
Public Policy Evaluation on Limitation of the Use of Plastics Bags based on Social Marketing Perspective

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Abstract

The plastic bag diet campaign has been carried out by many parties, including government agencies, but the campaign is feared to only reach the cognitive stage, not a meaningful change in attitude. Many campaigns on the problem of plastic waste have been carried out from NGOs, the private sector, and the government, but what is wrong? Why does the problem of plastic waste still stop at the campaign without a comprehensive behavior implementation of the community? This research focuses on evaluating the policy of limiting plastic bags using the marketing mix concept of 4 Ps in Lefebvre model of social marketing; behavior, products, and services, price, place and promotion. The method was a survey using quota sampling and descriptive analysis technique. The population is Balikpapan, Jakarta and Surabaya resident. The results show how 4Ps of social marketing are evaluated, as follows: 1) Product or BPS, the community considers that they still need plastic in their lives and they also consciously throw littering; 2) Price, it appears that most people find it difficult to replace plastic bags with other materials and they will also use plastic if there is a clear recycling scheme or incentives; 3) Place, there is a lack of facilities that allow people to adopt behaviors due to poor waste management; 4) Promotion, government efforts to disseminate the prohibition of the use of plastics and knowledge of the existence of Garbage Banks are lacking. Based on 4 Ps, this campaign is considered less effective in changing people's behavior. In addition, the campaign to limit plastic bags can be successful if there are a synergy of regulators: government and NGOs; the private sector such as retailers; and the community. The related parties are expected to design a campaign in accordance with the social marketing model.

Keywords: social marketing, plastic bag, 4Ps, NGO

INTRODUCTION

The issue of plastic waste pollution is a global problem that is also experienced by Indonesia. These issues are a social problem that needs special treatment from the community, environmentalists, and the government. The plastic bag diet campaign has been carried out by many parties, including government agencies, but the campaign is feared to only reach the cognitive stage, not a meaningful change in attitude. In carrying out the campaign, the community must be divided into three parts: those who really do

not use plastic at all, partially use it, and those who do not agree with the campaign, as happened in Malaysia [1]. Yet in its implementation, it would certainly be better if the real results were actually carried out by the whole community, not just a small portion of the community. Many social campaigns that focus only on the cognitive stage without changing the attitude and behavior of the community. Whereas in social marketing, there are three types of social products intended from the results of social marketing, namely belief, attitude, and value, practice: act and behavior, and tangible products. Without being aware of these three types, a social marketing campaign will not succeed.

The plastic bag diet campaign has been carried out by the environmental care community in Indonesia since 2010. The 'plastic bag diet' movement was carried out by the Greeneration Indonesia community in Bandung. This movement has also collaborated with one retailer in six major cities and managed to collect voluntary funds from consumers to clean the city from plastic bags in Bogor, Yogyakarta, Surabaya, and Bali. In addition, the communities in each city also conducted socialization to reduce plastic bags in 10 cities from 2011 to 2013. In 2013, the community also collaborated with various plastic bag issues activist organizations. This campaign aims to make people wisely use plastic bags [2].

Campaigns to be aware of the dangers of plastic are also carried out in various regions, for example in Denpasar, 10 May 2019, the International Coastal Cleanup (ICC) was held at Mertasari Beach, Denpasar, Bali. The 2019 ICC is a collaboration of the Marine Love Movement (Gita) of the CTF together with the international Ocean Conservancy, Breitling, and Denpasar City Government, Bali. In the Gita Laut campaign, hundreds of students, environmental activists, tourism activists, and the community were involved in order to increase awareness of the dangers of plastic waste [3].

But as far as the number of campaigns carried out, the problem of plastic waste continues to occur and even in 2018, Indonesia is recorded as the second-largest contributor of plastic waste to the oceans after China. Based on data from the Indonesian Plastic Industry Association (INAPLAS) and the Central Statistics Agency (BPS), plastic waste in Indonesia reaches 64 million tons/year and as many as 3.2 million tons of plastic waste is discharged into the sea [4]. In the end, to overcome this problem, there is Presidential Regulation No. 83 of 2018 concerning the handling of marine waste which has also been implemented in various action plans on the ground, but the action plan is still partial. Siti Nurbaya, Minister of the Environment, explained that the authority to handle waste according to Law Number 18 of 2008 rests more on the authority of the regional government. The Presidential Regulation can integrate the role of the central government with the regions [5]. So, regarding to these, in 2018, various regions in Indonesia, for

example, Balikpapan through Mayor Regulation No. 8 of 2018, the local government cooperates with retailers to not provide plastic bags at all. For example, Hypermart (retail store) in Balikpapan no longer provides plastic bags, so the community has used their own reuse bags [6]. However, other regions, such as Surabaya, do not enforce regulations for plastic bag diets, but rather focus on managing plastic waste. Waste management in the city of Surabaya is planned to be used as a role model by the Ministry of Environment and Forestry (KLHK). This statement came to the fore after the United Nations Environment Program (UNEP) delegation under the auspices of the United Nations (UN) directly reviewed the waste management at the TPA Benowo (garbage dumps/landfills) and PDU Jambangan (recycling center). Surabaya is considered one of the successful cities that can manage waste. In order to these, waste have economic value for the community [7]. Meanwhile, Jakarta as the capital of Indonesia does not issue regional regulations specifically in tackling plastic bags but only applies a plastic tax since March 2019 based on a decision from the Indonesian Retail Employers' Association (Aprindo) [8].

Many plastic waste campaigns have been carried out from many parties, NGOs, environmental communities, and the government, but what is wrong so that the problem of plastic waste continues to occur? Why does the problem of plastic waste still stop at the campaign without a comprehensive behavior implementation of the community? This article will not discuss the adverse effects of plastic waste on the environment but rather focuses on social marketing campaigns undertaken based on Lefebvre [11] in essence: marketing mix. This research focuses on evaluating the policy of limiting plastic bags using the marketing mix concept of 4 Ps; behavior, products, and services, price, place and promotion. This article will help to examine what aspects are lacking in the waste management campaign and help to see the shortcomings of the campaign that has been carried out by the concerned parties and what can be done so that this campaign can be implemented into an actual behavior by the community.

LITERATURE REVIEW AND METHODS

Social Marketing

Social marketing emerged mainly to overcome various social problems in the community such as health, education, the environment, unemployment, poverty, and so on with the aim of changing people's attitudes and behavior towards a better direction [9]. Social marketing is defined as a process that uses marketing principles and techniques with the aim of creating, communicating, and providing value to influence the attitudes of the target audience that benefits society (public health, safety, the environment, and the community) and also the target audience [10]. Social marketing cannot be separated

from the communication and marketing. The more product of social marketing approaches the marketing of commercial products, the more effective it will be to influence the target audience. These social products are usually issued by government, non-profit or commercial institutions that care about social problems in society.

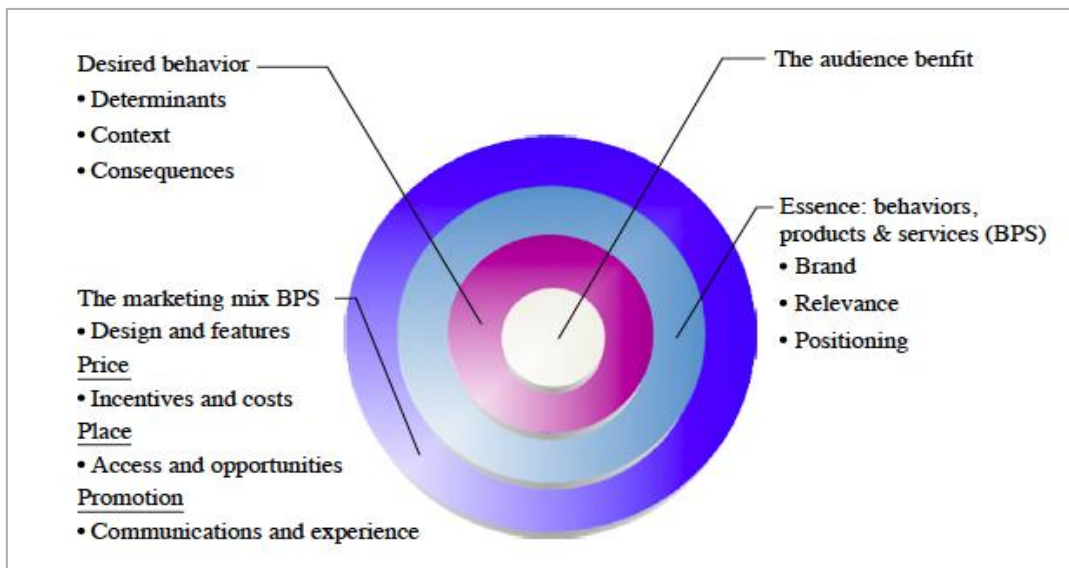
There are three types of social products: belief, attitude, and value, Practice: act and behavior, and tangible product [9]. Belief is a positive or negative judgment about something. Attitude is a perception of something that does not include evaluation and evaluation. Value is the whole thinking about what is wrong and what is right about something. Social practices can be either single actions or established behaviors. This action will then become a patterned behavior when that single action has been implemented and becomes a habit or behavior that is carried out routinely. Tangible products are tools used to carry out social practices or physical products that accompany social campaigns. In order for social products to be adopted by target adopters, it is necessary to do prompts through communication programs. The first is to differentiate the target of adopter, whether mass or individual. If it is mass, it is most effective to use mass communication, whereas, for individuals, it uses a direct approach which includes selective communication and direct communication, although the three ways can be done together. In addition, in presenting social products, good communicator is needed. The criteria for good communicators are reflected in their credibility, their attractions, and their power [9].

Social marketing focuses on humans, wants and needs, aspirations, lifestyles, and freedom to choose [11]. Social marketing aims to change behavior - focusing on the population or target market, not the individuals. As a population or social change methodology, social marketing must be based on theoretical models that guide the selection of the most relevant determinants, priority groups, goals, interventions and evaluations for scalable behavior changes such as diffusion theory of innovation, social networking, community assets, political economy and social capital.

An Integrative Model for Social Marketing

This integrative model is proposed by Lefebvre [11]. This model is divided into four layers which express each task that is interrelated and encompasses the social benefits identified for the target market or priority segments of the target population.

Figure 1. An Integrative model for social marketing



Source: Lefebvre, R. C. (2011, p.59)

Audience Benefit

Benefits are in the minds of the audience, consumers or users. Benefits are not tangible things, even though they are in the form of tangible goods, service experiences and prohibited behavior that can sometimes actually provide the essence of benefits if carefully designed. Benefit usually utilizes and satisfies the motivations underlying groups of people (or segments); these benefits are not health, a cleaner environment, access to services or even money [11].

Benefits are often more of an award or something that someone will have when doing something. Blake [12] revealed that a person can change his attitude in the case of environmental cases on reflection of what is happening in his environment. What people worry about can be influenced by their actual experience of environmental conditions. Actions on the environment can include different types of behavior, which can be shaped by certain contexts. Collective action on the environment can also have geographical redistributive implications. Measures to combat environmental degradation in an extractive industry are good examples [13]. It states how an area that is dependent on industry bears a disproportionate share of the economic costs to deal with the problem. As a result, they are less supportive of collective action than those who live elsewhere, even though they have an identical level of public concern about the environment and share the same personal values. In this case, the benefits can be clearly illustrated that

the benefits are more than an objective of environmental improvement but more to other motivations beyond the problems that occur.

Target Behavior

Social marketing focuses on changing the behavior of the target population [11]. This change can be in the form of using certain products, using services or adopting certain behaviors for health. There are three questions in target behavior that must be taken into account in making a campaign: what is the focus of the social marketing program (e.g. social behavior or structure), the underlying assumptions (e.g. beliefs, intentions, self-efficacy; social determinants; social norms); and outcomes important (e.g. behavior versus policy change). Does social marketing approach involves understanding the determinants, context and consequences of current, and desired behavior, from the viewpoint of the audience? How is the relationship between these three things: determinants, context, and consequences these conceptualized and operationalized by social marketers need to include social and community variables, some of which may be under the context rubric (poverty, housing conditions, literacy, quality of the built environment and nature, social capital, working conditions, public policies and community assets) - contexts that are not only to be understood but also to be targeted for change. There is a bias towards individual changes in social marketing programs (whether through education, exchange or policy); we must become more aware of the possibility that we may face markets more often that want to change to improve social conditions, not the people themselves. Finally, the consequences of current and alternative behavior need to be assessed. Do intrinsic, social, and other rewards, modulators, and penalties exist or could it be created to enable people to move to healthier and more productive lives?

The Marketing Mix

Social marketing borrows the concept of commercial marketing to change people's behavior but with the principles that apply in marketing [11]. For example, social marketing practitioners must identify their wants, needs, and benefits, including their behavior with initial research [14]. When all the steps are carried out, the marketing mix can also be carried out. Audience segmentation is important in designing social marketing. Social marketing uses a marketing mix consisting of 4 Ps, namely product, price, place and promotion. In the context of social marketing, Products are translated into behaviors, products, and services that are in the essence circle. Product in the context of social marketing is defined as new behavior and benefits that can be received by the community after adopting a certain value or behavior [15]. Changes in attitude must start from the reality that actually happened, and a new attitude change must have relevance in people's lives not just theory [11]. Price is what an individual must give in

exchange for certain new behaviors, referring to the potential discomfort that an individual can face when adopting or dropping behavior [16]. Place is the 'market' where exchanges can occur - in the context of social marketing, certain environmental factors must exist that can facilitate adoption/rejection of behavior. Lastly, promotion refers to efforts, which are needed to communicate the benefits of the product to the target audience [17].

METHOD

The research method used was a survey using quota sampling. This type of research is descriptive research that seeks to dig deeper into each of the data and facts obtained to answer the research problem. Then the results are analyzed in order to obtain a finding that is expected to provide academic and practical benefits.

The selected cities are Jakarta, Balikpapan and Surabaya. The city of Jakarta was chosen because the new regulation will be reinstated. Balikpapan was chosen to compensate for the selection of cities that have implemented rules to limit the use of plastics and to look at the perceptions of people outside Java who are likely to have different responses. While Surabaya was chosen as a city that has not yet implemented the rules on limiting plastic waste, but already has several points of a well-organized Waste Bank.

The sample selection method is done by quota sampling. Quota sampling is a technique for determining a sample of a population that has certain characteristics to the amount (quota) desired. Neumann said "For many purposes, well-designed quota sampling is an acceptable non-probability substitute method for producing a quasi-representative sample [18]. In this technique, the population is not counted but is classified into several groups. The sample is taken by giving a certain quorum or quorum to the group. Data collection is carried out directly on the sampling unit. After the quota has been fulfilled, the data collection is stopped. In this study, each city was selected a certain proportion according to the characteristics of each city according to data from the BPS (Central Statistics Agency).

The amount of sampling uses the Slovin formula in reason of heterogeneous population populations.

For the city of Jakarta, data on the population of the city of Jakarta in 2017 is 10,117,924

people, thus
$$n = \frac{10.467.600}{1+(10.467.600 \times 0.05 \times 0.05)} = 399,98$$

For the city of Balikpapan, the population of the city of Balikpapan in 2017 is 636,012

people, therefore
$$n = \frac{644.135}{1+(644.135 \times 0.05 \times 0.05)} = 399,75$$

For the city of Surabaya, the population of the city of Surabaya in 2017 is 3,055,766 inhabitants $n = \frac{3.055.766}{1+(3.055.766 \times 0.05 \times 0.05)} = 385$

Integrative Social Marketing Model: The Marketing Mix is used in formulating questions that are spread by each population sampling.

Table. 1 Survey Questionnaire

Integrative Model for Social Marketing: The marketing mix	Questions refer to	Question
Integrative Model for Social Marketing: The marketing mix	Behaviors, products, and services	Do you feel agree if plastic or plastic-based objects/tools bring significant benefits in your daily life?
		Have you ever thrown plastic trash out of place?
	Price	Do you feel hassles when using plastic bags is prohibited?
		Will you continue to use goods/tools made from plastic if there is a clear scheme assembled recycling process/control / incentives (like in the US, if you bring used bottles of beverage waste will get a price discount of 10 cents when making a repurchase or carrying a tumbler in the coffee shop gets a discount of IDR 3000):
	Place	Do you feel that the real problem about plastic waste comes from poor waste management?
	Promotion	Did you get enough information from the government about a ban on using plastic bags?
		Are you aware of the Waste Bank?

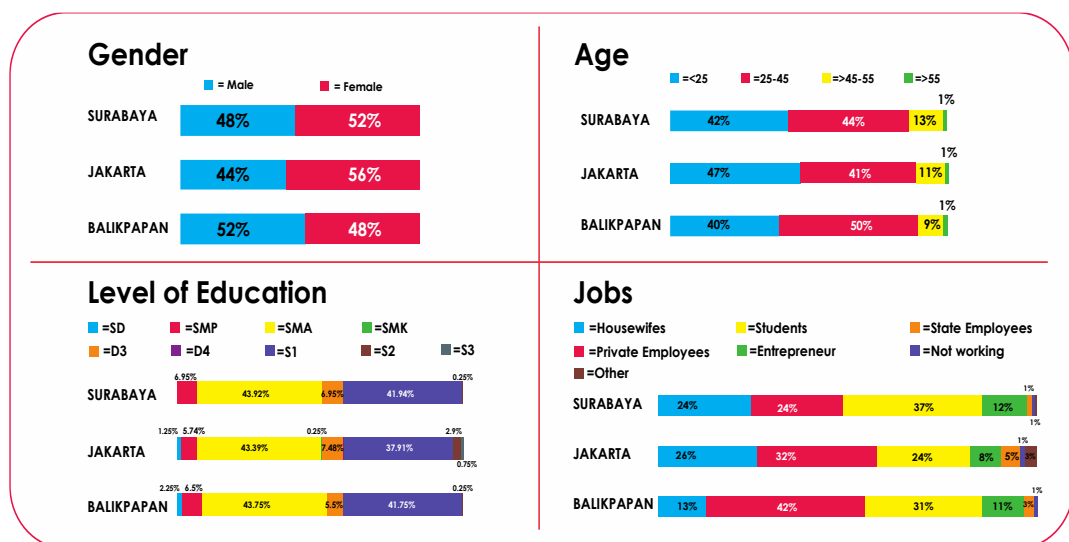
RESULTS AND DISCUSSIONS

Results

The total number of respondents was 1204 people spread across three cities: Balikpapan (n=400), Jakarta (n=401) and Surabaya (n=403). The age of the respondents is divided into four categories <25, 25-45,> 45-55, and 55 with the age of most respondents in the age

group up to 45 years where the respondent is the productive age group. In general, the respondents are the educated group with the highest number of respondents being educated in high school and bachelor degree, while private employees and students make up the largest group in the respondent's occupational category. Because the selection of respondents uses a sampling quota, the selection of respondents is adjusted to BPS 2017 data in determining the demographic characteristics in each city. The data analysis technique used is quantitative descriptive analysis.

Figure 2 Demographics



Source: Survey Result

This research focuses on evaluating the policy of limiting plastic bags using the marketing mix concept of 4 Ps, behavior, products, and services, price, place and promotion.

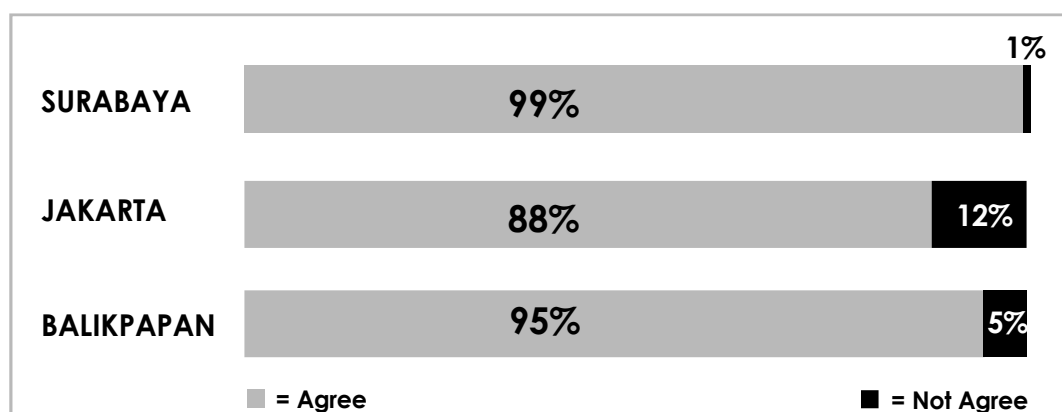
Behavior, Products, and Services

The results of this survey show several things about the stage of essence in Marketing Mix Social Marketing, namely Behavior, products, and services (BPS). Product in the context of social marketing is new behavior and benefits that can be received by the community after adopting a certain value or behavior, in this case, is to limit the use of plastic bags in the use of daily life for that there are three questions on the scale of agree and disagree.

The first question shows that although the three cities have different implementations of plastic waste, they agree (Surabaya 99%, Jakarta 88%, and Balikpapan 95%) that plastic

still brings benefits to life. These findings indicate that although the Balikpapan Regional Government prohibits the use of plastics, the community (n=380) in their cognition considers that plastic-based products provide benefits and convenience in daily life. People in Jakarta (n=355) and Surabaya (n=399) also feel the same thing even though they do not yet have local regulations banning the use of plastic bags. Even though there are many campaigns about limiting the use of disposable plastic bags like what happened in Jakarta, Surabaya, especially Balikpapan, people still feel that their lives cannot be separated from the use of plastic. For example, the people of Mojokerto, East Java, who benefit economically from plastic waste sorting [19].

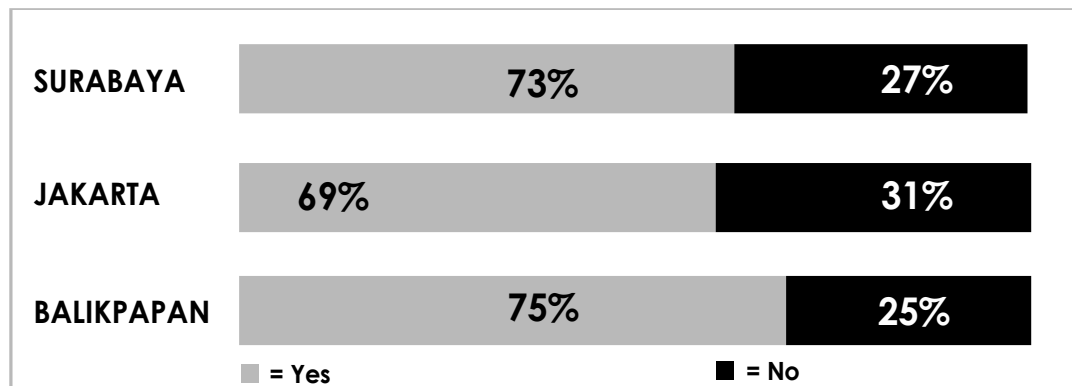
Figure 2 *Plastics Bring Benefits in Life.*



Source: Survey Result

The attitude of the community who littered is also illustrated in the next question. As many as 73% of the people of Surabaya (n=294), 69% of the people of Jakarta (n=277), and as many as 75% of the people of Balikpapan (n=300) have littered. Public awareness about not littering is also still low to not littering in rivers and the sea, for example, in January 2019, photographer Tirto found a lot of plastic waste filling the shoreline of Cilincing, Jakarta [19]. Another example, Fishermen in Kampung Marunda Kepu, North Jakarta, said plastic waste caused the waters on Marunda Beach to become shallow [20].

Figure 3 *Ever litter in your daily life.*

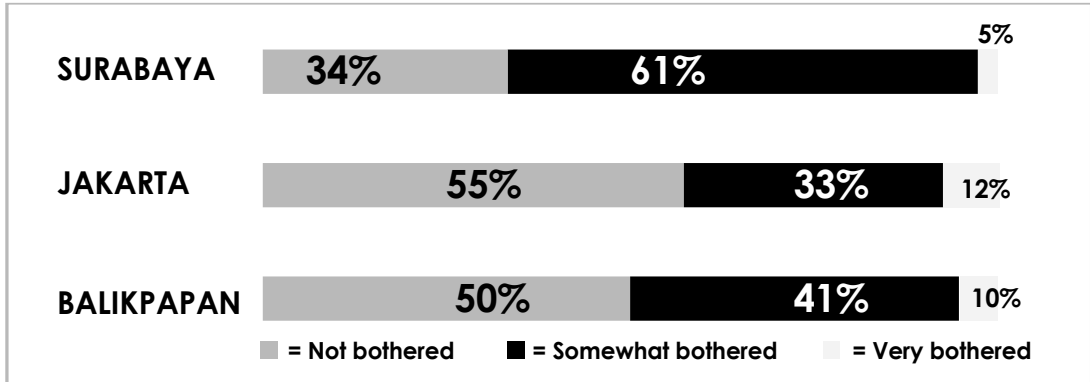


Source: Survey Result

From the Product or BPS, the community considers that they still need plastic in their lives and they also consciously throw littering.

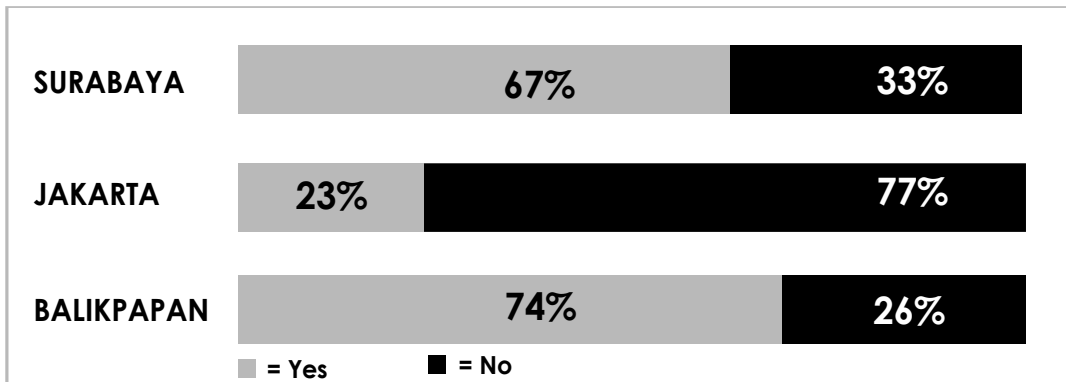
Price

Furthermore, Price is what an individual must give in exchange for certain new behaviors, referring to the potential inconvenience that an individual can face when adopting or dropping behavior. The question of whether people feel inconvenienced when using plastic bags is prohibited shows that most people still feel inconvenienced especially in Surabaya (66%, n=266) and Balikpapan (51%, n=204). Although Jakarta is a city that reveals that the use of plastic bags is not troublesome (55%, n=221), 45% (n=180) of the community feels inconvenienced. This is in line with what is said by the Head of the Jakarta Environment Agency, Isnawa Adji, that there are still many people who are confused about finding alternative plastics when buying sugar, meat, or fish when shopping at the market [21]. In addition, the Director General of Waste Management, Waste, and Toxic Hazardous Materials of the Ministry of Environment and Forestry, Rosa Vivien Ratnawati, does not deny that plastics are still needed in various sectors such as manufacturing, retail, traditional markets, and the food industry [22]. This hassle is one example of things that people must give up when reducing the use of plastic in their daily lives.

Figure 4 *Feel bothered when the use of plastic bags is prohibited*

Source: Survey Result

To see whether incentives can change cognition or even people's behavior, questions about using plastic products if there are recycling schemes or incentives are asked. This incentive scheme is included in the Price, the attitude of using plastic products if there is an incentive scheme or recycling process, the people of Jakarta still refuse to use any plastic-based tools even though they get incentives up to 77% (n=309), in contrast to Surabaya (67%, n=270) and Balikpapan (74%, n=296) will continue to use it if there is incentive. For example, the Suroboyo Bus in Surabaya, where people can enjoy incentives from collecting plastic waste, that is bus transportation by exchanging 10 cups of plastic bottled water, or five medium-sized plastic bottled water, or three large-sized plastic bottled water in one way [23].

Figure 5 *Will continue to use plastic products if there is a recycling scheme or incentive*

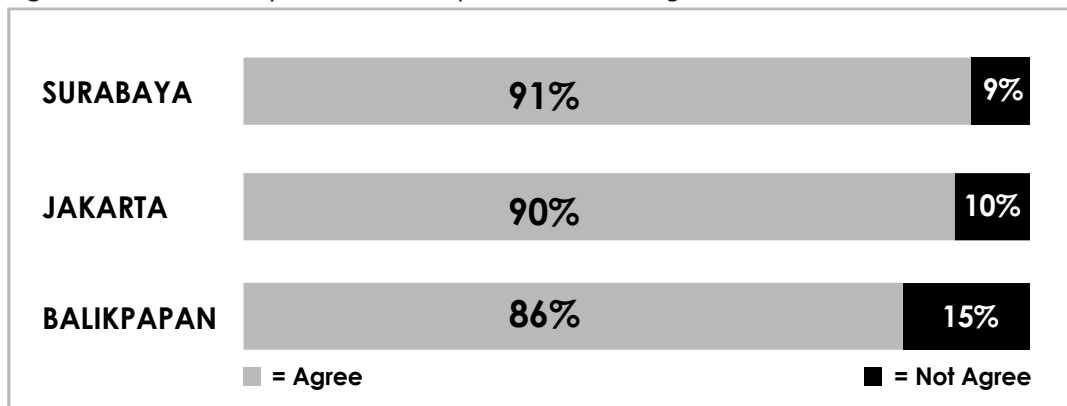
Source: Survey Result

In Price, it appears that most people find it difficult to replace plastic bags with other materials and they will also use plastic if there is a clear recycling scheme or incentives.

Place

Place is the 'market' where exchanges can occur - in the context of social marketing, certain environmental factors must exist that can facilitate adoption/rejection of behavior. The public is well aware that the problem of plastic waste is due to poor waste management, Surabaya as many as 91% people (n=367), Jakarta 90% people (n=361), and Balikpapan 86% people (n=344). This was also reinforced by a statement from the Chairperson of the Indonesian Recycling Association (ADUPI) Cristine Halim, said that overseas plastic waste has high economic value because it can be directly recycled. Waste has been separated since from home, so there is no charge for sorting [24]. Poor waste management shows that Place is still lacking because behavioral adoption facilities are minimal. Waste management is still poor so that plastic waste still seems to pollute the marine ecosystem. Plastic pollution is considered to be a global threat [25].

Figure 6 Plastic waste problem due to poor waste management



Source: Survey Result

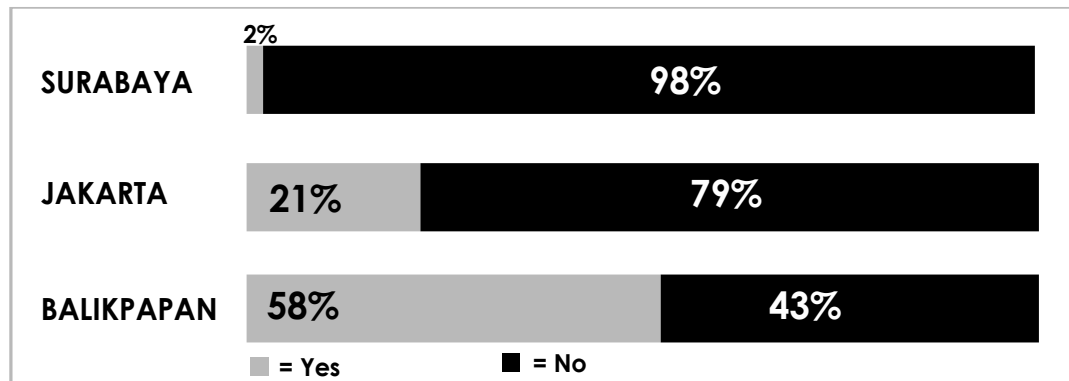
In Place, there is a lack of facilities that allow people to adopt behaviors due to poor waste management.

Promotion

Finally, promotion refers to the effort, which is needed to communicate the benefits of the product to the target audience. Efforts made by the government in conducting socialization to ban the use of plastic are deemed insufficient. In Surabaya and Jakarta, the figure is not very large considering that there are no local regulations to limit plastic

bags, while Balikpapan, which has imposed a local regulation on plastic bags, as many as 43% (n=172) feel less socialized from the government.

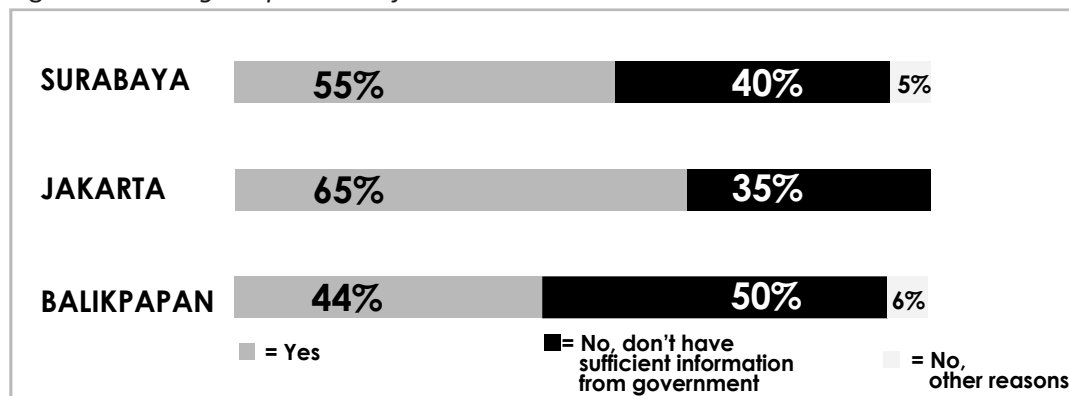
Figure 7 *Get enough socialization from the government*



Source: Survey Result

The community also blamed the government that they did not know the Garbage Bank due to lack of education from the government, even Balikpapan which had implemented a plastic bag restriction of 50% (n=200) of the public blamed the government.

Figure 8 *Knowing the presence of Waste Bank*



Source: Survey Result

In Promotion, government efforts to disseminate the prohibition of the use of plastics and knowledge of the existence of Garbage Banks are lacking.

Discussion

The results of this survey show how to evaluate a campaign to restrict plastic bags. Based on 4 Ps, this campaign is considered less effective in changing people's behavior even though Kotler [9] said that the more marketing a social product approaches the marketing of a commercial product, the more effective it will be to influence the target audience.

In social marketing there are three types of social products: 1) belief, attitude, value; 2) practice: act and behavior; 3) tangible product. As a whole, the community has a positive assessment of the use of plastic (question no. 1) and the community also still throws away littering (question no. 2) so that it is very difficult to change people's behavior directly without coercion by using local regulatory instruments issued by the government. The sense of inconvenience felt by the community also shows that in their attitude, plastic bags should be used for shopping. They will also continue to use plastic if there is a recycling and incentive scheme, as seen in the people of Surabaya. This will be good if it has become a patterned activity into a social practice, that by sorting waste in the form of plastic, the community can get beneficial incentives, not only lack of plastic pollution but also transportation or money. Garbage can provide economic value. Good waste management and waste banks are tangible products to change the community not to litter, let alone pollute rivers and the sea. In addition, the actual use of plastic bags can be replaced with bio-degradable plastic bags or using fabric and canvas tote bags. The result of the Sindo R & D survey found that the plastic pay policy was considered ineffective because the plastic tax of only Rp 200 was of no value to the community [26]. Socialization from the government and also from NGOs must continue to be done but follow the steps of social marketing. Society cannot be forced without providing education. The socialization of rules is necessary but more important to target the cognitive community so that beliefs, attitudes, and values are formed that can be carried out as concrete actions with the help of tangible products. For example, schools in Balikpapan include curriculum on waste management from an early age with the Adiwiyata program [27].

CONCLUSIONS

The campaign to reduce the use of plastic bags has been carried out for a long time, but indeed there are still many countries that are still lacking in their implementation strategies [28]. The campaign to limit plastic bags can be successful if there is a synergy of regulators: government and NGOs; the private sector such as retailers; and the community. The related parties are expected to design a campaign in accordance with the social marketing model. Moreover, the related parties must also conduct formative

research [14] of the target behavior: the community about plastic waste and the extent to which the related parties must endeavor so that it can be known what audience benefits are most appropriate in formulating a campaign. Benefits in the form of money or transportation incentives such as those carried out by the Surabaya government can be a good pilot project.

Meanwhile, in the implementation of social marketing, related parties must also clearly formulate the target behavior clearly [14] so that people are not confused and have one voice. In the marketing mix stage, related parties must be able to formulate 4 Ps by considering three social products so that social marketing campaigns can be targeted and successful. In presenting social products, a good communicator is also needed [9]. In addition, policies to limit the use of plastic bags or plastic tax [29] must also be enforced to support and maintain the results of social marketing can be sustained. Educational programs and outreach programs [25, 30] to be able to change behavior about the environment will also help future generations to reduce pollution of plastic waste in the future.

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