

POLICY IMPLEMENTATION OF THE USE OF PLASTIC BAGS BY COMMUNITY AND BUSINESS PLAYERS IN ACHIEVING SDGS IN PADANG CITY

* Yorenza¹, Rahmadani Yusran^{1 2},

^{1 2}Department of Administration Public, Universitas Negeri Padang, Indonesia

²Doctoral Program of Environmental Sciences, Postgraduate - Universitas Negeri Padang, Indonesia

Email: yorenzayohanes98@gmail.com

*Corresponding Author, Received: Oct 31, 2020, Revised: Nov, 18, 2020, Accepted: Dec, 01, 2020

ABSTRACT

This study aims to analyze the implementation of policies on the use of plastic bags by the community and business actors in achieving the goals of sustainable development goals (SDGs) in the Padang City. This study found that waste production in Padang City currently reaches 700 tons per day and is dominated by plastic waste. The community's habituation pattern that unwittingly causes it to be difficult to escape from using plastic bags that turn into garbage. This phenomenon contradicts the Sustainable Development Goals' goals in reducing the bad effects of excessive plastic production and consumption. This research uses a qualitative approach. The results of this study indicate that policy implementation has not been optimal because the communication between implementers has not been optimal, on the other hand, various advisory and socialization efforts have been carried out. However, the community still sees that cleanliness and waste management are the responsibility of the government. Based on this, the Environmental Office of the Padang City must increase socialization activities' intensity in a focused and periodic manner. Besides, a community-based waste management pilot project location is needed in areas with potential, especially in unserved areas. The application of paid plastic bags has only been implemented in several modern business retailers. The minimum price charged for paid plastic is also very cheap, namely a minimum of Rp. 200 (two hundred rupiahs), so it tends not to change consumer behavior to carry their bags when shopping. Meanwhile, the legal umbrella for the paid plastic policy has not yet been established. So far, the form has only been in the form of a circular letter. The Ministry of Environment and Forestry has not issued Ministerial Regulations, so local governments have not issued regional regulations to implement them.

Keywords: policy implementation, plastic bags, society, business actors, SDGs.



This work is licensed under the Creative Commons Attribution-ShareAlike 4.0 International License

INTRODUCTION

In Indonesia, the awareness of some people in preserving the environment is very passive. Environmental and ecosystem damage can be caused by various things: the accumulation of waste from disposal of waste originating from industry and households. According to Jambeck *et al* (2015), Indonesia is the second-largest producer of waste to the sea after China. Plastic bags have become an essential topic of discussion lately in the world of waste management. The price is low, easy to find, and easy to use, making plastic bags a part of people's lives. Almost all food packaging and goods and food packaging use plastic and plastic bags. Not to mention plastic for other needs such as household appliances and furniture, children's toys, sports equipment, electronic and medical equipment, and so on. As one of the countries that have agreed on implementing sustainable development goals, Indonesia is committed to successfully implementing the

SDGs through various activities and has taken strategic steps. Several steps that have been taken by Indonesia up to the end of 2016 include a mapping between the SDGs goals and targets with national development priorities. Then, mapping the availability of SDGs data and indicators for each target and destination, including proxy indicators. Besides, preparing operational definitions for each SDG indicator, compiled presidential regulations related to the implementation of sustainable development goals, and prepared national action plans and regional action plans related to SDGs implementation in Indonesia.

In connection with the waste management policy, in the Padang City, Mayor Regulation No. 36/2018, concerning Controlling the Use of Plastic Shopping Bags. Through this Perwako 36/2018, it is stipulated that it also states four options that business actors can do: 1) Do not provide plastic shopping bags; 2) Using plastic shopping bags that are easily broken down by natural processes; and 3) Use non-plastic shopping bags. Meanwhile, the fourth option is for businesses to use paid plastic shopping bags. Environmental problems such as an increase in the volume of waste also occur in Padang, in line with the increasing population every year. The increase in urban areas, followed by an increase in waste volume, causes more complex environmental problems.

However, the implementation of Padang city policy has not been optimal. As seen from the following problems; First, implementing the policy on using plastic bags in achieving the SDGs has not been achieved. This problem is caused by the absence of synergy between the city government, society, and business actors in waste control. The habituation pattern that the community does not realize makes it challenging to get away from using plastic bags that turn into garbage. This phenomenon contradicts the SDGs goal of reducing the adverse effects of excessive plastic production and consumption. Second, the implementation of plastic bags policies has not provided certainty for the role of business actors or economic actors, especially those engaged in the retail sector in waste control. This is due to the absence of provisions regarding the transition from using plastic packaging bags to environmentally friendly packaging bags. Using plastic shopping bags by people in the Padang City has resulted in environmental pollution. Stakeholders from the environmental sector need to conduct a comprehensive study of waste management related to the success or failure of achieving the SDGs.

METHODS

This research is a descriptive study with a qualitative approach. Bogdan and Taylor in Moloeng (2007) define qualitative research as a research procedure that produces descriptive data in written or spoken words from people and observed behavior from the phenomena. The informants in this study were the Environmental Service, the community, and business actors in Padang. To make it easier for researchers to obtain the data needed in this study, the data collection techniques used were interviews, observation, and documentation.

RESULT AND DISCUSSION

The policy on using plastic bags in Padang's city is stipulated in the Regulation of the Mayor of Padang No. 36/2018 concerning Controlling the Use of Plastic Shopping Bags. The aim is to reduce the waste generation in the city of Padang, overcome the problem of global warming due to plastic waste, change the habit of the community, especially housewives, in using plastic bags excessively and limit the use and provision of plastic bags in the buying and selling process by both business actors. Traders and the like. Through this Perwako, the government of Padang City tries to solve various waste problems in the area.

The implementation of this policy was initiated by the Environmental Office of the City of Padang. The first activity was carried out through socialization and community education. Since November 2019, intensive socialization has been carried out by giving directions and distributing recycled bags made by the Department of Environment in the form of education to the public, giving verbal understanding about the dangers of using plastic bags excessively, arranging a schedule for disposing of garbage at 17:00-05:00 WIB. Waste Management uses the 3r principle (reduce, reuse, recycle), processing household waste into compost. Second, the socialization of Perwako No. 36/2018 through electronic and print media. Third, establishing a waste bank in every sub-district in Padang City. To date, there are more than 20 waste banks.

Theoretically, policy implementation is related to the efforts made by certain parties, especially the government, in implementing policy objectives (Yusran and Utomo, 2003); Optimizing the ability of available resources (Handika and Yusran, 2020); In connection with the sustainability of a program that has been set (Eriyanti *et al.*, 2020). Thus, the implementation of Perwako is related to efforts to implement policy objectives by optimizing resources so that the optimization of the policy objectives for controlling the use of plastic bags can be realized. The main problem in reducing waste in the City of Padang is the significant increase in waste every day by 700 tons. This number is expected to increase and the potential for new problems to arise in the environment. Following the complexity of this waste problem, several other problems in implementing this policy are as follows :First, they often experience limited time and resources in transporting waste to landfills, which causes the waste transportation process not to be completed in one day. The truck, which is capable of carrying around 549-666 tons/day, has run out. So the rest of the trash is thrown into the drain, empty land. Second, the participation of the people of Padang City supports poor policy implementation. The community's attitude to preserve the environment is still low, so there is a gap between people's attitudes and behavior towards perceptions of using plastic bags. Even though socialization has been carried out, the habitual pattern of the community that has become a culture has made the government's efforts to limit the use of plastic bags challenging to achieve. Third, tackling global warming due to plastic waste by managing household waste using the 3R principle. The use of plastic bags as handicraft products has resulted in rupiah coffers for the people of Padang city. Fourth, the implementation of restrictions on the use and provision of plastic bags in the buying and selling process by business actors, both traders and the like in

Padang City, by implementing paid bags in the hope of suppressing the excessive use of plastic bags.

In delivering information about implementing policies on controlling plastic bags, The Environmental Agency conducts outreach and education. It provides understanding to the community to bring reusable bags from home, especially for housewives. This activity has been carried out several times in 2019. Another way is done by using the media, such as informing Perwako No. 36/2018 on Controlling the Use of Plastic Shopping Bags via the internet, making it easier for the public to find out information about it these representatives.

The basis for the issuance of the Mayor's Regulation is in the context of increasing public awareness to create an environment that is well maintained and sustainable. The use of plastic bags has caused problems for the environment, so it is necessary to make comprehensive and integrated efforts to control plastic bags' adverse effects from upstream to provide a sense of safety, cleanliness, and health for the environment. In fact, plastic products are really needed by society but have a terrible impact on the environment. Plastic bags harm the environment because they are difficult to decompose. People who lack the knowledge and lousy behavior in managing plastic waste can exacerbate the situation. The field findings show that public awareness of the dangers of using plastic bags is still lacking. This is indicated by the author's interview with Mrs. Nelmi as a housewife or the people of Jln. Gajah 6 Air Tawar Barat Padang Utara regarding Padang Mayor Regulation No.36/2018 concerning Controlling the Use of Plastic Shopping Bags: *"..satiok pai ka pasa acok diagiah plastik kalau balanjo antah bali bawang atau tahu gai. Ibu ndak pernah mambaok kantong dari rumah do, agak ribet ancak mintak di pasa samo pedagang."* (Wawancara, September 11, 2020).

The Padang City Environmental Agency admitted that they had disseminated information about the existence of Perwako policy No.36/2018 concerning Control of the use of plastic bags. However, some people admitted that they did not know at all that the policy existed. Whether it is direct socialization is given or news on social media or news in print media. Another goal of Regulation of Mayor No. 36/2018 concerning Control of Plastic Bag Use is changing the mindset, or habitual pattern carried out by the community, especially housewives, in using plastic bags excessively. In its implementation, the community's level of knowledge and responsibility has not been moved, especially in terms of the dangers of using plastic bags excessively.

Researchers can obtain the following conclusions that first, people's behavior towards environmental awareness is very supportive, but looking at the results of the interview shows that the attitude of the community to preserve the environment is still less aware of preserving the environment so that there is a gap between people's attitudes and behavior towards the perception of using bags Plastic. Second, the dissemination of information or direct socialization by the Padang City Environmental Service regarding the mayor of Padang number 36/2018 regarding controlling the use of plastic shopping bags is still uneven. This is due to several factors due to the lack of communication between the Environmental Agency and local stakeholders and the mapping of the areas to be socialized.

The Mayor of Padang Regulation Number 36/2018 concerning Controlling the Use of Plastic Shopping Bags aims to make the City of Padang free from waste. The initial steps for this policy are outlined in the Circular of the Director-General of PSLB3 SE-06/PSLB3-PS/2015 dated December 17, 2015 concerning Anticipatory Steps for the Implementation of Paid Plastic Bag Policy in Modern Retail Businesses to Governors, Mayors, Regents and the Business World. For business retailers or modern shops that had applied a paid bag, one of them was the Padang City Transmart in 2018. However, due to a lack of consistency in its application, it was not continued. Further explanation was explained by the Head of Partnership for the Communication Development Program and Environmental Partnership for Efit Diardi, SE. M.Si explained: *"The role of business actors or retail businesses in Padang City so far has not implemented a paid shopping bag. Then the efforts made by the Department of the Environment to conduct friendly meetings with retail entrepreneurs throughout the city of Padang in the context of Implementing the Regulation of the Mayor of Padang No.36 of 2018 concerning Controlling the Use of Plastic Shopping Bags. The event which was attended by 14 retail entrepreneurs was led by the Head of Communication Development and Environmental Institutions, Ms. Yenni Lusia, SE. M.Si was accompanied by the Head of Environmental Communication, Mr. Yopie Eka Putra, SH, and the Head of Institution for Mr. In this activity, it was explained that controlling plastic shopping bags in an effort to limit waste sources as mandated by Presidential Decree No. 97 of 2017 which is passed down through Mayor Regulation No. optimal if it is only carried out by the Padang City Government but it needs the support of business actors to participate in socializing and educating the public. In the future, there will be regular meetings inviting all supermarket managers in the city of Padang."* (Interview, August 14, 2020).

Then Mr. Syafrizal, SE explained about the follow-up that will be carried out by the Environmental Service to establish communication and cooperation with the Trade Office in achieving the goals of Mayor Regulation Number 36 of 2018 concerning Controlling the Use of Plastic Shopping Bags, as follows: *"... there is communication with the trade office, this year the plan will be carried out again in September, but because of the Covid-19 virus pandemic, it should be tolerated. Because the city of Padang, which has become a red zone to a black zone, is out of control again, hopefully, there is no obstacle in October, we can summon several agencies. Like the trade office, civil service police, the spatial, and regional planning office and so on"*. (Interview, September 08, 2020).

Furthermore, the findings in the field were carried out by interviewing researchers with business actors. The activities of a business or retail actors are an inseparable part of the daily activities of society. Whether we realize it or not, we are involved either directly or indirectly with retail activities every day. The use of plastic bags is still rampant. And information regarding the socialization of Mayor Regulation No. 36/2018 is as follows: *"...The representative has never heard of it, so i only know about the regulations from the central government regarding the plastic bag diet. Now for Perwako No. 36/2018, the info has not yet arrived here according to my knowledge, sis."* (Interview, September 20, 2020).

The retailing policy for businesses or modern stores based on findings in the field states that the application of paid bags has advantages and disadvantages of each. The application of the paid bag is considered ineffective because the bag's price is relatively low so that people or consumers will still buy the bag. Riko explained a further explanation as the cashier of Miniso Plaza Andalas: "... *For this Miniso policy, we apply a paid bag according to the size of the plastic bag. Prices start from Rp. 700, - to Rp. 1,500, -. Yes, the public or consumers will definitely buy it because they usually don't bring bags from home, if it's effective or not, of course, it's not effective because it's useless it won't reduce plastic waste in Padang city. The good thing is that it is not provided, you can switch to environmentally friendly bags or just bring it with the community. But for plastic bags in Miniso, it is a Japanese product that is biodegradable or environmentally friendly, sis.*" (Interview, September 20, 2020). From several excerpts of the interview, several conclusions can be drawn. First, concerning the consumption of plastic bags, as is known in Indonesia, including the city of Padang, the retail industry from modern markets to traditional markets can all freely distribute plastic bags for free to consumers for each. Transactions carried out without having to think about the impact of plastic waste on environmental preservation. This is, of course, in stark contrast compared to conditions in other countries where both the government, the retail industry, and the public are aware of the dangers of plastic waste. Excellent and consistent cooperation and coordination are needed in limiting the consumption of plastic bags.

Second, fostering and supervising producers and business actors concerning the plastic bag reduction program listed in Article 16 and Article 17 of the Regional Representative Office Number 36/2018. Article 16 is related to guidance as follows: 1) Mayor or official in charge of the environment guides producers and business actors; 2) The fostering as referred to in paragraph (1) shall be carried out for the following businesses and/or activities: technically, it indicates that there is a potential for violation of license requirements or statutory regulations, serious efforts have not been made to prevent pollution and/or environmental damage, and factually there is awareness to meet the requirements of permits and statutory regulations but has limitations; and 3) As referred to in paragraph 1, the guidance can be carried out through socialization, consultation, and training.

Third, based on the above thought description, the formation of this Regional Regulation is necessary for several reasons: 1) Legal certainty for the people to get right, safe, and environmentally friendly waste management services; 2) The clarity regarding the prohibition of importing and/or importing waste into other regions; 3) The order in the implementation of waste management; and 4) Clarity of duties, authorities, and responsibilities of local governments in waste management. As for the area of supervision of the Perda, the regional government is obliged to supervise and control waste management implementation. The Plastic Bag Reduction Program's implementation in the Mayor's Regulation of the City of Padang encountered obstacles because it was still not applicable in all shopping centers. This was due to the unavailability of substitute materials that were of comparable quality and were more practical at a lower price than plastic bags.

CONCLUSION

Based on the research results, implementing the policy to reduce the use of plastic bags in Padang City has not significantly succeeded in realizing the policy objectives. The limitations of the Padang City Government in increasing public knowledge and awareness of using plastic bags have not succeeded in reducing the volume of waste. If this phenomenon is allowed to continue continuously, it will threaten the environment around it. The Padang City Government needs to improve and develop policy initiatives to foster community and business actors' sensitivity using plastic bags. Besides, the implementation of existing policies needs to be synchronized to achieve the SDGs according to the dynamics and needs of the City of Padang. Such as increasing socialization, consultation, and training between implementers, local governments, communities, and business actors in limiting the use of plastic bags and then carrying out waste management using the 3R principle in achieving the goals Regulation of Mayor No. 36 of 2018 concerning Controlling the Use of Plastic Shopping Bags. Strengthening the protection and sustainable use of marine resources through international law will also help address our oceans' challenges. Mainly, Envirochallenge is present as a form of concern for the United States Embassy and the Indonesian Plastic Bag Diet Movement in responding to global challenges regarding environmental problems that occur. It is hoped that this can help the central and local governments reduce the negative effects of excessive plastic production and consumption, which results in plastic waste pollution in the oceans and on land, through educational programs for youth, especially in Padang City.

REFERENCES

- Eriyanti, F., Isnarmi, Z. A., Sharif, H., & Murniyetti, R. Yusran. (2020). The Effectiveness of Implementing Blm-Pump Program by The Group Joint Venture (KUB) For Fisheries In Coastal Beach Of Padang City. *Journal of Talent Development and Excellence*, 12(1), 4883-4890
- Central Bureau of Statistics, 2014. Study of Sustainable Development Goals (SDGs). Jakarta
- Handika, V and Yusran, R. (2020). Implementasi Program KotakudalamUpayaMengatasiPemukimanKumuh di Kabupaten Lima Puluh Kota. *Journal of Civic Education*, 3(3), 277-286
- Padang already has a local regulation on plastics, it remains to be enforced. (<https://www.republika.co.id/berita/nasional/daerah/18/11/25/pircjg280-padang-sudah-punya-perda-tentang-plastik-tuntung-ditegakkan>). Retrieved (27 November 2019)
- Padang Mayor Regulation No. 36/2018 concerning Controlling the Use of Plastic Shopping Bags
- Rahyang Nusantara. 2017. Strategic Partnership Model in Retail Business (Study of Business Communication on Plastic Bag Reduction Campaign). Paramadina University Journal, Vol. 14 of 2017

- Subarsono A. G, 2005. Public Policy Analysis Concepts, Theory and Applications. Yogyakarta: Student Library
- United Nations Development Programme. 2015. Indicators and Data Mapping to Measure Sustainable Development Goals (SDGs). Jakarta
- Yusran R, and Utomo W (2003). Probematikakebijakanpembentukanpropinsikepulauan Riau (KEPRI) | Tesis | S2 Administrasi Negara, Universitas Gadjah Mada