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## EFFECTIVENESS OF POLICY TO REDUCE THE USE OF PLASTIC BAGS IN RIVERSIDE COMMUNITIES BANJARMASIN CITY

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### ABSTRACT:

The implementation of government policy on reducing the use of plastic bags has been going on for 4 years in Banjarmasin City. This policy is assumed to have implications for people's lives on the riverbank. This research uses qualitative research approach. Data collection using observations, interviews, and document studies. Data analysis using miles and Huberman's interactive model analysis. The results showed that the implications of implementing Banjarmasin city government policy in reducing the use of plastic bags in mini markets in riverside communities were ineffective for 3 years, after which it experienced an effective process at the level of mini market owners and communities. Factors that influence the following, namely economic behavior factors and habits of local people.

### INTRODUCTION

Banjarmasin city is one of the cities in Indonesia that makes regulations prohibiting the use of plastic in large stores, namely The Mayor of Banjarmasin Regulation No. 18 of 2016 on Reducing the Use of Plastic Bags. This Mayor's Regulation Policy was established as the first city to prohibit the use of plastic bags. The reason the Banjarmasin City Government issued the Mayor's Regulation is none other than to maintain a healthy environment and sustainable development. Plastic waste is considered very bad for the environment because of its difficult nature to decompose in the soil, even though it has been buried for many years.

Until now, the policy of the mayor of Banjarmasin has been going on for 4 years with various phenomena in the community. At the beginning of the implementation of the

policy of reducing the use of plastic bags gave rise to the dynamics of economic actors and society, where the tendency of hidden rejection from the community in Banjarmasin city. Provisional data shows that Banjarmasin city government policy in reducing the use of plastic bags tends to have positive and negative policy implications at the stakeholder level and riverside communities.

Therefore, researchers are interested in conducting research related to the impact of the policy of reducing the use of plastic bags in riverside communities around the mini market. The impact of government policy in reducing the use of plastic bags focuses on the existence of modern markets or mini markets located in the riverside area. Modern market or mini market is the object of the policy of reducing the use of plastic bags.

## **RESEARCH METHODOLOGY**

### **METHOD AND DATA**

This research approach uses qualitative research approach. Qualitative research is carried out to understand the understanding of informants. Public policy research in general that aims to explore actions taken by the government, including why it is carried out, in what ways and mechanisms are carried out, for the benefit of whom, and how the results, as well as their impact.

Data collection techniques in this study using interviews, observations and documentation. An interview is a meeting of two people to exchange information and ideas through question and answer, so that it can be constructed meaning in a particular topic. By using interviews, researchers are expected to obtain in-depth data because of the data obtained directly (Creswell, 1989). Observation is to conduct observations of the location and systematic recording of objects or research subjects. This technique is done by observing events that occur at the research site. Documentation is a record of events that have passed, can be writings, drawings, or monumental works of a person. Documentation aims to complete the technique of collecting data in interviews and observations so that the data presented and obtained is more valid.

Analysis of this data according to Miles and Huberman (1986), conducted from the beginning and throughout the research process and in qualitative analysis is divided into 3 flows, as follows, namely: 1. Data Reduction, is the selection process, focusing attention on simplification, indexing, and transformation of data emerging from field records; 2. Data Presentation, is a set of composing information that gives the possibility of drawing conclusions and taking action. The most frequently used presentation is in the form of narrative text; 3. Conclusion or Verification, is the stage of conclusion and verification. From the outset of data collection, researchers looked for the meaning of patterns, explanations, possible configurations, causal flows, and propositions. The final conclusion will depend on the size of the field notes, the coding, storage, and re-search methods used, and the researcher's proficiency.

## **RESULT & DISCUSSION**

Banjarmasin city government policy in reducing the use of plastic bags for modern markets or mini markets has been running for 4 years. This reduction in use is based on Banjarmasin Mayor Regulation No. 18 of 2016 on reducing the use of plastic bags in Banjarmasin city.

In Banjarmasin city since 2014 the number of modern markets has been about 52 pieces and in 2015 the number of modern markets is about 38 pieces, spread across 5 subdistricts. The total number of modern markets in the Banjarmasin city from 2014

to 2015 amounted to about 90 pieces. This amount is combined from the distribution of modern markets in 5 subdistricts in Banjarmasin city and when comparing the number of supermarkets with mini markets, the number of mini markets is greater in number. Then the number of mini market spreads located on the riverbank includes, as follows, below:

**Table 1.** Number of Mini Market in Banjarmasin City Riverside

NO	River Type	Street Name	Amount
1.	Small River	Belitung	5
2.	Small River	Pangeran	1
3.	Small River	Pembangunan	5
4.	Small River	Sutoyo S	3
5.	Small River	A Yani	5
6.	Small River	Sungai Miai	2
7.	Small River	Sungai Mesa	2
8.	Small River	Veteran	6
9.	Large River	Banua Anyar	1
10.	Large River	Sungai Jingah	2

**Source:** processed data

The number of mini markets located on the riverbank is about 32 pieces with a spread of location points about 10 roads in Banjarmasin city. The location of the mini market on the edge of the river is categorized as 2, namely: the location of the suburb that is exactly in front of the river and the location of the suburb that is across the river. The rivers here are categorized into larger rivers, creeks and creeks.

In Banjarmasin, there are many small rivers and tributaries that connect between sub-districts. Therefore Banjarmasin city is known as the city of a thousand rivers, although in reality the number of rivers currently only amounts to 100. The implementation of the Banjarmasin city government policy began on June 1, 2016, which applies in all shops, retail, supermarkets, shopping centers and some traditional markets in Banjarmasin City. The assumption of Banjarmasin city government to issue the Mayor's Regulation is none other than to maintain a healthy environment and sustainable development. Plastic waste is considered very bad for the environment because of its difficult nature to decompose in the soil, even though it has been buried for many years. Relevant to that policy is a step, an act intentionally committed by an actor or a number of actors with regard to a particular problem or problem encountered (Anderson, 1984; Wahab, 2017; Shabbir et al., 2019; Shahid et al., 2019).

Banjarmasin City Government Policy aims to maintain the environment and sustainable development so that it is not oriented towards the wishes of modern retail owners and the comfort of the buyer community. Therefore the desire of retail owners and buyers is neglected from the substance of this policy. However, the policy of Banjarmasin city government is binding for the citizens of the Banjarmasin city so it is an obligation for modern retail owners and buyers to carry it out with the consequences of loss and inconvenience. In the early stages of Banjarmasin city government policy is more focused on modern market or mini market in Banjarmasin City. This policy of reducing the use of plastic bags substantially regulates the prohibition of the use of plastic bags by requiring modern markets or mini markets not to provide plastic bags for buyers.

The impact of this plastic bag reduction policy on stakeholders consisting of modern retail entrepreneurs and the buyer community around the mini market. The owner of

retail as an actor who does not provide plastic bags for his buyers and riverside communities as users or buyers who do not use plastic bags in the shopping.

In this case, Hogwood and Gunn (2016), stated from the external side of the factors, a policy implemented may be in accordance with the plan, but nevertheless can have an expected impact because social, economic and political conditions are not supported.

At the beginning of the implementation of this plastic bag use reduction policy in 2016 did not run effectively for almost 3 years. This happens because mini market retail entrepreneurs as well as the public as buyers are more likely to complain about the existence of this plastic bag reduction policy.

This tendency is certainly the nature of a policy that has a positive side and a negative side in its application. On the one hand, the Banjarmasin city government policy has a positive impact on reducing the use of plastic bags, but on the other hand has a negative impact on retail entrepreneurs and user communities.

Winarno (2002) suggested that there are at least five dimensions that must be discussed in taking into account the impact of a policy. These dimensions include: a) The impact of policy on public issues and the impact of policy on the people involved; b) The Policy may have an impact on circumstances or groups beyond the objectives or objectives of the policy; c) The Policy may have an impact on present and future circumstances; d) Evaluation also concerns other elements, namely direct costs incurred to finance public policy programs; e) Indirect costs borne by the community or some members of the public due to public policy.

The policy of reducing the use of plastic bags is considered by mini market retail entrepreneurs to have an impact on the sale of goods in their stores, where buyers no longer intend to make purchases in their mini markets. This concern is reasoned because many buyers expect that if they buy something in the mini market will get a plastic bag as a place / container carrying their purchased goods.

Moreover, many buyers who visit the mini market using 2-wheeled vehicles so that visitors who as buyers are in desperate need of plastic bags as a place to bring their groceries, which they will hang on the hook that is in the 2-wheeled vehicle. So it tends to modern retail entrepreneurs at first still do the use of plastic offices at a certain time. We're looking at the habits of buyers who tend to be surprised when buying a lot of groceries in the mini market without plastic bags provided.

Buyers in the mini market complain more, and rant because they have to bring their many groceries, moreover, those buyers do not carry spare plastic bags and use 2-wheeled vehicles. There are some buyers who are begging to be given plastic bags to make it easier to bring their groceries. Often there are buyers who deliberately shop at the mini market because they expect to get a plastic bag, where this plastic bag will be used for other household purposes, for example to wrap vegetables or fish that will be put in the refrigerator.

This condition is certainly something uncomfortable for mini market entrepreneurs and the buyer community where the condition of this complaint is not in line with the advantages of the mini market in providing convenience and comfort in shopping and services for buyers. The provision of plastic bags bearing the mini market logo as a mini market promotion event, which is also a form of convenient services for buyers if shopping in their mini market.

This caused many mini market entrepreneurs who delayed the implementation of Banjarmasin city government policy not to provide plastic bags in the mini market because the reason does not want to disappoint the buyer, where the assumption is that if they disappoint the buyer then the buyer will not shop again in their mini market.

For almost 3 years, many mini market entrepreneurs who secretly provide plastic bags for their buyers, for them the policy of Banjarmasin city government is very burdensome for them. Moreover, many buyers do not care about the policy of Banjarmasin city government, for they must get convenience in carrying their groceries.

The ineffectiveness for several years in the implementation of this plastic bag policy occurred due to the different objectives of the Banjarmasin city government policy that is oriented towards maintaining the environment and sustainable development in Banjarmasin City.

During the enactment of Banjarmasin city government policy in reducing the use of plastic bags, this has resulted in a decrease in the number of buyers visiting the mini market, due to the reduced mini market service in the provision of plastic bags. However, over time, mini market entrepreneurs and buyers began to be involved with the unavailability of plastic bags in every mini market in Banjarmasin City. The buyers bring their own groceries by bringing with their own hands, and when the groceries are many they bring their groceries gradually.

But until now there has been no mini market that provides shopping bags made of cloth, while the surrounding community has begun to be civilized by carrying their own plastic bags or not carrying plastic bags by choosing to bring their groceries directly by hand. There are several factors that influence the impact of the implementation of Banjarmasin City Government policy in reducing the use of plastic bags in the modern mini market of Banjarmasin City, as follows:

First, behavioral economics. The economic behavior of mini market owners who maximizes service to their buyers by providing free plastic bags as a place for groceries. The provision of plastic bags for the owners of this mini market as a form of attraction for the community of buyers so that they are interested in shopping in the mini market. Moreover, the reality is that the buyer community is very fond of the provision of free plastic bags in this mini market where the buyer community does not have to spend money to buy them and does not need to bring their own plastic bags from their homes.

Second, people's habits. People's habits as buyers who are used to getting free plastic bags from mini markets for a place to bring their groceries. This free plastic bag has a certain thickness so it is indeed in a strong design to carry a lot of groceries. Moreover, this community habit has been going on for 2 years before the issuance of the Banjarmasin city government policy in 2016. Since the first presence of mini market in the Banjarmasin city in 2014, the buyer community has felt the ease of service in shopping with the provision of free plastic bags.

## **CONCLUSION**

Based on the results and discussion above, it can be formulated conclusions, as follows, namely: 1. In 2014 there were about 20 companies consisting of classification of 1 supermarket and 19 pieces is a mini market, with the distribution of central Banjarmasin district about 15 pieces, West Banjarmasin District about 6 pieces, South Banjarmasin District about 6 pieces, East Banjarmasin District about 9

pieces and North Banjarmasin District about 16 pieces; 2. In 2015 there were about 17 companies consisting of classification of 1 mall and 16 pieces is a mini market, with the distribution of central Banjarmasin district about 5 pieces, West Banjarmasin District about 4 pieces, South Banjarmasin District about 5 pieces, East Banjarmasin District about 13 pieces and North Banjarmasin District about 11 pieces; 3. The number of mini markets located on the riverbank is about 32 pieces with a spread of location points about 10 roads in Banjarmasin city. The location of the mini market on the edge of the river is categorized as 2, namely: the location of the suburb that is exactly in front of the river and the location of the suburb that is across the river. The rivers here are categorized into larger rivers, creeks and creeks; 4. At first Banjarmasin city government policy on the use of plastic bags in modern markets or mini markets in riverside communities is not effective, but after 3 years running this government policy shows effective results.

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