

Failure Of The Policy To Limit The Use Of Plastic Bags In Traditional Markets

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Abstract: The ban on plastic bags is a global issue in several developing countries, including Indonesia. In some cities in Indonesia adopted this global issue in the form of a policy of reducing the use of plastic bags. Banjarmasin city is one of the cities in Indonesia that produces a policy of reducing the use of plastic bags in malls, mini markets, supermarkets and traditional markets. Research methods used qualitative approaches phenomenological variants with interactive model data analysis. The results showed the development of the number of traditional markets that experienced rapid development as much as 81 pieces spread across 5 sub-districts in Banjarmasin city. The increase in the number of traditional markets is in line with the increasing population growth so that there is a difference in the distribution of traditional markets in the 5 sub-districts. Since the policy of the Banjarmasin City Government in 2016 until now has failed the policy of reducing the use of plastic bags in traditional markets. This condition is due to the existence of constraint factors in the implementation of municipal government policies that include structural factors in the city government environment and traditional market communities.

Keywords: government policy, plastic bag reduction, traditional markets, riverside communities

1. Introduction

The existence of plastic bags has both positive and negative impacts on the surrounding environment. Plastic that began to be used about 50 years ago, has now become an integral item in human life. It is estimated that 500 million to 1 billion plastic bags are used by the world's population in one year. This means there are about 1 million plastic bags per minute.

To make it, 12 million barrels of oil per year are needed, and 14 million trees are cut down. Overconsumption of plastic, also resulting in a large amount of plastic waste. With a large amount of plastic waste, it will also have an impact on the cleanliness of the world's environment. Humans as one of the creatures that live on earth will directly receive the impact of the world's environmental pollution caused by plastic waste (<https://bulelengkab.go.id/detail/artikel/dampak-plastik-terhadap-lingkungan-88>, accessed March 10, 2019).

Global South research, mentions plastic bag waste is much more visible and dangerous because of the limited level of garbage collection and recycling, as well as the pressure of national problems that are much more influential on a country (Knoblauch et al., 2018). Such anthropogenic waste has environmental impacts, reduces an area's tourism revenue and results in human health problems, so identifying effective reduction policies is essential to reduce waste and litter before entering the ocean (Willis et al., 2018).

One of the most prominent problems, especially in urban areas in Indonesia, is the problem of waste. Waste is a material that is wasted or disposed of from the source of activity from humans and

from nature that does not have economic value. Garbage can come from households, agriculture, offices, companies, hospitals, markets and so on. In other words, the increasing number of occupations or human populations, the more waste produced and the land to dispose of the waste must certainly be expanded.

Plastic bags have become dangerous and difficult to manage waste. Indonesia is currently the second ranking of countries contributing to plastic waste in the oceans. This certainly makes us concerned and at the same time a proof of the low awareness of the Indonesian people and state in the use and management of plastic waste. Awareness of plastic waste management must be built and improved.

The case for implementing a policy on the use of thin plastic bags in urban areas of Zimbabwe is proving to be beyond the ability of local governments to address them. For almost 4-5 years in the informal sector, experiencing 'hide and seek' relationships with law enforcement agencies, the move has faced resistance and resistance from consumers (Chitotombe, 2014).

The city of Banjarmasin can not be separated from garbage whose volume is 600 tons per day. The problem of waste is exacerbated by waste material that comes from materials that are difficult to decompose, namely plastic. New plastic bags can decompose for at least 20 years in the soil. If the plastic bag is in the water, it will be even more difficult and will take longer to decompose (<https://www.indopress.id/article/nasional/dampak-pelarangan-kantong-plastik-di-banjarmasin>, accessed March 1, 2019).

Banjarmasin city is one of the cities in Indonesia that produces a policy of reducing the use of plastic bags in malls, mini markets, supermarkets and traditional markets. Banjarmasin Mayor Regulation No. 18 of 2016 on Reducing The Use of Plastic Bags is the policy of the Mayor of Banjarmasin which was established as the first city to ban the use of plastic bags.

The assumption of the Banjarmasin City Government issuing 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 nature that is difficult to break down by the soil, even though it has been buried for many years.

A south Sudan study banned the use of plastic bags in December 2015 following a similar order by its neighbor Kenya. Based on textual analysis techniques, it is argued that banning plastic bags is a rational course of action. However, there is limited evidence that such decisions have negative implications on policy implementation and enforcement (Kwori, 2019).

The policy of banning plastic bags in every modern retail store in the Bogor City Government to reduce plastic waste and encourage an environmentally friendly lifestyle, is carried out using the green marketing process. Where shows more and more consumers who want to reduce the use of plastic bags and carry grocery bags. The green marketing process that has a significant influence on green behavior is getting to know customers, empowering customers and convincing buyers (Nurulhaq & Kismartini, 2019).

Suryadi et.al (2020), proposed a long process that lasted for 3 years in effectively the Banjarmasin city government policy in reducing the use of plastic bags in modern markets, such as mini markets, which tend to be influenced by economic behavior and local people's habits.

The plastic bag ban policy has been implemented in Jakarta since July 1, 2020. However, the impact of the policy on waste reduction in Jakarta is still unclear. The results showed that North Jakarta showed no significant discrepancies in waste reports after the plastic bag ban policy. On the other hand, other counties show considerable differences (Feliren et al., 2021).

The policy of banning the use of single-use plastic bags in Indonesia is an effort by the government to reduce the amount of plastic waste. But the effectiveness of the policy is still questionable, as it is only applied in modern retail stores, while the largest contributor of plastic bag waste is in the traditional market. The results revealed that the majority of consumers agreed if the policy was implemented in traditional markets, but with a record of gradual application. They also agree with the implementation of paid plastic bags (Angriani et al., 2021).

2. Literature Review

Plastic bags symbolize the many features that have turned plastic into the material that defines our contemporary modern culture. Versatility, durability, strength, and low cost make it an indispensable companion for consumers. As plastic becomes an increasingly contested material, plastic bags have emerged as a controversial object in many jurisdictions. The number of public policies on plastic bags has more than tripled since 2010, and is now found on all continents, from the city to intergovernmental levels, especially in the form of bans or levies, although prohibitions are more dominant. There are many examples of policies that lead to reduced plastic bag consumption, but also identify major challenges, including resistance to plastic bag regulation, uncertainty in measuring effects, and unwanted side effects (Nielsen et al., 2019).

An agent-based model for studying the adoption of plastic bag ban policies in California. Simulates the diffusion of policies between counties in California that are close to reality, where the mechanisms of diffusion and policy interaction between individuals as well as between counties and between individuals and counties. Any individual with his or her own attributes, including education, preferences, and wealth may influence or be influenced by interactions with others based on differences in preferences from others in adopting this policy. (Yang & Kim, 2019).

A 2015 study showed that Cambodia's urban communities use more than 2,000 plastic bags each year (on average) which is 10 times higher than the European Union. Although the state recently issued a plastic bag management policy, enforcement is very limited. The results showed that 90.9% of people disposed of plastic bags with certain types of garbage. With regards to the proposed policy options, 43.2% chose alternative materials. The cost of using plastic bags and banning the consumption of plastic bags by 28.6% and 28.2% respectively. As such, it is not an acceptable solution to ban the consumption of plastic bags in Phnom Penh at this time. Proposed policy options are mixed policies such as charging fees for the use of plastic bags, promoting alternative materials, and raising awareness and education (Koeng et al., 2020).

The six-step model developed by Patton and Sawicki helps evaluate plastic bag policies in various African countries. The study concludes that the key to effective legislation relies on consistent enforcement and educating the public to achieve environmental support (Nyathi & Togo, 2020).

California became the first state to ban the use of single-use plastic bags by voting, the study used a Pooled OLS model with a measure of centrality of network, demographics, and location to generalize insights into policy diffusion across cities in California, as core attributes influence population preferences on policy adoption (Yang & Kim, 2020).

The extensive use of plastic bags in Nepal has raised growing concerns in recent years. Results show that the effectiveness of the ban depends heavily on its enforcement and sanctions system. In particular, perceived sanctions are an important determinant of the use of plastic bags, as the perceived doubling of sanctions can reduce the use of plastic bags by two-thirds for retailers and by half for consumers (Bharadwaj et al., 2020).

A study on the impact of the ban on single-use plastic bags, introduced in the Australian Capital Territory in 2011, showed the ban had not been particularly effective in reducing plastic or waste bag consumption. Over a nearly seven-year study period, between 2011 and 2018, the ban reduced consumption of single-use conventional polyethylene bags by 2600 tons. However, this reduction was largely offset by an increase in the consumption of other bags. The net effect of the ban on plastic consumption during that period was relatively small. Nonetheless, the ban is widely supported (Macintosh et al., 2020).

The policy study banning the use of plastic bags in Nepal, marking some success in limiting the use of plastic bags, faces two major challenges: First, the effects of prohibition often thin and become ineffective over time. Second, bag leaks can occur as customers turn to unregulated plastic bags and create more pollutants. The use of plastic bags initially slowed, but later increased in the ban on using plastic bags over time. The ban does help reduce total bag use in the short term but requires continuous monitoring and enforcement to be effective in the long term (Bharadwaj et al., 2021).

Although the plastic bag ban is increasingly prominent as a policy option for managing plastic bag waste, there are mixed views in Finland on the reasons and their effectiveness. The results of the review showed limited success of the plastic bag ban due to the lack of suitable alternatives, limited state capacity to monitor and enforce the ban, the growing black market, the structural and instrumental forces of the plastics industry (Muposhi et al., 2021).

Regulatory changes that replaced the ban with a small tax on all single-use bags resulted in a large drop in single-use bag use and overall environmental costs. Narrowly defined regulations (such as the plastic bag ban) may be less effective than policies targeting a more comprehensive set of products, even in cases when the policy instrument itself (taxes rather than bans) is not that strict (Homonoff et al., 2021).

The positive effects of stricter measures in 2021 saw a significant decrease in the use of charged carrier bags by 46%, and a significant increase in the use of old plastic bags and reusable bags by 117% and 36% respectively. Policy execution loopholes were found in some supermarkets that did not follow tougher plastic ban measures. Fortunately, the spillover effect of supermarkets implementing tougher measures, fixes this problem to some extent. In addition, the stricter 2021 policy failed to be the most influential factor on people's use of each bag (Wang et al., 2021).

The environmental damage caused by plastic waste has catalyzed government action against plastic bags around the world. Although anti-plastic bag policies are gaining traction globally, the limited implementation of the ban varies. Some governments adopt and effectively enforce plastic bag bans while others reverse course or delay implementation. The comparative strength of the plastics industry as a prominent factor in explaining the varied adoption of plastic bag bans. In contrast, countries pursuing service-based development strategies, which prioritize externally dependent sectors such as tourism, are more likely to implement plastic bag bans, which could help boost green credentials (Behuria, 2021).

3. Research Methods

The approach that will be used in research is a qualitative approach that is a process of research and understanding based on methods that investigate a social phenomenon and human problem. Qualitative variants use phenomenological methods against the actions of governments and traditional market societies.

In this approach and method, researchers create a complex picture, examine words, detailed reports of the informant's views, and conduct studies on natural situations (Moleong: 2013). Qualitative methods are research procedures that produce descriptive data in the form of written and oral words from people and behaviors observed (Bogdan and Taylor: 1975).

The data collection technique in this study uses three ways, as follows, namely: Interview, Observation. According to Creswell (2009), the use of this complete observer, is done in a way that researchers are not seen in the activities of the study subjects, but still make observations related to the object of the study.

This data analysis using Miles and Huberman (1984), which was carried out from the beginning and throughout the research process and in this qualitative analysis is divided into 3 (three) flows namely: data reduction, data presentation, conclusion withdrawal or Verification, Final conclusion will depend on the magnitude of field record collections, coding, storage, and methods of re-searching used, and the proficiency of researchers.

4. Results and Discussions

Banjarmasin city government policy in reducing the use of plastic bags for traditional markets on the banks of the river has been running for almost 5 years. This plastic use reduction policy is based on Mayor Banjarmasin Regulation No. 18 of 2016 on Reducing Plastic Bag Use.

In the city of Banjarmasin since 2016 until now, the number of traditional markets has developed quite rapidly around 81 pieces, spread across 5 sub-districts. The distribution of traditional markets can be seen in the table below, as follows, namely:

Table 1. Traditional Market Distribution in Banjarmasin City

No.	District	Classification	Amount
1.	South Banjarmasin	Traditional Market	3
2.	East Banjarmasin	Traditional Market	4
3.	West Banjarmasin	Traditional Market	7
4.	Central Banjarmasin	Traditional Market	49
5.	North Banjarmasin	Traditional Market	18
		Total	81

Source: processed, 2021

Based on table 1 shows the largest number of traditional markets in the Central Banjarmasin District around 49 pieces and the smallest number of traditional markets in South Banjarmasin District as many as 3 pieces. Meanwhile, in the North Banjarmasin District, there were 18 developments along with population growth and housing development.

Then the distribution of this traditional market has included in 5 sub-districts in the city of Banjarmasin with differences in the number of traditional markets, which is in accordance with the development of the population, where the number of residents is related to the number of traditional markets in each sub-district.

The distribution of details of traditional markets in each sub-district in Banjarmasin City can be seen in the table below, as follows, namely:

Table 2. Traditional Markets in Banjarmasin City

No.	Market Name	Classification	District
1.	PekaumanInpres	Traditional Market	South Banjarmasin
2.	Pekauman	Traditional Market	South Banjarmasin
3.	Gawi Manuntung	Traditional Market	South Banjarmasin
4.	Kuripan	Traditional Market	East Banjarmasin
5.	Terminal Kilometer 6	Traditional Market	East Banjarmasin
6.	Pandu Baru	Traditional Market	East Banjarmasin
7.	Ksatrian	Traditional Market	East Banjarmasin
8.	New Telawang	Traditional Market	West Banjarmasin
9.	1 st floor Telawang	Traditional Market	West Banjarmasin
10.	Induk Banjar Raya	Traditional Market	West Banjarmasin
11.	Kalindo	Traditional Market	West Banjarmasin
12.	Kalindo Raya	Traditional Market	West Banjarmasin
13.	Amal	Traditional Market	West Banjarmasin
14.	Tungging	Traditional Market	West Banjarmasin
15.	Sehat TelukDalam	Traditional Market	Central Banjarmasin
16.	Teluk Dalam Muara	Traditional Market	Central Banjarmasin
17.	Rawasari	Traditional Market	Central Banjarmasin
18.	Permai Dasar	Traditional Market	Central Banjarmasin
19.	1 st floor Permai	Traditional Market	Central Banjarmasin
20.	Perma iKhusus	Traditional Market	Central Banjarmasin
21.	Permai miring	Traditional Market	Central Banjarmasin
22.	1 st floor Permai Miring	Traditional Market	Central Banjarmasin
23.	Niaga Timur	Traditional Market	Central Banjarmasin
24.	2st floor Niaga	Traditional Market	Central Banjarmasin
25.	3st floor Niaga	Traditional Market	Central Banjarmasin
26.	Block Anda Optikal	Traditional Market	Central Banjarmasin
27.	Samping Cempaka	Traditional Market	Central Banjarmasin
28.	Block Odi	Traditional Market	Central Banjarmasin
29.	Block Ansyar	Traditional Market	Central Banjarmasin
30.	Samping Pasar Ayam	Traditional Market	Central Banjarmasin
31.	SudiRapi	Traditional Market	Central Banjarmasin
32.	Ex Pom Bensin	Traditional Market	Central Banjarmasin
33.	Block Samping Kapitol	Traditional Market	Central Banjarmasin
34.	Daging	Traditional Market	Central Banjarmasin
35.	Lima Laut	Traditional Market	Central Banjarmasin
36.	Lima Beton	Traditional Market	Central Banjarmasin
37.	Lima Beton Lt. II	Traditional Market	Central Banjarmasin
38.	Sandang Pangan	Traditional Market	Central Banjarmasin
39.	Block Hanifah	Traditional Market	Central Banjarmasin
40.	Permata	Traditional Market	Central Banjarmasin
41.	Atom Kilat	Traditional Market	Central Banjarmasin
42.	Samping Atom Kilat	Traditional Market	Central Banjarmasin

43.	Ujung Murung	Traditional Market	Central Banjarmasin
44.	Titipan Sepeda	Traditional Market	Central Banjarmasin
45.	Muka Jembatan Sudi Mampir	Traditional Market	Central Banjarmasin
46.	Kampung Gedang	Traditional Market	Central Banjarmasin
47.	Lima Tahap I	Traditional Market	Central Banjarmasin
48.	Lima Tahap II	Traditional Market	Central Banjarmasin
49.	Lima Tahap III	Traditional Market	Central Banjarmasin
50.	Lima Tahap IV	Traditional Market	Central Banjarmasin
51.	Lima Tahap V	Traditional Market	Central Banjarmasin
52.	Lima Tahap VI	Traditional Market	Central Banjarmasin
53.	Abadi Beton	Traditional Market	Central Banjarmasin
54.	Abadi Miring	Traditional Market	Central Banjarmasin
55.	Samping Sudi Mampir	Traditional Market	Central Banjarmasin
56.	Block Keramik	Traditional Market	Central Banjarmasin
57.	Kembang	Traditional Market	Central Banjarmasin
58.	Belakang Sudi Mampir	Traditional Market	Central Banjarmasin
59.	SudiMampir Lt. 3	Traditional Market	Central Banjarmasin
60.	Kupu-Kupu	Traditional Market	Central Banjarmasin
61.	Malabar Baru	Traditional Market	Central Banjarmasin
62.	Beras	Traditional Market	Central Banjarmasin
63.	Pagi	Traditional Market	Central Banjarmasin
64.	Cemara	Traditional Market	North Banjarmasin
65.	Ulin Alalak Utara	Traditional Market	North Banjarmasin
66.	Subuh	Traditional Market	North Banjarmasin
67.	Dadakan	Traditional Market	North Banjarmasin
68.	Cemara Ujung	Traditional Market	North Banjarmasin
69.	Jumput Cemara	Traditional Market	North Banjarmasin
70.	Sungai Miai	Traditional Market	North Banjarmasin
71.	Cemara Perumnas	Traditional Market	North Banjarmasin
72.	Citra Kasturi	Traditional Market	North Banjarmasin
73.	Lama	Traditional Market	North Banjarmasin
74.	Abdi Persada	Traditional Market	North Banjarmasin
75.	Peri	Traditional Market	North Banjarmasin
76.	Kayu Tangi Ujung	Traditional Market	North Banjarmasin
77.	Sejumput	Traditional Market	North Banjarmasin
78.	Wisata Terapung	Traditional Market	North Banjarmasin
79.	Sejumput Kuin Selatan	Traditional Market	North Banjarmasin
80.	Terminal Handil Bhakti	Traditional Market	North Banjarmasin
81.	Jahri Saleh	Traditional Market	North Banjarmasin

Source: processed, 2021

From table 2 above shows the variety of traditional market names and the similarity of names that are adapted to the street where the traditional market is, for example the name of A pinch with

fir road or south Kuin road. In addition, there are traditional markets that have large capacity and there are traditional markets with small capacities.

Another difference is that the market is in the category of traditional markets that are open in the morning and evening until the evening. Then there are markets that are not fixed or open with hour limits and there are markets that settle, for example the name of an impromptu market or Tungging is a market that does not settle or open only a few hours. Traditional markets, with small capacities can be seen in the table below, as follows, namely:

Table 3. Classification of Traditional Markets in Banjarmasin City

No.	Market Name	Classification	District
1.	Amal	Small	West Banjarmasin
2.	Tungging	Small	West Banjarmasin
3.	Subuh	Small	North Banjarmasin
4.	Dadakan	Small	North Banjarmasin
5.	Jumput Cemara	Small	North Banjarmasin
6.	Sejumput	Small	North Banjarmasin
7.	Wisata Terapung	Small	North Banjarmasin
8.	Sejumput Kuin Selatan	Small	North Banjarmasin
9.	Terminal Handil Bhakti	Small	North Banjarmasin

Source: processed, 2021

Traditional markets, with small capacity tend to only sell certain needs, such as vegetables or fruits or fish, while markets with large capacities tend to sell goods with various types of basic needs and household needs, such as clothing, food and boards.

But of all the traditional markets in table 2, not all are in the riverbank area. There are only a few markets that are on the banks of the river while other markets are not on the banks of the river, but are at the intersection of roads and on the side of the highway.

The traditional market on the edge of the river can be seen in the table below, as follows, namely:

Table 4. Traditional Market on the Banks of the River Banjarmasin City

No.	Market Name	Classification	District
1.	Kuripan	Traditional Market	East Banjarmasin
2.	Telawang Baru	Traditional Market	West Banjarmasin
3.	1 st floor Telawang	Traditional Market	West Banjarmasin
4.	Induk Banjar Raya	Traditional Market	West Banjarmasin
5.	Kalindo	Traditional Market	West Banjarmasin
6.	Kalindo Raya	Traditional Market	West Banjarmasin
7.	Amal	Traditional Market	West Banjarmasin
8.	Tungging	Traditional Market	West Banjarmasin
9.	Sehat Teluk Dalam	Traditional Market	Central Banjarmasin
10.	Teluk Dalam Muara	Traditional Market	Central Banjarmasin
11.	Rawasari	Traditional Market	Central Banjarmasin
12.	Lima Laut	Traditional Market	Central Banjarmasin
13.	Ujung Murung	Traditional Market	Central Banjarmasin

14.	MukaJembatan Sudi Mampir	Traditional Market	Central Banjarmasin
15.	Samping Sudi Mampir	Traditional Market	Central Banjarmasin
16.	Belakang Sudi Mampir	Traditional Market	Central Banjarmasin
17.	SudiMampir Lt. 3	Traditional Market	Central Banjarmasin
18.	Beras	Traditional Market	Central Banjarmasin
19.	Ulin Alalak Utara	Traditional Market	North Banjarmasin
20.	Cemara Ujung	Traditional Market	North Banjarmasin
21.	Jumput Cemara	Traditional Market	North Banjarmasin
22.	Sungai Miai	Traditional Market	North Banjarmasin
23.	Lama	Traditional Market	North Banjarmasin
24.	Kayu Tangi Ujung	Traditional Market	North Banjarmasin
25.	Sejumput	Traditional Market	North Banjarmasin
26.	Wisata Terapung	Traditional Market	North Banjarmasin
27.	Sejumput Kuin Selatan	Traditional Market	North Banjarmasin
28.	Terminal Handil Bhakti	Traditional Market	North Banjarmasin

Source: processed, 2021

Table 4 above shows the number of traditional markets on the banks of the river is only 28 pieces less than the number of traditional markets that are not on the banks of the river which numbers about 56 pieces. The traditional market on the banks of this river is divided there is a face on the edge of a large, small and tributary river, there is a side on the banks of large, small and tributary rivers and there is a back on the banks of large, small and tributary rivers.

The category of rivers is quite diverse there are those on the banks of large rivers, small rivers and tributaries. The categories of rivers in detail can be seen in the table below, as follows, namely:

Table 5. River Category in Banjarmasin City Traditional Market

No.	Market Name	Classification	District
1.	Kuripan	Stream	East Banjarmasin
2.	Telawang Baru	Stream	West Banjarmasin
3.	1st floor Telawang	Stream	West Banjarmasin
4.	Induk Banjar Raya	Big River	West Banjarmasin
5.	Kalindo	Small river	West Banjarmasin
6.	Kalindo Raya	Small river	West Banjarmasin
7.	Amal	Stream	West Banjarmasin
8.	Tungging	Stream	West Banjarmasin
9.	Sehat Teluk Dalam	Small river	Central Banjarmasin
10.	TelukDalam Muara	Small river	Central Banjarmasin
11.	Rawasari	Small river	Central Banjarmasin
12.	Lima Laut	Big River	Central Banjarmasin
13.	Ujung Murung	Big River	Central Banjarmasin
14.	MukaJembatan Sudi Mampir	Big River	Central Banjarmasin
15.	Samping Sudi Mampir	Big River	Central Banjarmasin
16.	Belakang Sudi Mampir	Big River	Central Banjarmasin

17.	3st floor Sudi Mampir	Big River	Central Banjarmasin
18.	Beras	Big River	Central Banjarmasin
19.	Ulin Alalak Utara	Big River	North Banjarmasin
20.	Cemara Ujung	Big River	North Banjarmasin
21.	Jumput Cemara	Big River	North Banjarmasin
22.	Sungai Miai	Big River	North Banjarmasin
23.	Lama	Big River	North Banjarmasin
24.	Kayu Tangi Ujung	Big River	North Banjarmasin
25.	Sejumput	Small river	North Banjarmasin
26.	Wisata Terapung	Big River	North Banjarmasin
27.	Sejumput Kuin Selatan	Big River	North Banjarmasin
28.	Terminal Handil Bhakti	Small river	North Banjarmasin

Source: processed, 2021

Table 5 above shows the number of traditional markets located on the banks of large rivers more about 17 pieces than the number of traditional markets on the outskirts of a small river which is only about 6 pieces and the number of traditional markets on the periphery of the tributary about 5 pieces.

Based on the mayor's regulations, the implementation of the Banjarmasin City government policy on reducing the use of plastic bags began on June 1, 2016, which applies in all shops, retail, supermarkets, shopping centers and traditional markets in Banjarmasin City.

The assumption of the Banjarmasin City Government issuing the Mayor's Regulation is none other than to maintain a healthy environment and sustainable development. Plastic waste in value is very bad for the surrounding environment because of its nature that is difficult to break down by soil even though it has been buried for years.

In reality, in the early stages of the Banjarmasin city government policy is more focused on modern markets or mini markets than traditional markets in Banjarmasin City. The initial priority of implementing the Banjarmasin city government policy on reducing the use of plastic bags in the modern market type (mini market) finally has an impact on the freedom of use of plastic bags in traditional markets.

The consideration of the Banjarmasin city government in implementing the priority scale of this policy is more due to political aspects than technical aspects. The political aspect is that there are concerns of rejection from buyers and sellers in traditional markets, although it is known that the number of traditional markets is predominantly managed by the Banjarmasin city government.

Moreover, the number of traditional markets is more than the modern market, which automatically has more buyers and sellers and diverse in traditional markets than in modern markets so as to strengthen considerations of political aspects in the implementation of Banjarmasin city government policies in reducing the use of plastic bags in traditional markets.

The Banjarmasin city government should prioritize the application of policies in traditional markets because of the 81 traditional markets, about 65 traditional markets are traditional markets managed directly by the Banjarmasin City government while the rest are managed by private parties or the general public.

Then the traditional market located on the outskirts of the big river, small rivers and tributary in Banjarmasin City are all managed by the Banjarmasin City Government through the Regional Device Work Unit in charge of the management of the traditional market.

Tends to this political aspect related to the problem of reduced sympathy of the citizens (buyers and sellers) in traditional markets to the figure of mayor of Banjarmasin, so that the image of the mayor of Banjarmasin will decrease in the community because this policy will be contrary to the wishes of the citizens in traditional markets.

Concerns about the mixed negative response from buyers and sellers in traditional markets to the Banjarmasin City Government, such as the assumption that the Banjarmasin city government policy complicates the activity of buying and selling transactions in traditional markets, which will have an impact on the image of the Mayor of Banjarmasin.

Then there is the tendency of buyers and sellers in the traditional market to have an identity as a people's market, namely a market where the buying and selling transactions of small people and small economies, which easily cause jealousy and tension with the modern market, which is assumed to be a place of the upper class and large financiers.

Moreover, the reality is that the Mayor of Banjarmasin will run again in the Banjarmasin mayoral election in 2021. Maintaining the image and sympathetic citizens of the community, including citizens in traditional markets becomes the main thing in order to be elected at the next nomination.

The tendency of buyers and sellers in traditional markets to know the Banjarmasin city government policy on reducing the use of plastic bags, but they do not know when the government's policy is implemented in traditional markets.

Then buyers and sellers know the application of this government policy in the modern market so that buyers and sellers in traditional markets assume that this government policy is only applied to modern types of markets, such as malls, mini markets and supermarkets.

This assumption was concluded by buyers and sellers in traditional markets because until now there was no appeal to them about the implementation of a policy of reducing the use of plastic bags by the Banjarmasin City Government or the Regional Device Task Force that specifically manages traditional markets.

The activities of buyers and sellers in traditional markets are very free in the use of plastic bags in every buying and selling transaction. All buying and selling activities from the purchase of all materials in the traditional market use plastic bags as containers to put purchase goods.

Buyers and sellers in traditional markets in carrying out activities using plastic bags without any fear of getting a rebuke from the Banjarmasin city government, where for them the use of plastic bags is an official thing to do and does not violate the policy of the Banjarmasin City Government.

Then of all the traditional markets only rawasari traditional market looks different buyer activity, where the tendency of buyers to bring their own containers put groceries from homes made of purun plant material or local designation with the term bakul (basket).

Although they bring grocery baskets from home but their purchasing activities always use plastic bags in their buying and selling activities, where the seller will put his groceries in plastic bags which are then placed in the basket bakul.

The provision of these plastic bags is not only for the purchase of marine fish and river fish, squid, law, shellfish, but all ingredients sold by sellers in traditional markets, such as vegetables, fruits, spices, household appliances and cooking utensils in the kitchen.

In the traditional market Rawasari is precisely the seller who provides plastic bags as containers to put goods purchased even though buyers do not ask to be provided plastic bags. This habit has been made by sellers for a long time, so that until now they continue to do in buying and selling transactions.

In this market, sellers feel insecure if they do not provide plastic bags for grocery items. Moreover, the reality is that all sellers in this market provide plastic bags for buyers so that if there are sellers who do not provide plastic bags it is considered to violate the habit of buying and selling transactions.

Sellers feel providing plastic bags for their buyers as a form of service to their buyers instead the buyer feels the provision of plastic bags by the seller as a form of seller service for those who buy goods from the seller.

The provision of plastic bags by sellers in traditional markets has become a daily habit and lasts so long that this has become an unwritten provision in transactions in traditional markets. If there are sellers who do not provide plastic bags it is considered to do a refresher against the unwritten provisions.

Buyers in traditional markets never bring their own plastic bags from home to put their groceries, but instead the sellers in traditional markets that provide plastic bags for buyers to put the groceries they buy.

As for the ineffectiveness of the implementation of plastic bag reduction policies in traditional markets, as follows, namely:

1. Structural factors. Structural factors come from the environment of the Banjarmasin city government, which does not prioritize the implementation of this policy from the beginning in traditional markets so there is no activity to implement this policy to traditional markets. Almost 5 years since the policy was enacted from 2016 to 2021 there is no action by the Banjarmasin City Government to implement a policy of reducing the use of plastic bags in traditional markets.
2. Cultural factors. Cultural factors are related to the habits of buyers and sellers in transacting in traditional markets. Sellers who have been accustomed to providing plastic bags for their buyers for many years, so it has become a culture for sellers to provide plastic bags for their buyers. Sellers feel violated the culture in traditional markets if they do not provide plastic bags and buyers feel the provider of plastic bags as a form of service from the seller.

5. Conclusion

The development of the number of traditional markets that experienced rapid development as much as 81 pieces spread across 5 sub-districts in the city of Banjarmasin. The increase in the number of traditional markets is in line with the increasing population growth so that there is a difference in the distribution of traditional markets in the 5 sub-districts. Since the product policy of the Banjarmasin City Government in 2016 until now experiencing ineffectiveness of the policy of reducing the use of plastic bags in traditional markets. This condition is due to the constraints in the implementation of municipal government policies that include structural factors derived from the city government environment and the culture of traditional market communities.

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