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IMPLEMENTATION OF PRESIDENTIAL REGULATION NO. 35 OF 2018 IN MANAGING WASTE INTO ELECTRICAL ENERGY: A CASE STUDY OF TANGERANG CITY AS A NATIONAL STRATEGIC PROJECT

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Abstrack: *This study aims to analyze the implementation of Presidential Regulation (Perpres) No. 35 of 2018 on the Acceleration of Waste-to-Energy Plant Development Using Environmentally Friendly Technology in Tangerang City, designated as one of the national strategic projects. This regulation is introduced as a solution to the escalating urban waste management issues and as a means to meet the demand for renewable energy. The study focuses on evaluating the policy's execution, covering infrastructure readiness, local government support, and private sector involvement in transforming waste into electrical energy. Employing a qualitative approach, this research collects data from in-depth interviews with stakeholders, field observations, and analysis of related documents. The findings indicate that while the policy has driven significant progress in waste management and renewable energy creation, several challenges persist, such as technical constraints in processing, limited public understanding of the program, and a need for stricter operational regulations. The study concludes that achieving full success in this program requires synergy between the government, community, and private sectors, as well as regulatory strengthening for waste-to-energy management. These findings are expected to serve as a reference in advancing sustainable waste management policies in Indonesia*

Keywords: policy implementation, waste-to-energy, Presidential Regulation No. 35/2018, national strategic project, sustainable waste management

1. Introduction

Tangerang City, as one of Jakarta's buffer cities and the center of economic growth in Banten Province, continues to grow rapidly along with the increasing population and the intensity of industrial and commercial activities.[1] With an area of

[1] Ramadhian Wijayanti, "Analysis of Socio-Economic Spatial Transformation and Compact City in the Urban Peri Area, South Tangerang City" (B.S. thesis, Jakarta: Faculty of Economics and Business, UIN Syarif Hidayatullah, 2016),

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around 164.54 square kilometers and a population of more than 2 million people, Tangerang City is experiencing serious challenges in waste management. Every day, thousands of tons of waste are generated by households, markets, and industrial estates spread across various sub-districts. This massive increase in waste volume has become a major problem, not only related to the availability of landfills, but also potentially polluting the environment, especially if it is not handled properly.[2]

So far, waste handling in Tangerang City still relies on conventional methods, namely collection, transportation, and disposal of waste to the Rawa Cat Final Disposal Site (TPA), which functions as the only main landfill in this city. The Rawa Cat Landfill itself is already operating at almost maximum capacity, so an increase in the amount of waste in the future can be a serious threat to the sustainability of the landfill.[3] The current dominant waste management method causes a lot of waste to be buried without further processing, resulting in environmental problems, including groundwater, air pollution, and health risks for residents around the landfill.[4]

In an effort to find more sustainable and environmentally friendly solutions, the government has designed several initiatives, including the development of waste-to-energy management facilities or Waste Power Plants (PLTSa) as part of the National Strategic Project.[5] This policy is expected to reduce the burden on landfills and convert waste into useful energy sources.[6] However, the application of this

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https://repository.uinjkt.ac.id/dspace/handle/123456789/40160.

2 Asep Sugara, "Evaluation of Regional Original Revenue Based on Waste Service Levy in Tangerang City," *MoZaiK Journal* 11, no. 2 (2019): 41–71.

3 Annisa Rahmadiana, "Socialization and Training on Organic Waste Management at the Tangerang City Waste Bank," *SCHOLAR: Journal of Community Service* 5, no. 1 (2023): 24–30.

4 Mulyo Handono et al., "Sustainable Management Model of Waste Final Processing Sites (TPA) at Cipayung Landfill, Depok City, West Java," *Dissertation. Bogor (ID): Bogor Agricultural University*, 2010, https://www.academia.edu/download/30580616/2010mha.pdf.

5 Kristianto Pustaha Halomoan, "Transformation of Jakarta into a Special Region: A Policy Map within the Framework of the Sustainable Development Goals," *Urban Journal* 16, no. 1 (2024): 46–64.

6 I. Gusti Ngurah Adia Atmika and Gusti Putu Suryawan, "Banten waste management as a

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technology faces its own challenges, including in technical, regulatory, and inter-agency synergies. Until now, Tangerang City is still in the process of transitioning towards a more modern and efficient waste management system, which requires the support of all parties, including the community, so that this effort can be achieved effectively and sustainably.[7]

To address this problem while supporting renewable energy, the government stipulated Presidential Regulation No. 35 of 2018 which includes accelerating the construction of waste management facilities into electrical energy through Waste Power Plants (PLTSa).[8] This policy, which is also part of the National Strategic Project (PSN), is expected to be able to provide integrated solutions for waste management and support environmentally friendly energy supply. However, the implementation of this policy in the field faces various complex challenges from technical, regulatory, to investment aspects.[9] The technology used in PLTSa is relatively new in Indonesia, so its effectiveness is still doubtful on a large scale and in specific local conditions. In addition, regulations at the local level have not fully supported the implementation of this policy, resulting in unclear procedures and technical rules in the field.[10]

The PLTSa funding scheme that uses the Build-Own-Operate-Transfer (BOOT) method further complicates the implementation because it involves a public-private

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renewable energy source with high-quality RDF technology," *Jurnal Bakti Saraswati (JBS): Media for Research Publication and Application of Science and Technology* 11, no. 2 (2022): 97–106.

7 Andjar Prasetyo et al., *Potpourri Sustainable Innovation: Leadership, Policy, Systems, Economy, Environment and Governance* (Indocomp, 2018).

8 Feby Meilina Sucahyo and Eva Hany Fanida, "Waste Management Innovation into a Waste Power Plant (PLTSa) by the Surabaya Sanitation and Green Open Space Office (DKRTH) (Case Study at the Benowo Surabaya Final Disposal Site (TPA)," *Publika*, 2021, 39–52.

9 Suyadi Suyadi, "Implementation of the Climate Village Program by the Enggal Mulyo Lestari Forest Farmer Group" (PhD thesis, IAIN Ponorogo, 2024), http://etheses.iainponorogo.ac.id/30013/.

10 Jon Marjuni Kadang and Nazaruddin Sinaga, "Development of Waste Conversion Technology for the Effectiveness of Waste Management and Sustainable Energy," *ENGINEERING: Scientific Journal in the Field of Engineering Sciences* 15, no. 1 (2021): 33–44.

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partnership (PPP). This pattern requires investment guarantees and regulations that are conducive to attracting private investors, which is not easy to achieve due to various regulatory constraints and investment security that is not yet optimal.[11] Synergy between the central and regional governments as well as between related ministries such as the Ministry of Energy and Mineral Resources (EMR), the Ministry of Environment and Forestry (KLHK), and the Tangerang City government is also a challenge in itself. Although this PLTSa project is a National Strategic Project that should be supported by cross-sector coordination, ineffective communication and coordination result in delays in decision-making and implementation in the field. Limited budget support from the State Budget/APBD as well as additional financing needs from the private sector are additional obstacles due to the hesitancy of private investors to participate in this project.[12]

On the other hand, the existence of PLTSa raises concerns related to social and environmental impacts. In addition to its benefits in reducing the volume of waste, PLTSa also raises new problems such as potential air pollution, changes in environmental quality, and impacts on local communities, especially for scavenger communities that rely on manual waste management activities.[13] Public perceptions of this project are still mixed, and some residents consider waste management into electrical energy as a threat to the surrounding environment. Therefore, more intensive socialization efforts are needed to build a broader understanding of the

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11 Agus Sugiyono and Prima Trie Wijaya, "The Impact of the Cost Policy of Electricity Generation Provision on the Development of Renewable Energy-Based Power Plants," in *Proceedings of the National Seminar of the Association of Policy Analysts*, 2020, 9–19, https://agussugiyono.wordpress.com/wp-content/uploads/2020/03/p032020.pdf.

12 Tiara Kusuma Ayuningtyas dan Wahyu Nurharjadmo, "Analysis of Formulation and Implementation Preparation: Waste to Energy Plant Development Policy in Surakarta City," *JAKPP (Journal of Policy Analysis & Public Service)*, 2022, 14–29.

13 Sri Nurhayati Qodriyatun, "Waste-to-energy plants: Between environmental problems and the acceleration of renewable energy development," *Aspiration: Journal of Social Problems* 12, no. 1 (2021): 63–84.

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benefits and impacts of solar power plants on public health and the environment. [14]

In this context, there are several main aspects that need to be analyzed to understand the obstacles and opportunities in the successful implementation of the PLTSa policy in Tangerang City. First, how the local government of Tangerang City implements the PLTSa policy in accordance with Presidential Decree No. 35/2018 and the challenges faced in realizing PLTSa as a National Strategic Project. Second, the importance of synergy between the central and regional governments, especially in terms of cross-sector coordination with relevant ministries. Third, the management of the APBN/APBD budget and challenges in attracting private investment through the public-private partnership (PPP) scheme. Fourth, the social and environmental impacts of the construction of PLTSa on the surrounding community, including the influence on the scavenger community. Fifth, the achievements of the PLTSa project as part of the National Strategic Project and whether the targets in Presidential Regulation No. 35/2018 have been achieved. Based on these problems, this study aims to evaluate the implementation of PLTSa development policies in Tangerang City by examining the inhibiting factors, the effectiveness of coordination between agencies, budget management, and the social and environmental impacts of this project.

2. Method

This study uses a qualitative approach with a case study method that focuses on the implementation of the construction of a Waste Power Plant (PLTSa) in Tangerang City in accordance with Presidential Regulation No. 35 of 2018. The qualitative approach was chosen to gain an in-depth understanding of the factors that affect the success or failure of the implementation of this

[14] Sabrina Ainun Sorraya Abrar and Sakinah Nadir, "Analysis of the Advocacy Coalition Framework (ACF) in the Electrical Energy Waste Management Program (PSEL) in Makassar City," *Transformative Journal* 10, no. 2 (2024): 197–219.

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policy in terms of policy, technical, and social impact. This method allows researchers to dig deeper into the views and experiences of stakeholders, as well as understand the dynamics and constraints in policy implementation in the field. Data collection is carried out through several main techniques. First, in-depth interviews with stakeholders such as Tangerang City local government officials, representatives of relevant ministries (e.g. the Ministry of Energy and Mineral Resources and the Ministry of Environment and Forestry), investors or private parties in the public-private partnership scheme, as well as local communities affected by this project. This interview aims to explore their views on the challenges and supporting factors for project implementation, the effectiveness of coordination between the central and local governments, and the social and environmental impacts felt by the community.[15]

Second, participatory observation will be carried out at the location of the PLTSa and the surrounding area to obtain a direct picture of the field conditions, especially related to activities in waste management facilities, technical procedures, and the influence of PLTSa on the surrounding environment. This observation aims to provide a more concrete understanding of policy implementation in the field and identify technical obstacles that may occur in managing waste into electrical energy. Third, the documentation study includes an analysis of various policy and regulatory documents relevant to the PLTSa project, such as Presidential Decree No. 35 of 2018, regional regulations related to waste management, progress reports, and project evaluations. This documentation study also includes financial statements related to the allocation of APBN/APBD funds and contributions from the private sector, feasibility study reports, and licensing documents. The analysis of this

15 Komang Ayu Henny Achjar et al., *Qualitative Research Methods: A Practical Guide to Qualitative Data Analysis and Case Studies* (PT. Sonpedia Publishing Indonesia, 2023).

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document aims to understand the background of policies and administrative processes that affect the implementation of PLTSa projects.[16]

Data obtained from interviews, observations, and documentation studies will be analyzed qualitatively using thematic analysis techniques. The data will be coded and categorized based on key themes, such as bureaucratic challenges, technical issues, coordination effectiveness, and socio-environmental impacts. This analysis will help researchers identify patterns, inhibiting factors, and potential solutions to increase the effectiveness of the implementation of PLTSa policies in Tangerang City. With this approach, the research is expected to provide a comprehensive understanding of the factors influencing the implementation of the PLTSa policy and generate strategic recommendations to improve the success and sustainability of this project

3. Analysis and Discussion

In the implementation of the policy of building a Waste Power Plant (PLTSa) in Tangerang City, which is part of the National Strategic Project in accordance with Presidential Regulation No. 35 of 2018, there are various factors that affect the success and obstacles in its implementation. Through thematic analysis of the data collected, several key themes can be identified as determining the success or failure of the project, namely: technological readiness, regulatory framework, BOOT (Build-Own-Operate-Transfer) investment patterns, cross-sector coordination, and socio-environmental impact.

First, the readiness of PLTSa technology is one of the main challenges. The waste-to-energy management technology used in this project is still relatively new in Indonesia, so there are doubts among stakeholders regarding the

16 Elia Ardyan et al., *Qualitative and Quantitative Research Methods: Qualitative and Quantitative Method Approaches in Various Fields* (PT. Sonpedia Publishing Indonesia, 2023).

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effectiveness and readiness of this technology. Although this technology has the potential to provide environmentally friendly solutions, the lack of operational experience in the context of urban waste in Indonesia poses challenges in terms of technological adaptation to local conditions. The analysis shows that additional technical support and training are needed to ensure that this technology can function optimally, considering that the type and volume of waste in Tangerang City may be different from the standards used in this technology.

Second, the regulatory framework is a significant obstacle to the implementation of the PLTSa policy. Although there are national policies in place to support this project, regulations at the local level are not fully synchronized with the central mandate, creating uncertainty in the licensing process and technical standards. The multi-layered bureaucracy slows down the implementation process, especially in terms of licensing and supervision. In the analysis of regulations, it was found that harmonization between the central and regional governments, as well as adjustments to technical rules, is very necessary so that implementation in the field can run more smoothly and quickly.

Third, the BOOT investment pattern implemented in this project is also an obstacle. The BOOT scheme requires the active involvement of the private sector through a public-private partnership (PPP) pattern, but the challenge of attracting investors is still high. Based on the results of the interviews, investors tend to be hesitant to invest in this project due to the lack of investment security guarantees and long-term regulatory uncertainty that protects their interests. This shows that clearer policy and regulatory support is needed to attract private investment so that the project can be financially sustainable.

Fourth, cross-sector coordination is a key factor in the success of PLTSa projects, especially in terms of collaboration between the central government,

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local governments, and related ministries such as the Ministry of Energy and Mineral Resources and the Ministry of Environment and Forestry. The analysis shows that a lack of coordination leads to policy overlap and ineffective communication, thereby slowing down decision-making and implementation on the ground. As part of the National Strategic Project, a more structured and synchronous coordination mechanism is needed to facilitate communication between agencies and faster and more precise decision-making.

Finally, social and environmental impacts are the main concerns in the implementation of PLTSa. On the one hand, the existence of PLTSa can reduce the volume of accumulated waste and make a positive contribution to pollution reduction. However, from the other hand, the existence of this facility is also feared to create new pollution, especially in the form of emissions from the waste incineration process. In addition, the social impact on the surrounding community, especially the scavenger community that relies on waste as a source of livelihood, raises concerns that PLTSa can reduce their source of income. An analysis of community responses shows that most residents are still skeptical of the benefits of solar power plants, so more intensive socialization efforts are needed to build a broader understanding of the long-term impact of this energy-based waste management.

Overall, the analysis shows that the implementation of the PLTSa policy in Tangerang City still faces many obstacles that must be resolved to achieve optimal results. Technical challenges, an out-of-sync regulatory framework, difficulties in attracting private investment, lack of cross-sector coordination, and socio-environmental impacts are some of the key factors to consider. In this discussion, it is suggested that improving technological readiness through local training and adaptation, harmonization of regulations between the central and regional governments, and more conducive investment guarantees can help overcome most of these challenges. In addition, increased coordination

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between agencies and socialization to the public about the benefits of PLTSa is expected to strengthen support for this project. With these strategic steps, PLTSa in Tangerang City is expected to be an effective and sustainable solution to waste and energy problems, as well as a model for similar projects in other cities in Indonesia

4. Conclusion

1. In conclusion, Tangerang City faces significant challenges in waste management due to the high volume of waste generated from population growth and economic activities. Conventional methods, which still rely on direct collection and disposal to the Rawa Cat Landfill, have led to a variety of environmental and health problems, especially with the limited capacity of the landfill. In response to this situation, the government has stipulated the development of Waste Power Plant (PLTSa) facilities as part of the National Strategic Project through Presidential Regulation No. 35 of 2018. PLTSa is expected to provide a long-term solution by converting waste into useful energy, while reducing the burden on landfills. However, the implementation of PLTSa in Tangerang City faces various obstacles, including challenges in the readiness of new technologies, regulatory frameworks that are not fully synchronized between the central and local governments, and difficulties in attracting private investment to support this project. The lack of coordination between agencies also affects the effectiveness of the implementation of this policy on the ground, while the social and environmental impacts of solar power plants cause concern among the community, especially for the scavenger communities that depend on waste for their livelihoods. For this project to be successful, strategic steps are needed, such as harmonization of central and regional regulations, increased technical support, and socialization efforts to

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build public understanding of the long-term benefits of solar power plants. With stronger collaboration between the government, the private sector, and the community, the implementation of PLTSa in Tangerang City is expected to become a sustainable waste management model and help effectively overcome the city's waste problem.

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