's question is the elements of the communication process, namely: Communicator, message, media, receiver, and effect.

Based on the above theory, the research is to examine the communication factors that affect the implementation of waste management policies. The first question (who) refers to who took the initiative to communicate. In this case, are the leaders or staff within the scope of the Office of the Environment, and the District Head spread in several sub-districts of the city of Manado. Second is what is said. This question relates to the content of communication or what message is to be conveyed in the communication. In this case are the purpose, objectives, and implementation procedures of the Solid Waste Management Policy. The third question is by which channel or through what media. What is meant by media is a communication tool, such as talking, body movements, eye contact, touch, radio, television, newspapers, internet, brochures, advertisements, and so on. Of course, not all media are suitable for communicating the policies. The fourth question is "to whom," or ask who the audience is or recipient of the message delivered. In this case, is the community. The fifth question is what effect or what effect/influence of communication. This question can ask two things, namely what you want to achieve with the results of the communication, and what people do as a result of the communication

3 METHODOLOGY

The method used in this study is a qualitative approach. This study tries to find answers to the question of what communication factors influence the implementation of robust waste management policies in the city of Manado.

Judging from its purpose, this study belongs to applied research because the results are expected to be used to solve practical problems. Data and information are extracted in-depth and detailed to explain the relevance of issues in terms of program effectiveness. The primary data source is obtained through observation and interview (in-person interview or face-to-face interview) with 20 random

informants. Data obtained from primary sources, namely data obtained from informants such as staff/leaders of the Department of Environment, Village Head, Sub-District Head, Cleaning Officers, and Communities scattered in Sario, Malalayang, Tikala District, Mapanget, Tuminting, Wanna. While the Secondary Data Sources are obtained from various documents, such as government reports, print media, and other documents related to the research problems. Document analysis is carried out to obtain more complete and supporting information from the results of the interviews.

To analyze data, the first is organizing the data, which consists of field notes, researcher comments, pictures, photos, documents in the form of reports, articles, and so on. Then processed and analyzed the data by using descriptive qualitative method, which is a technique that describes and interprets the meaning of the data collected by paying attention to and recording as much as possible aspects of the situation under study, so as to obtain a general and comprehensive picture of the phenomena of the research topic.

4 DISCUSSIONS

The Solid Waste Management Policy number 7 of 2006 is intended to support the realization of the city of Manado as the capital of a Province that is clean, healthy, comfortable, and environmentally friendly. Therefore, there is a need for awareness and participation of all components of the community to maintain cleanliness and the need for environmental regulation and arrangement in the jurisdiction of the Manado city government.

Government efforts to address waste problems in Manado City:

- Integrated Waste Management Site (TPSP) 3R in each sub-district to reduce the amount of waste, so it does not accumulate in the landfill
- Setting the schedules for garbage disposal, which is between 6 pm and 6 am
- Hygiene Reducing Plastic Waste Program in the State Civil Apparatus (ASN) in Manado City Government. ASN is required to carry a thermos of drinking water, instead of mineral water in plastic packaging, especially during working hours
- Construction of a regional waste disposal site (TPA) in the Ilo Ilo village of Word, Wori sub-district

- **Waste Bank Program.** The government holds a Waste Bank Program with the aim to develop the community self-awareness to process waste, starting from the household waste. People can categorize waste into organic waste and non-organic waste. Non-organic waste such as plastic, bottles, and paper is collected and sold to the Waste Bank. This way, the Waste Bank program can have economic value for the community.

In the policy implementation, communication factors greatly influence the process of policy implementation. Based on Lasswell's theory, the communication process suggests five components or factors that must be considered. These five factors are communicators, messages, media, communicants, and effects.

4.1 Communicator Factors

The first factor is the communicator. In this case, the staff/leaders of the Environmental Office, Head of Sub-District, Head of Village, and Head of Environment in the city of Manado. The apparatus resources, which are also communicators in the process of communication with the community, are the determining factors in socializing or communicating the Solid Waste Management Policy in the city of Manado. The authority to carry out robust waste policy implementation in the city of Manado was centralized (delegated) from the Manado City Government Environmental Agency, to the sub-district office in each Manado city sub-district. The delegation of authority is intended to be more effective in the implementation of robust waste policies. In addition, sub-districts are considered to be more familiar with and close to their communities, making it easier for the process of socialization of robust waste policies.

In the dimension of the communicator, in this case, the government apparatus, the first thing to examine is the knowledge and understanding of the communicator about the policy. According to Edwards III (in Winarno 2002: 126-1270, the first requirement for effective policy implementation is that those who implement the decision must know what they must do. Knowledge of government officials in understanding what constitutes policy goals and objectives is essential. Thus he will fully understand how to implement it. The lack of understanding of policies often causes various obstacles in implementation. This is due to the

limited information after the policy is formulated. The limited information causes a lack of understanding of the contents of the policy, consequently affecting how to implement or implement the policy.

The results of the interviews about the knowledge and understanding of the government apparatus regarding waste management and restitution management policies are highly satisfying. Government officials understand the contents of the policy and are able to explain the efforts made to reduce waste problems in the city of Manado. For example, the availability of facilities and infrastructure, the availability of human resources, in this case, concerns cleaners, as well as the number of funds allocated for the construction of facilities and infrastructure.

The second thing that was examined from the communicator factor was the communicator's response. In this case, how the government apparatus responds to people's complaints and their speed in solving problems. For example, community complaints still have some environment that is still dirty due to the accumulation of garbage. Garbage buildup is caused by the absence of officers carrying garbage. To date, the community has a positive opinion on the government's response to community complaints regarding the problem of waste and environmental cleanliness. However, the realization is rather slow due to the limited number of waste transport officers, thereby creating obstacles in minimizing waste and supporting environmental cleanliness.

The third thing that was examined from the communicator factor was communication skills. Communication that is done without reaching the target is the fault of the communicator. Communicators are initiative takers in the process of communication. According to Cangara (2008: 85), the main actor in the communication process (government apparatus) plays a vital role, especially in controlling the course of communication. For that, a communicator must be skilled at communication, and also rich in ideas and full of creativity. In connection with the role of communicators in delivering messages, the results of interviews with informants said that communicators who have skills in preparing words would make it easier for people to understand the message conveyed. Communicators who have expertise in this matter understand the problems discussed will be trusted by the community. Furthermore, communicators who have a right attitude and understand the background of the communicant (community) such as the level

of education and employment can provide good response for the community. The community will easily believe and do what the communicator says. It can be concluded that the community can trust a communicator who has good credit so that the community will be more comfortable to do what is conveyed.

According to Rachmat (2005: 260), credibility is a set of communicative perceptions about the properties of communicators. In this definition, there are two things. First, credibility is the perception of communication, so it is inherent in the communicator. Second, accessibility with regard to the characteristics of the communicator hereinafter referred to as components of credibility. The components of credibility include: first, expertise, that is, the impression formed by the communicant about the ability of communicators with their relationship with the topic being discussed. Communicators who are high on their expertise are considered intelligent, capable, expert, experienced, and trained. Second, trust is the impression of communicants about communicators that are related to their character (honest, dishonest, sincere, and so on).

4.2 Message Factor

The second factor is the message. The message is the content or intent that will be conveyed by one party to another. In this case, the message is a series of information, information, and explanations related to the Solid Waste Policy that must be delivered by the government apparatus to the people of Manado. The message can be delivered directly or indirectly. Indirectly means through media. Whereas direct means face to face or communication carried out in public. The message conveyed through the media was through billboards displayed in several places in each village. In addition, it can message delivered through newspapers, online news (Indopost, Liputan6.com, Tribun.com), or the Manado City Government website, and social media (Facebook). Messages or information delivered in printed and online newspapers is related to news of robust waste policies, such as cleaning activities by the State Civil Apparatus (ASN), prohibition on the use of plastic bottles of drinking water in ASN circles, socialization of Waste Banks, and Capture Operations Hands (OTT) for people who throw litter.

The message conveyed by the Environmental Agency through advertising or billboards is "Do not Dispose of Waste Trash, especially near the river,"

"Dispose of Trash in its Place So that the environment is clean and healthy," "Smart People Dispose Trash in Its Place," or "Marijo Baking Clean Manado." The message delivered is concise, easy to understand, and easy to remember. Even so, the message is only limited to advice or appeal without reminding the public about the impact of a dirty environment or the danger of littering the environment. Thus, the contents of the message are not able to change people's behavior towards garbage, primarily if the message is delivered only once or only read at a glance.

The message delivered directly is through community activities or religious activities. Messages are directly delivered by the Head of Sub District in religious activities, such as condolence. Usually, the contents of the message only appeal and remind them of the importance of maintaining cleanliness. Therefore the community is invited to dispose of garbage in a place provided, such as a temporary landfill, by distinguishing organic and non-organic waste. The messages remind the public to clean the plastic trash in the culverts and remind the public to dispose of the garbage at predetermined hours. However, the socialization of Waste Banks, benefits, and objectives are still minimal. In addition, the socialization of strict sanctions for people who litter, as well as those who dispose of the garbage, is not carried out at the appointed hours. Firstly, it is due to the limitations during religious events. Secondly, in the delivery of messages, communicators only limit the amount of information conveyed. In other words, they only convey two or three pieces of information by emphasizing the things that are considered most important.

The results of the interview revealed that the message conveyed directly to the community was more effective due to several factors. First, it is delivered directly to the community in large numbers so as to reach a broad community. Second, the message delivered can be repeated using tone convergence that emphasizes essential messages. Third, the language used is easier to understand and digest by all levels of society, especially the message that is delivered using everyday language or the dialect of the local community. Fourth, the use of non-verbal languages, such as facial mimics, hand movements, gestures that function to emphasize and complement several verbal messages, can attract the attention of the public to hear and understand better. Conversely, the delivery of messages with the use of convoluted language and the absence of facial expressions or hand and body movements tend not

to attract the attention of the public to hear the message being conveyed.

4.3 Media Factors

Media or channels are tools or facilities used to convey messages from communicators to communicants (Cangara 2006: 119). Media is a tool used in the process of delivering messages or disseminating Waste Management Policies. The media includes radio usage, newspaper media, billboards, info/announcement boards, and internet (website) and social media (Facebook, WhatsApp) usage. The data about the use of billboards in the city of Manado with the message "Do not litter" from the environmental service in the amount of 75 in 2015, 108 in 2016, and the number decreased to 70 in 2017-2018. This amount is still relatively small compared to the population of the city of Manado. So that the message cannot be reached by all levels of the city of Manado. The Department of Environment has not used advertisements on electronic media such as radio or television, so that the message range is minimal.

Based on the results of interviews with informants, in this case, the staff at the Manado City Environment Office, the use of the media was limited to info/announcement boards, billboards, local newspaper media (Comments, Manado Post, Tribun), online media (News, Indopost, Government website Manado City) and social media (Facebook and WhatsApp). This is due to the limited budget for the use of media in disseminating the Solid Waste Policy. The use of local newspaper media to report matters relating to the activities of the City of Manado in terms of environmental clean-up, or socialization of the benefits of Waste Banks. Whereas the use of WhatsApp is for the internal benefit of the organization with the Smart WA DLH address about activities related to environmental preservation, such as Beach Cleaning, sidewalk cleaning especially cleaning or lifting plastic waste. The activity is held every Friday. The use of Facebook is only limited to information on activities and hand capture operations (OTT) for those who dispose of litter.

4.4 Communicant Factor

The fourth factor is the communicant or the community as the recipient of the message or information from the communicator (apparatus) related to the Waste Policy. Communicant is one of the actors in the communication process that cannot

be ignored because the success of the waste policy is inseparable from the response of the communicant (community). In the dimensions of the communicant, the essential things to study are understanding, perception, and attitude of the communicant.

Based on the results of interviews with informants, communicants as recipients of messages from communicators (in this case, the government apparatus) understand the contents of government policy. Direct and intense communication will be more accessible for the community to understand the content, the purpose, and objectives of the Waste Management Policy. In addition to direct communication, public understanding is also obtained from the media used to socialize the Waste Management Policy. For example, billboards displayed in several places in a residential area that remind the public to dispose of garbage in its place and at regulated hours and strict sanctions against violations of these rules can increase public understanding of maintaining environmental cleanliness. However, according to the informant, the media, in this case, the billboards, used by the government for the dissemination of messages, did not have much effect on maintaining cleanliness. Conversely, self-awareness factors because of their understanding and knowledge of the importance of environmental sustainability significantly contribute to their cleanliness.

The second thing that is examined from communication is the attitude of the community. Attitude is an individual's feelings about objects, activities, events, and other people (Aw 2011: 75). This feeling becomes a concept that presents likes or dislikes. Attitudes can be positive, negative, or neutral. Attitudes can encourage a person to be ambivalent towards an object, which means he must continue to experience doubts in a positive or negative opinion of certain events. There is an influence of attitudes towards a person's behavior, and it is often irrational. For example, an individual considers it essential to dispose of garbage in its place as an effort to maintain environmental cleanliness and as an effort to preserve the environment. This was done to avoid flooding that could befall during the rainy season, especially if the person lives in a flood-prone area or near a river. Rationally, that attitude will encourage the behavior of throwing garbage in its place and maintaining the cleanliness of the environment. But sometimes the correlation with behavior is irrational, meaning that even though his attitude supports the government's efforts to maintain environmental cleanliness and

environmental preservation, in reality, he or any individual who is not interested in or does not like to dispose of garbage in its place even tend to litter. For example, throwing garbage from the vehicle or throwing garbage in the river. Attitudes can change as a result of experience. Tesser 1993 in Aw 2011, said that hereditary factors could influence attitudes indirectly. A person's attitude can also change due to the persuasion of knowledge found in the media. This can be seen when the media affects an individual. This way, the attitude of the communicant can be affected by the media or billboards as a means of delivering messages on waste management policies. The positive attitude of the communicant (community) to dispose of garbage in its place can be affected if a person or community sees intensely and repeatedly reads about the message.

The third thing that is examined from the communicant is perception. According to DeVito (1997: 75), perception is a process by which we become aware of the many stimuli that affect our senses. In communication, perception gives meaning to sensory stimuli that come from an individual in the form of verbal messages and nonverbal messages. Perception has a vital role in the success of communication. This means that accuracy in perceiving sensory stimuli reflects the success of communication. Conversely, failure to perceive stimuli causes miscommunication. Therefore, it can be said that perception is the core of communication. Because our perceptions are inaccurate, it is impossible for us to communicate effectively. The perception determines what messages to choose and what others to ignore.

The results of the study indicate that public perceptions of government efforts in implementing waste management policies are sound. The government has been trying to overcome the problem of waste. This is indicated by the government's seriousness in regulating the schedules of the garbage disposal and giving strict sanctions to violators of the rules. Also, the government attempts to build facilities and infrastructure such as the 3R polling station on the outskirts of the road, building a landfill in the Word sub-district and increasing the number of cleaners by providing incentives in the form of salary based on the Minimum Wage Regional in Manado. The community also thinks that the government's efforts to reduce plastic waste by issuing rules prohibiting the State Civil Apparatus from using drinking water in plastic packaging and using water thermos very well in order to reduce plastic waste.

Although the various efforts made by the Manado City Government in the context of overcoming the problem of waste is welcomed by the community, the public perception that the city of Manado was free of garbage means that the city of Manado is still far from expectations. First, even though the government has sought various programs to deal with waste problems such as regulating hours of garbage disposal, there are still people who dispose of garbage not at their hours and throw garbage at random, such as from vehicles, dumped in culverts, or on rivers.

Secondly, the community considers the environment is still dirty and even very dirty due to the lack of supporting facilities and infrastructure such as the Temporary Disposal, allowing them to throw it on the side of the road, which significantly disrupts environmental aesthetics and causes an overpowering smell. It is also found that there are still people who throw garbage in the river, especially in the morning at 4 o'clock, when other people are still sleeping. So, during the rainy season, there are a lot of last-minute piles of garbage in the riverbanks.

Third, the public perception about the cleanliness of the city is still very far from expectations because the accumulation of garbage also occurs due to the lack of janitors who carry garbage. For example, in several places in the city of Manado, such as the Tuminting sub-district, the Tuminting sub-district, and the village of Paniki, Mapanget sub-district cleaners only carry garbage twice a week. As a result, the garbage hung in front of the fence, and there is a buildup of garbage in front of the yard.

Fourth, one of the activities to support the success of the Policy on Waste Management is through a Waste Bank. As for the Waste Bank through the slogan of the "Lose the Trash, get the cash," it is hoped that the community will be able to carry out the 3R movement, namely Reduce, Reuse, and Recycle. Communities can reduce waste, choose, and manage waste again. In the sense that the community is able to choose organic waste and non-organic waste, paper waste and plastic waste are selected based on their categories and are estimated to the Waste Bank so they can make money. Hence, a smart community in waste management can improve the welfare of their families.

However, the community still lacks the use of the Waste Bank as a place to exchange plastic and paper waste that can generate money. For example, communities in several areas that provide the Waste Bank, such as in Ranotana and Wanea Villages, still do not use the Waste Bank. Public perception about

the procurement of Waste Banks as a government effort to educate the public to process waste--starting from households by choosing waste according to its type, namely organic and non-organic so that the waste that is appropriately managed can bring economic benefits is still far from the expectation of success. This is because the socialization of the Waste Bank is still lacking, so many people still do not know about the existence, purpose, and benefits of the Waste Bank. Also, not all areas in the city of Manado provide Waste Bank facilities.

4.5 Effect Factors

The fifth factor is the effect. The effect is the difference between what is thought, felt, and done by the recipient of the message before and after the Waste Policy is communicated or socialized. Effective communication is communication that creates specific effects in accordance with the goals to achieve. The effect of communication is an indicator or measure of communication success. According to Effendi (2003: 318-319), some of the effects of communication are 1. Cognitive effects, namely effects related to mind, reason, or ratio. For example, communication causes people who did not have the knowledge, do not understand particular things, or are not aware of something into the state of knowing, understanding, or aware of something 2: affective effects, namely effects related to feelings. For example, people who were initially unhappy become happy. 3. Conative effects, namely effects that give rise to the intention to behave in a certain sense in the sense that the word performs an action or activity that is physical or physical.

4.6 Cognitive Effects

In general, the people of Manado city have good knowledge about the environment. Communities or communicants as recipients of messages from communicators or the government gets knowledge about maintaining the cleanliness of the environment, disposing the garbage in its place and disposing of garbage according to the hours set, and getting knowledge about sanctions for violators of the rules. The community is aware of these things, both directly from government communication and through the media, in this case, billboards or news in print and online.

Based on the results of interviews with informants, it is said that direct communication carried out by government officials provided more

knowledge than communication through the media. The credibility of communicators is believed to influence people's attitudes in maintaining environmental cleanliness. Meanwhile, the use of media is only slightly influential in changing people's attitudes in maintaining cleanliness. The use of media is limited to giving knowledge to some people without any concrete action. The contributing factor is the media used to socialize the Solid Waste Policy, namely billboards, are only a small amount and are only displayed in certain places. This way, the people just skim. Then, the message delivered is straightforward. For example, do not litter, without explaining the benefits of disposing garbage or what the consequences of littering. Second, the news reported in the daily newspaper, only contains news about activities related to environmental hygiene or only activities carried out by the City Government. This is also the case in the use of social media, such as Facebook. News about sanctions related to littering has not affected society much so that it does not cause a deterrent effect for the community.

4.7 Affective Effects

Affective effects are effects related to feelings. For example, people who were initially unhappy become happy. It is whether through communicating robust waste policies, a person or community feel happy or unhappy by throwing garbage in its place. Basically, a person or community that has sufficient knowledge about environmental conservation will feel happy when government officials urge to dispose of garbage in its place. Feeling happy will foster someone's love for the environment will foster awareness in himself to always maintain the cleanliness of the environment.

4.8 Conative Effect (behavior)

The role of knowledge is vital in shaping positive attitudes and behavior in minimizing waste and maintaining environmental cleanliness. In general, the people of Manado have good knowledge about the environment. However, this is not in line with the community's caring behavior that has not been entirely good. Even though the intervention that was carried out well by the city government of Manado is currently much focused on increasing knowledge and awareness. This means that there is a gap between what people already know and their daily behavior. The Manado City Government intervention through the communication of policies, both direct delivery by the government apparatus to

the public about the appeal to maintain environmental cleanliness, as well as the delivery of messages through the media, is critical in increasing public awareness of the importance of maintaining environmental cleanliness. However, the intervention carried out by the government through policy communication has not entirely been able to shape community behavior towards waste.

The results of the interview revealed that the behavior of disposing trash was formed by several factors, including habits from childhood, where the role of parents is very influential in instilling the behavior of throwing garbage. The habit of disposing garbage and maintaining cleanliness that has been instilled since childhood is very influential in shaping a person's behavior in minimizing waste and maintaining cleanliness. Since childhood, they grew with love for environmental cleanliness so that they do not like to see rubbish scattered. In addition to the role of the family in shaping a person's behavior towards waste, the role of educational institutions is also essential, such as where the school forms the character of discipline in minimizing waste and maintaining cleanliness. Another way it is by teaching students to dispose of garbage in its place and maintain the cleanliness of the surrounding environment.

5 CONCLUSIONS

To overcome the garbage problem in the city of Manado in order to realize the city of Manado as a clean and beautiful city, communication of the Waste Management policy in the city of Manado needs to be accomplished. The success of robust waste management policies is determined by communication factors, namely, communicators, messages, media, communicants, and effects. The communicator factor is determined by the level of knowledge and the ability to communicate well by a communicator (government apparatus). Communicator credibility also influences the communicant (community) in implementing the policy. However, the strength and excellent communication skills, as well as the credibility of government officials in delivering messages, have not been supported by the availability of appropriate media as a means of disseminating information. The media that are spread in the form of billboards is only very few in number. Indeed, they are not evenly distributed in the sub-districts of the city of Manado, amounting to 11 sub-districts. As a consequence, only a few people read the message about disposing

of garbage in its place, regulated garbage hours, and sanctions for violators of the rules. Also, the message conveyed to the community is very short, so it has not been able to change the behavior of most people in the city of Manado regarding waste management. Even though the success of robust waste policies is strongly supported by people's behavior in waste management. The results revealed that the behavior of disposing garbage is formed by several factors, including habits from childhood, where the role of parents is very influential in instilling the behavior of throwing garbage in their children. The habit of disposing garbage and maintaining cleanliness that has been planted since childhood is very influential in shaping a person's behavior in minimizing waste and maintaining cleanliness. Therefore it is recommended to establish the behavior of disposing garbage early on children, starting from family, school, and religious institutions. It is also suggested to the government to use more media (public service advertisements through TV or social media) as an information dissemination tool that is effective in providing knowledge and using words or messages that can touch people's feelings to dispose of garbage in its place and preserve the environment for the future of the next generation.

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