The Urgency of Establishing Progressive Local Regulations in Addressing Household Waste Overload in the City of Pangkalpinang

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Abstract. Pangkalpinang City has an area of ± 104.405 Km², with a population of 221,988 people. Based on data, Pangkalpinang City produces 150 tons of household waste/day. The land for the landfill (Final Disposal Site) in Pangkalpinang City is only about 2Ha (Two Hectares) and about 20% left, which will only last for 2 more years. In other words, there has been a waste overload that if not handled seriously will cause Pangkalpinang City to sink in garbage in the next few years. Therefore, an active breakthrough by the government is needed to create regulations that regulate the pattern of household waste management that is more appropriate and efficient, because the existing rules can be considered as inefficient in solving the problem of household waste overload. This writing and research uses a normative methodology with a statutory dan conceptual approach, which will be explained inductively, to provide knowledge and simulation of science related to the problem of household waste overload in Pangkalpinang City.

Keywords: Urgency, Waste Overload, Household Waste Management, Progressive Regulation, Pangkalpinang City

1 Introduction

The city of Pangkalpinang is situated on Bangka Island in the Bangka Belitung Islands Province, with an approximate land area of 104.405 square kilometers and a population of 221,988 individuals. According to data, Pangkalpinang generates 150 tons of household waste per day. However, the Final Disposal Site (TPA) known as Parit Enam covers only 2.3 hectares, with approximately 20% of it remaining.[1] Mathematically, this site is estimated to last for only about two more years. This situation has created a dilemma because finding a new TPA location within the city of Pangkalpinang is challenging. This is due to the regulation stipulating that a TPA must be at least 10 square kilometers away from residential areas, and suitable locations are no longer available within Pangkalpinang's residential areas.[2]

In fact, the issue of waste management has been a long-standing concern, and it has reached a critical stage. Local authorities were aware of and addressing the household waste management issue well before. In 2013, the Pangkalpinang City Government issued Regional Regulation No. 6 of 2013 concerning Waste Management. This was complemented by other government

programs such as the "Program Tanpa Kumuh" and "Si Kompak PGK" (Strategic Implementation of Community and Government Collaboration to Address City Waste). The most recent development is the Circular Letter from the Mayor No. 22/SE/DLH/X/2022 on Waste Reduction and Management, issued in November 2022. This letter emphasizes the responsibility of micro, small, and medium enterprises (UMKM) and other businesses to sort and manage waste similar to household waste. However, based on articles, data, and current realities, household waste management efforts in Pangkalpinang are facing an overload, making it appear as if waste management is at a standstill.

This situation can be attributed to the cultural and consumption habits of the people in Pangkalpinang, who tend to be consumptive and less concerned about waste management. This, in turn, results in the unsorted, unprocessed, and massive accumulation of household waste. The absence of implementation rules accommodating this cultural aspect exacerbates the issue, If we delve deeper into the matter, the Regional Regulation No. 6 of 2013 concerning Waste Management issued by the Pangkalpinang City Government is essentially a general and normative regulation, lacking practical and progressive aspects, rendering it challenging to implement effectively. Despite its alignment with the 2008 Law on Waste Management, it remains non-applicable and non-implementable by the people of Pangkalpinang due to its normative nature.

Revisiting the fact that this regulation has been in existence for nearly a decade, it should have reached the final stage: the fusion of law with the community to become a living law. However, the seed planted in the form of Regional Regulation No. 6 of 2013 concerning Waste Management has failed to yield fruit, nor have new regulatory branches sprouted, making it difficult for the community to grow alongside it.

Indonesia, as a rule-of-law state, is based on the legal concept established by the founders of the democratic republic. This concept is briefly stated in the constitution, affirming that Indonesia is a rule-of-law state and not a state of power.[3] However, the evolution of law in Indonesia is moving toward a progressive form. According to the Big Indonesian Dictionary, "progressive" means moving towards improvement, addressing current issues (in the context of politics), and advancing step by step (in the context of tax collection and so on). Therefore, progressive law is narrowly defined as a set of rules that aim to advance and improve the current state of affairs.[4]

However, as a concept, mindset, and ideology, progressive law has a more profound meaning than mere progress and improvement.[5] The idea of progressive law refers to a set of rules that continue to evolve, fluidly adapting to changes. Progressive law is grounded in a philosophical commitment that interprets law as being for the people and not the other way around. In its interpretation, progressive law often seems to tear apart the pages of modern law built and known for years under the positivist philosophy, which emphasizes the rationality and logic of regulations, rendering it often inapplicable and problematic in practice.[6] Although the concept of legal progressivism does not necessarily exclude rationality and logical legal reasoning, it leans towards making the law more flexible and fluid, allowing it to melt into and continuously grow within society.[7]

Progressive law still values the principles of legality and legal certainty, emphasizing that legal certainty, utility, and justice must stand on the same plane.[8] Thus, the essence of progressive

law is to find a balanced intersection of these three elements: a just and useful law that ensures legal certainty. The concept of progressive law is closely related to the multidimensional nature of society, as opposed to a one-dimensional perspective. The application of progressive law in a regulation is expected to bring winds of change, clarify the direction, and provide flexibility to the law, with the hope of enhancing its effectiveness in achieving the intended goals and allowing it to grow and develop within the community's life.

2 Method

This research will utilize a juridical-normative methodology, employing both a legislative approach and a conceptual approach.[9] The discussion will be conducted in a descriptive-analytical manner. In the realm of legal scholarship, the juridical-normative method is oriented towards elaborating solutions to issues by analyzing positive legal regulations.[10] It aims to identify legal gaps between what should be (*das sollen*) and what is (*das sein*), and to determine the most ideal and strategic approaches for resolution.[10]

3 Result and Discussion

3.1 Pangkalpinang Regulations and Implementation of Waste Management in Pangkalpinang City

The issue of waste in Pangkalpinang city has consistently been in the spotlight, especially in the last five years. This problem appears to be exceedingly complex, encompassing issues related to inadequate spatial planning and facilities, a shortage of human and financial resources, enforcement of regulations, community awareness, and non-applicable rules. All these factors culminate in the problem of waste overload, which can no longer be accommodated by the Final Disposal Site (TPA) at Parit Enam. Waste overload is a condition in which the volume of waste generated by the community exceeds the capacity of the final disposal site (TPA) or integrated waste treatment facilities (TPST). Overloaded waste can lead to various negative environmental and human health impacts, including:

- a) Soil, water, and air pollution: Overloaded waste can release foul odors, methane gas, and leachate, which can contaminate the surrounding environment. This pollution can damage ecosystems, disrupt the natural balance, and lower the quality of life for communities.
- b) Disease spread: Overloaded waste can become a breeding ground for various pests and disease vectors, such as rats, flies, mosquitoes, and cockroaches. These pests can carry disease-causing pathogens, including leptospirosis, cholera, dysentery, malaria, dengue fever, and others. Moreover, overloaded waste may also contain hazardous heavy metals and microplastics that can be harmful to human health with chronic exposure.
- c) Natural disasters: Overloaded waste can lead to landslides, floods, fires, and sinkholes. These natural disasters can threaten the safety and security of the surrounding community. For example, in 2005, there was a waste landslide at the Leuwigajah landfill in Cimahi, resulting in the death of 147 people. In 2023, there were also fires at several landfill sites in Indonesia, such as TPA Sarimukti in West Bandung and

TPST Bantargebang in Bekasi.

d) Social issues: Overloaded waste can affect the socio-economic conditions of the surrounding community. For instance, difficulties in accessing clean water, health problems, home damage requiring displacement, and even poverty due to the loss of belongings. Overloaded waste can also lead to conflicts between the community and local government regarding waste management.

To address these challenges, the Pangkalpinang City Government, as the authorized authority responsible for waste management, has so far relied primarily on Regional Regulation No. 6 of 2013 concerning Waste Management and various programs to combat these issues. However, they have not yet issued progressive implementation rules for the aforementioned regulation.

It is true that there are some implementation rules related to waste management in Pangkalpinang, such as programs and circular letters, including Regional Regulation No. 7 of 2019 concerning Public Order and Community Security, Mayor's Regulation No. 16 of 2020 on the Guidelines for Implementing Community Empowerment and Infrastructure Development Activities in Villages, and the most recent being Circular Letter No. 22/SE/DLH/X/2022 from the Mayor of Pangkalpinang concerning Waste Reduction and Management. However, at the time of writing this, the exact content of Circular Letter No. 22/SE/DLH/X/2022 is not accessible. In reality, as of the time of writing, there are still no specific implementation rules specifically regulating waste management. Upon closer examination, most of the rules mentioned above are general in nature rather than being specific to waste management.

In the aforementioned Regional Regulation (Perda), the Pangkalpinang City Government, as stated in Article 8, paragraph (1), declares that "the City Government is responsible for waste management in the Pangkalpinang City area." This means that waste management in Pangkalpinang is the full responsibility of the City Government, although there is a delegation of responsibility in subsequent articles of this regulation. Normatively, it envisions the existence of a district system (territorial division) and the involvement of relevant departments and the community. However, due to the lack of clear implementing regulations and comprehensive public awareness, the knowledge and compliance of the public with the regulations are low. Consequently, the cumulative responsibility for household waste management returns to the City Government without the active involvement of departments, districts, and the community.

The programs that have been implemented are mainly focused on mitigation rather than prevention, handling, and management. These programs include community cooperation, such as "Si Kompak PGK" (Strategic Implementation of Community and Government Collaboration to Address Waste in Pangkalpinang), and urban planning under the name "Kota Pangkalpinang Tanpa Kumuh." In reality, many people are unaware of these programs. The root of the actual problem is the awareness and active participation of the community in waste prevention, handling, and management efforts, which should have been adequately accommodated in the Regional Regulation.

When looking at its origins, Regional Regulation No. 6 of 2013 concerning Waste Management in Pangkalpinang essentially duplicates the provisions of Law No. 18 of 2008 concerning Waste Management. This similarity is evident in the content of the articles, explanations, classifications, and governance procedures. However, from an ethnographic and socio-cultural

perspective, each region has different conditions and circumstances, and as such, a Regional Regulation should be tailored to the local culture and not merely copy the provisions of its parent law. Essentially, if a Regional Regulation does not accommodate the uniqueness and regional characteristics of the community, it may not be necessary at all, as the law itself Furthermore, for the regulation to be effective, it ideally should be adjusted to the sociological, ethnographic, and customary conditions and habits that prevail in the community. This adaptation would enable the regulation to be applied and embraced by the community as a living law. This approach is reflected in the way Qanun (regulations) in Aceh and Special Regional Regulations in Papua are designed.[11] In essence, Regional Regulations should be developed in the context of regional autonomy for provinces, districts, and cities, with a focus on implementing delegated tasks. These regulations should provide further details on higher-level legal provisions while taking into account the unique characteristics of each region. Therefore, Regional Regulation No. 6 of 2013 concerning Waste Management in Pangkalpinang should align with the regional identity and accommodate the socio-cultural conditions of the community.

The root of household waste management issues, in reality, emerges from the consumerist lifestyle and culture prevalent in Bangka (the island where Pangkalpinang City is located). In fact, Bangka Belitung is one of the provinces with a high level of consumerism, influenced by the cultural belief "Dak kawa nyusah," either as embraced by the Bangka community itself or due to social changes within the community.

Additionally, waste management in Pangkalpinang predominantly still employs an open dumping system, following a conventional approach of collecting, transporting, and disposing of waste. This approach indicates that waste generators dispose of their waste directly at temporary waste disposal sites without any sorting or waste reduction activities at the source. This conventional paradigm results in an increasing volume of waste at final disposal sites (TPA), ultimately leading to overload.[12]

It cannot be denied that the consumerist culture and "Dak kawa nyusah" (avoiding difficulties) mindset are prevalent in the community and significantly affect the waste management system. From a regulatory perspective, this should be considered for adjustment, so that the community is no longer bound by this culture or, at the very least, regulations should be adapted to accommodate "Dak kawa nyusah" toward a more positive direction, rather than simply applying incentives and disincentives that the Pangkalpinang community cannot relate to.

On the regulatory side, the existing regulations do not provide punitive measures that are retributive, progressive, and, most importantly, applicable. This situation makes the regulations appear as supplementary burdens. Moreover, sanctions are primarily centered on criminal penalties, such as imprisonment and fines. However, the enforcement of these sanctions is unclear, despite the existence of procedures. In practice, there are no articles or reports indicating active enforcement against violations of household waste management or similar waste due to the absence of appropriate implementing regulations. This may be perceived as trivial matters, while the waste overload issue can cause various health and urban governance problems. Paradoxically, there are detailed provisions and regulations regarding this in the Regional Regulation, but they cannot be enforced due to the lack of clear implementing regulations. This can be seen as a waste of regulations, leading to legal gaps and the failure of law enforcement.

From the discussions above, it is evident that the existing regulations in Pangkalpinang City do not accommodate regional principles, do not consider the situation, conditions, and community tolerance of the affected people, resulting in a waste of regulations. Meanwhile, current facts suggest that a solution to this issue needs to be urgently addressed in the near future for the long term. Therefore, the creation of a new, more progressive regulation is deemed necessary.

3.2 Embodiment of Progressive Law in Local Regulation Formation

Satjipto Rahardjo is a prominent legal scholar and the originator of the concept of Progressive Law in Indonesia. The orientation of Progressive Law, as conceptualized by Satjipto Rahardjo, emphasizes that law should bring happiness to the people and uphold the principles of legal certainty, utility, and justice.[13] Satjipto formulated Progressive Law through four main characteristics, namely: law for people, rejecting the status quo in legal matters, balancing regulations and behavior, and law as part of the field of exploration, liberation, and enlightenment.[14] It is worth noting that, according to Prof. Satjipto Rahardjo, law should always be in the position of "law-making" and should never be final. Progressive Law is a liberating movement because it is fluid and always in search of the next truth. Law is not seen as something that exists in a vacuum; rather, it emerges from living provisions within society (ibi societas ibi ius).[3]

In a progressive view, it is much easier to apply the spirit of progressiveness during the law-making process or the regulation formation stage than during the enforcement process, as it will not clash with the legal procedure regulated later.[15] Progressive Law will be more challenging to implement in the enforcement of positive law, which demands strict legal procedures. Progressive Law asserts that law is for the benefit of humanity, not the other way around. Therefore, in the process of forming regulations, it should be inspired by the idea that existing laws must be adjusted to the conditions, positions, and tolerance of the people it aims to regulate.[16] The opposite approach would result in a legal gap, leading to a stalemate in law enforcement, or, at the extreme, an increase in criminal activities due to the failure to accommodate local living laws.

Therefore, the spirit of progressive law needs to be ingrained in the formation of new regulations. This ensures that the regulations created can be applied effectively and are seen as living laws within the community, rather than being imposed on the community without consideration of cultural differences. This spirit should be reflected in the interpretation of the purpose and objectives of the regulations and in sanctions that emphasize the progressiveness and applicability of the regulation within society.[17] Furthermore, it should be noted that the emergence and development of progressive law are a response to the dissatisfaction of legal experts with the theories and practices of traditional law. They have criticized the significant gap between law in theory (law in books) and law in practice (law in action). This is due to the failure of the law to respond effectively to the issues faced by society.

Subsequently, products of progressive law are expected to result in a law that is continuously evolving. According to philosophical definitions, progress is essentially a development from barbarism toward civilization. In terms of political change, philosophers like Marquis de Condorcet foresaw progress involving the abolition of slavery, an increase in literacy, a decrease in gender imbalances, improved prison conditions, and reduced poverty. This notion reflects the idea that progress is an ongoing process that brings positive change to society.

The concept of a legal framework that is progressive, in line with the thoughts of Immanuel Kant and Marquis de Condorcet, depicts that legal progress is an evolution from primitive states towards a more civilized society. This includes the notion that political changes should drive social renewal and enhance social welfare. In the context of regional regulation formation by local governments, this means that the regulations established should allow positive societal changes and focus on social development and welfare. "[18]

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Local governments possess extensive authority to formulate regulations in accordance with the uniqueness and conditions of their regions, as outlined in the 1945 Constitution and the Law on the Formation of Legal Regulations. Therefore, local governments should understand and apply this progressive thinking in regulation formation, ensuring that the regulations not only reflect existing policies but also promote social progress and community welfare.

With this progressive approach, local governments can create relevant and adaptable regulations that consider societal developments and social changes. This will ensure that regional regulations serve as more than just instruments of retribution or mere legal tools but as instruments for achieving justice, welfare, and higher civilization. It is crucial for local governments to be actively involved in the formation and implementation of these regulations to pursue the objectives set by these regulations and ensure their effective functioning within society. This will also allow the community to feel more engaged in the legal process, making the law more relevant and sustainable.

3.3 The Urgency of Establishing Local Regulations Regarding the Management of Excessive Household Waste

The Republic of Indonesia Law Number 15 of 2006 on the State Audit Agency, in Article 1, defines the State Audit Agency, abbreviated as BPK, as a state institution responsible for auditing the management and financial accountability of the state, as stipulated in the 1945 Constitution of the Republic of Indonesia. In Section One, Tasks and Authority, Article 6 (1) of the BPK specifies its role in auditing the management and financial responsibility of the state, carried out by the Central Government, Regional Governments, other State Institutions, Bank Indonesia, State-Owned Enterprises, Public Service Agencies, Regional Government-Owned Enterprises, and other institutions or bodies managing state finances. (2) BPK's audits, as stated in paragraph (1), are conducted based on laws governing the audit of state financial management and accountability. (3) BPK's audits encompass financial audits, performance audits, and audits with specific objectives. In fulfilling its tasks and authority, BPK also conducts examinations.

The issue of handling excessive household waste in Pangkalpinang City has reached a critical juncture. Failure to address it promptly will result in uncontrollable waste accumulation. When considering the various points discussed earlier, both physical aspects (such as the surroundings and waste disposal sites) and non-physical aspects (raising public awareness, involving relevant

departments, ensuring proper waste management, and so on), the Regional Regulation No. 6 of 2013 on Waste Management in Pangkalpinang has not produced significant or effective results.

It is imperative to acknowledge that discussions of the law should extend beyond its formal relationships. The law should be viewed as an expression of societal aspirations and, fundamentally, as an embodiment of philosophical conceptions of justice. Philosophers have explored the essence of justice for centuries, providing a rich philosophical background.[19] Therefore, legal frameworks, as laws to be enacted, should be grounded in the philosophical principles that form the basis of the legal system: order and structure that guarantee justice.

In essence, justice in the realm of law is an ongoing human struggle that evolves in response to the changing rhythms of time and space, perpetually adapting. To achieve this, in a positivist context, the state's role is primarily limited to maintaining the security and freedom of its citizens. However, a progressive legal perspective advocates that the state should take on a more significant role to ensure the prosperity of its people.[20]

As representatives of the state at the regional level, regional governments play a crucial role in the ongoing creation of progressive and sustainable regulations.[21] The term "legal formation" is used and maintained instead of "legal reform" due to its more specific meaning.[22] It becomes evident that development also brings about changes or reforms in other social aspects, such as legal institutions, indirectly prompting a macro-level perspective and holistic thinking through the process of legal reform.¹

Nonetheless, it is undeniable that the principles of legal supremacy, ensuring security, certainty, and justice, can sometimes come into conflict in practice. [23] If judges decide cases solely based on the law, it may not lead to the realization of justice as justice is an abstract concept, while legal certainty is concrete and tangible. Therefore, the creation of new regulations that accommodate progressive legal principles is essential to ensure that the law continuously evolves, becomes deeply rooted in society, and adopts more humanistic and restorative approaches.

In this context, the community also plays a significant role in shaping the functioning of the law.[13] The process of law formation will not be successful if the community is unaware of and does not adhere to the law. Human understanding of the desired harmony or correctness between peace and order is the concept of justice. Legal literacy, legal planning, and legal feasibility are often associated with legal awareness. People's ideas or values about the law they expect to follow are known as legal perception. Therefore, in the consideration of law formation, it is essential to accommodate the concept of regionalism and employ efforts for implementation and enforcement that are closely connected to the community.

For instance, this can be achieved through the use of social media, physical infrastructure, and large screens within the city of Pangkalpinang, ensuring that the regulations created can be achieved and inspired by the entire community. Alternatively, delegating authority to districts (neighborhoods) as practiced in Shanghai and Japan to conduct direct awareness campaigns by providing physical facilities and direct incentives can be employed. For instance, districts that

¹Ach. Fadhil, "Membangun Kesadaran Hukum Bagi Masyarakat Dan Pengak Hukum Agar Tercipta Penegakan Hukum Yang Berkeadilan", Jurnal HUKMY, Vol. 3, No.1.(2023), hal. 337

effectively segregate waste could have their waste collection services subsidized, among other incentives.

Therefore, there is a compelling urgency for the establishment of progressive regulations related to the management of household waste in Pangkalpinang City. This is based on the understanding that existing regulations fail to accommodate regional principles, lack effectiveness and applicability in their implementation, lack clear enforcement provisions, and do not keep pace with evolving times. Meanwhile, the actual physical and non-physical conditions no longer permit the application of regulations as originally intended. Hence, there is a need to create regulations based on progressive legal principles to ensure that these regulations are inspired and actively embraced by the community. It is crucial to avoid the problems mentioned at the beginning of this discourse.

4 Conclusion

From the background and discussions above, several conclusions can be drawn. Firstly, the regulations related to waste management in Pangkalpinang City do not currently accommodate the condition, position, and tolerance of a consumerist and "dak kawa nyusah" society. Secondly, regulations infused with the spirit of progressive law will be living rules that promote progress in terms of their implementation and enforcement, ultimately aiming to efficiently achieve their intended goals. Thirdly, the establishment of progressive regional regulations to address household waste overload in Pangkalpinang City is a matter of urgency. This is due to the fact that the existing regulations' physical conditions do not align with the current state of affairs, community positions, and tolerances in the near term. Furthermore, the physical conditions of the waste disposal site have reached a critical point, and relocating the waste disposal site is not a viable long-term solution. Therefore, it is imperative to formulate progressive regulations in response to this issue.

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