



POLICY IMPLEMENTATION OF BANJARMASIN GOVERNMENT IN MAINTAINING THE “CITY OF A THOUSAND RIVERS” ICON

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Abstract

This study aims to find out how the implementation of the Banjarmasin City Government policy in maintaining the iconic "City of a Thousand Rivers", and to find out the factors that influence the implementation of the Banjarmasin City Government policy in maintaining the iconic "City of a Thousand Rivers". The research method used is to use a qualitative approach, namely research in the form of descriptive, mathematically describing facts or characteristics factually and carefully with data collection techniques to make observations, interviews, and documentaries. From the collected data, it is summarized to be concluded. Based on the results of research and analysis shows that the implementation of the Banjarmasin City Government policy and maintaining the iconic "City of a Thousand Rivers" is improving river-based urban spatial planning, river revitalization & normalization, clean up day movement, main waste bank, plastic waste reduction program, river maintenance, construction and improvement of drainage, and sanctions for those who violate. While the factors that influence these policies are the contents of policies, information, and support.

Keywords: Implementation, Policy, City of a Thousand Rivers.

INTRODUCTION

Banjarmasin has an area of 72 km², its territory is a delta or archipelago consisting of around 25 small islands separated by rivers including Tatas Island, Kelayan Island, Rantauan Keliling Island, Insan Island, and others (Nida, 2018; Pratama, 2019). Rivers are an integral part of the city of Banjarmasin, so that Banjarmasin has earned the nickname “the city of a thousand rivers” (Andreas et al., 2016; Muzaidi et al., 2018). The river has been the main activity vessel for the people of Banjarmasin since ancient times in the fields of trade and transportation (Agupena, 2016; Hasrul, 2017; Mansyur, 2018). Based on data from the Municipal Government of Banjarmasin, many rivers have been closed and have died due to buildings and structures, efforts to normalize and revitalize the river have been carried out.

The Banjarmasin City Government's attention to the river began with the leadership of Mayor H. Ahmad Yudhi Wahyuni. The City Government realized that rivers in almost all directions became shallower, narrower and even died and disappeared altogether, such as the Teluk Dalam River on Jalan Mayjend. Soetoyo S. which is filled with shop houses (ruko). The Kelayan River which was built by the community, the river along the A.Yani road due to the construction of road widening. The Martapura River which passes through the road in front of the governor's office, small rivers that used to be able to be passed by klotok or jukung have died and disappeared due to backfilling and construction on them such as rivers along Jalan A. Yani, rivers along Jalan Veteran, Pekapuran river, Gardu river, Lulut river and others. In addition, there are still many people who throw garbage and river waste so that the river becomes shallow due to the accumulation of garbage and contamination of water due to household and factory waste. The river looks shabby, smells, there are frequent floods on the streets due to clogged drainage.

From the river problem, the leadership of Mayor H. Ahmad Yudhi Wahyuni compiled the Banjarmasin City Spatial Plan (RTRW) Policy for 2006-2016. The RTRW policy was issued because the City Government and elements of the community at that time began to realize that the damage to the river that had occurred was very worrying. With the RTRW policy, the government issues policy implementation through related agencies in collaboration with the public and the private sector. This implementation does not stand alone, there is a relationship with other agencies in managing rivers because rivers are part of the urban spatial planning locus.

The implementation of river management must also have a strong legal umbrella, so the City Government and the Banjarmasin DPRD have issued Regional Regulation Number 2 of 2007 concerning River Management. With these regulations can aim to protect the function of the river. Budgets can also be set for the normalization and revitalization of rivers such as freeing/removing buildings on the river which are green belt areas, cleaning up trash and mud in rivers, building sirings in rivers, and so on. However, Perda No. 2 of 2007 has weaknesses in the field of implementation and supervision. For example, in Perda No. 2 of 2007, which reads:

"Everyone is prohibited from constructing buildings over the river, throwing garbage/waste into the river, using explosives to catch fish, up to the prohibition to use transportation equipment that exceeds the weight and speed determined by signs on the river".

The regulation is again just like a paper tiger. In the field, there have been many violations, such as the absence of sanctions for people who throw garbage into the river, the rise of constructing buildings over the river, that's why the river has become polluted, and has silted up. River management was also continued during the leadership era of H. Muhidin–Irwan Anshari

(2010-2015), this era continued previous policies, and evaluated implementation to become a new formula for subsequent policies in managing rivers. In the 2011-2015 Regional Mid-Term Development Plan (RPJMD) for the City of Banjarmasin, the City Government at that time also drew up a strategic plan regarding rivers, namely building and managing large riverbank areas/locations, with the aim of preserving the river,

Seeing the weaknesses and shortcomings of Regional Regulation No. 2 of 2007, the City Government at that time also issued Regional Regulation No. 31 of 2012 concerning the Determination and Regulation of Utilization of River Rims and Former Rivers. This regional regulation aims to prevent violations of the allotment of riverbanks for riparian areas that have not been disturbed by other designations, which means that in the future violations of allotment of riparian areas can be prevented and will not happen again. In addition, in this regional regulation, the authorities can control river borders. Mayor Muhidin still wants to maintain the identity of Banjarmasin as a city of a thousand rivers by adhering to the pattern of Green City development, lots of green open spaces (RTH) and arrangement of river banks. The arrangement of the river by Mayor Muhidin by carrying out the "river surgery" project. The river renovation referred to includes continuing to build a siring (started in 2008) which has become a water front city (riverside urban development). Making the river a tourist attraction area, the Municipal Government of Banjarmasin designed and designed the area to make the river more orderly and beautiful. The area in question is focusing on the Martapura river which is on the Peire Tendean road by building the Pandang Tower, the Proboscis Monkey Mascot, and the Floating Market. The Banjarmasin City Government designed and designed the area to make the river more neat and beautiful. The area in question is focused on the Martapura river which is on Peire Tendean street by building a View Tower, Proboscis Monkey Mascot, and a Floating Market. The Municipal Government of Banjarmasin designed and designed the area to make the river more orderly and beautiful. The area in question is focusing on the Martapura river which is on the Peire Tendean road by building the Pandang Tower, the Proboscis Monkey Mascot, and the Floating Market.

Management of the river was also continued under the leadership of the government of Ibnu Sina-Hermansyah (2015-2020). Moreover, the arrangement of the river already has a legal umbrella, namely Government Regulation Number 38 of 2011 concerning Rivers, Regional Regulation Number 2 of 2017 concerning River Management and Perwali Number 38 of 2010 concerning River Body Lines. With this legal umbrella, the task of normalizing and revitalizing the function of the river should receive support from the community. The long-term development plan (RPJP) 2006-2025 of the city government and DPRD of Banjarmasin city has undergone changes due to the adjustment of Ibnu Sina-Hermansyah's vision of the vision and mission of developing the city of Banjarmasin apart from being clean and comfortable as well as having the concept of a river-based city, as the city's nickname is "the city of a thousand river".

From the description above, the three leaderships in leading the city of Banjarmasin have worked hard to recreate the "city of a thousand rivers" which is the icon of the city of Banjarmasin. This is the emergence of awareness of the role of rivers that were once so central and then shifted over time. The rapid development has actually brought about social changes and has changed the rhythm of river life with land infrastructure, as a result, the river becomes narrow and closed because there are buildings on it, and even disappears due to backfill that changes its function to construction on it or road construction. The rapid development of the city of Banjarmasin has resulted in the quantity of rivers being eroded. Data from the Department of

Natural Resources and Drainage Pemko Banjarmasin in 2009 the number of rivers 102 out of 400,

With the phenomenon of rivers in the city of Banjarmasin, this clearly requires shared responsibility between the community and the government (legislative, executive and judiciary) in handling it to reformulate constructive policies in restoring the function of the river as a trademark of the city of Banjarmasin. From the explanation above, the author hereby writes a thesis entitled "Implementation of Banjarmasin City Government Policy in Maintaining the Icon of the "City of a Thousand Rivers".

RESEARCH METHODS

Types of Research

This study uses a qualitative approach, namely descriptive research by describing facts and characteristics of certain populations factually and carefully. Qualitative research according to Basrowi & Kelvin (1998); Anggito & Setiawan (2018); Saputro (2021) is a research conducted based on a qualitative paradigm, strategy, and model implementation. According to Moleong, the stages of research include: a). pre-research stage, namely the stage before the researcher is in the field; b). the research stage, namely the actual stage while in the field; and c). the post-research stage is the stage after returning from the field.

Research Sites

This research is located in the city of Banjarmasin, because it is a city that flows a lot of rivers. There are more than a hundred large and small rivers that are still used by the community for transportation, bathing, washing, fish cages and others. There is even a large river, namely the Martaputa river which stretches across the city of Banjarmasin, so that it adds to its own charm with the maintenance and arrangement of the river to be more beautiful. The peculiarity of Banjarmasin, which has many rivers flowing through it, makes Banjarmasin the icon of the "city of a thousand rivers".

Informant

Informants here are figures who know and understand the information on the object of research carried out, so they can find the necessary data regarding the implementation of government policies in maintaining the icon of the city of a thousand rivers. The informants in this study were the Mayor of Banjarmasin, the Department of Public Works and Spatial Planning, River Observers, Members of the Banjarmasin City DPRD, and the Ombudsman.

Data Collection Technique

Data collection techniques in this qualitative research were carried out through three stages, namely interviews, observation, and documentation. This data can be supplemented with literature studies or references that are relevant to the problem being studied. Interviews were conducted to obtain direct data from respondents related to research problems, observations were made to observe the state of the research location, and documentation aimed at studying documents or sources of information related to research problems, especially from archives including books. about opinions, theories, journals, newspapers, magazines and others.

Data Analysis Technique

The data analysis used in this research is descriptive qualitative analysis. All data obtained from data collection were selected and compiled. After that, the data classification is carried out, namely classifying the data based on certain categories. After the existing data is classified, then data analysis is carried out. Analysis of the data used using the Milles and Huberman models as follows:

- 1) Presentation of data, carried out with a systematic and clear elaboration of data obtained in the field.
- 2) Data reduction is done by summarizing the answers to the research problem formulation based on the data obtained so that the research results can be explained systematically.
- 3) Drawing conclusions, is done by bringing together patterns, similarities, relations, themes and special things that often arise, then adjusting to the theory used.

RESULTS AND DISCUSSION

Research Result

The biggest problem in a policy is its implementation and enforcement. Public policies implemented by the government or other parties are said to be public policy actors according to their authority (Nabila, 2016; Daniah & Apriani, 2018). Research that focuses on the implementation of the Banjarmasin Government's policy in maintaining the "City of a Thousand Rivers" icon has conducted interviews with several figures related to opinions, ideas and even suggestions for rivers in Banjarmasin. In order to explore data related to this research, the authors conducted interviews to gather information related to the implementation of the Banjarmasin Government's policy in maintaining the "City of a Thousand Rivers" icon. The following are the results of interviews based on questions based on data collection instruments with several informants.

1) River watcher

Subhan Syarif who is an activist for WALHI South Kalimantan answered questions about the Banjarmasin Government's policy on rivers:

"The policy that Pemko wants to restore the icon of "city of a thousand rivers" is very good and needs to be supported by the community, especially those who live or are in the river area. Because the river, especially the Martapura river which stretches in the middle of the city, needs a more serious arrangement. So that the city of Banjarmasin looks beautiful and beautiful. And this can also be a tourist destination both inside and outside Banjarmasin."

Regarding criticism of Pemko policies, Subhan expressed his opinion;

"I don't agree with the silting of the river with concrete, because it interferes with the food recycling process for living creatures in the river. Cycles between rivers, banks, and land support each other to maintain the ecosystem. If it is concreted there is no circulation. Take, for example, the breeding of shrimp or river fish, for example, the baun fish, the jelawat fish, and the catfish. To lay eggs, these iwaks need tree roots or burrows in the area under the riverbank. So, if it is concreted, it will hinder or make it difficult for them to make nests or breed."

Nanda F. Pratama who is the Chairman of the South Kalimantan DPP National Association of Indonesian Consultant Experts said that;

"The river in the city of Banjarmasin in the 80s was the river that was the lifeblood of the community and spent its time in the river. The river becomes a public area in the morning and

evening with washing, bathing and chatting activities. But the story is in the past, where the river is still awake and beautiful. The existence of river traffickers here and there seems as if the city government is not serious in making policies in building infrastructure in accordance with the philosophy of the city of a thousand rivers. There are more and more settlements without paying attention to the behavior of nature and environmental insight. So that in the river area there is a sword, narrowing and turning off the flow of the river”.

2) Ombudsman

Muhammad Firhansyah, assistant to the Indonesian Ombudsman for the province of South Kalimantan, said;

“The river functions as an arena for dissemination of tourism such as along a river, but it is hoped that the construction of beautifying the river will not result in maladministration of public services.”

3) Department of public works and spatial planning

Joko Pitoyo who is the Secretary of the Public Works and Spatial Planning Office of the City of Banjarmasin provided answers regarding questions about the condition of the river, the recovery process and the required budget;

“The Banjarmasin River, which is experiencing siltation, will be dredged and widened by about 4 meters from its previous width and at the same time reorganizing the river area by freeing up the buildings on it for preservation and maintaining the existence of the river itself. With this policy in place, we are proposing a budget of 150 million for 200 meters of unconnected rivers in the APBD. Pemko efforts to organize the city so that it is seen as more beautiful, especially in the city center, then there is concrete, but not all river areas are concreted, there are still riverbank settlements that are maintained.”

This is related to the existence of some people who criticize the concept of concretization of the siring construction pattern.

“The river master plan in Banjarmasin was revitalized with the aim that rivers can function as before, and river areas or canals can be connected to each other. So that when there is heavy rain, all drainage channels run smoothly because the river functions properly. The rivers that have been revitalized are the Martapura river, the Veteran river and the Jafri Zam Zam river. functioning and reviving the role of the river as before, both from a physical and non-physical perspective. The physical and non-physical aspects surrounding the river area must first be inventoried and identified, and then choose the most appropriate river. the normalized river in the city of Banjarmasin is 228 kilometers long with a budget of 1.5 trillion, while a yearly budget of 25 billion. This normalization includes keeping the river clean from trash and grass that grows around it which can disrupt the flow of water. Then dredging mud is also carried out due to erosion and silting”

4) Banjarmasin city council

Elly Rahmah, a member of the Banjarmasin City DPRD, stated that the Banjarmasin City DPRD initiated the drafting of a regional regulation on the environment, especially on rivers.

“Clear rules are needed for this handling, so that there is no pollution that gets worse and threatens public health. As a big city, water pollution is very worrying because we are very dependent on clean water which comes from rivers”.

5) Mayor of Banjarmasin

Mayor Ibnu Sina still uses the river as a mainstay to increase PAD and drive the local economy from the tourism sector. Regarding the optimization of the potential of the river, Ibn Sina said:

"So the steps taken by the Banjarmasin City Government to make the river a tourist destination in Indonesia are correct. We have agreed with the DPRD that the target until 2025 is to make Banjarmasin a river city and economic center. The budget for improving the river is estimated at 5.5 trillion. What Pemko pays attention to right now is the Martapura River, which has been repaired since 2008. The renovation with two-sided houses means there are no latrines on the river. before but there is still an evaluation of the implementation of regional regulations or perwali for further improvement".

Discussion

Apart from being clean and comfortable, Pemko Banjarmasin is also trying to maintain Banjarmasin as an icon of the "City of a Thousand Rivers". In realizing this, the Pemko and DPRD of Banjarmasin City prepared a regional medium-term development plan (RPJMD) and a long-term regional development plan (RPJPD).

Implementation of Banjarmasin City Government Policies in Maintaining the “City of a Thousand Rivers” Icon

Policy implementation is carried out by Banjarmasin city government agencies in collaboration with the public and the private sector. This implementation does not stand alone, the policy on river management is a policy that is supported by policies before and after it. With regard to rivers, Pemko Banjarmasin pays attention to the revitalization and normalization of rivers, maintenance of rivers, construction and maintenance of drainage, and the existence of criminal sanctions for violators.

1) River-Based City Spatial Improvement

Efforts to improve the river with the aim of being a transportation route are carried out on the Jaruju River, Martapura River, Andai River, Pengran River, Kuin River, Kelayan River. According to Maulina & Atika (2021), river-based urban planning makes the city look more beautiful.

2) River revitalization and normalization

Revitalization is a process, method, act of reviving or reviving (Christy, 2020). While the river is a container and network of water starting from the spring to the estuary, which is limited on the right and left as long as its flow by the border. According to Anggraini & Astari (2020); Kusuma (2022) river revitalization and normalization aims to return the river to its former state.

3) River maintenance

The responsibility of the government and the community in maintaining the river, the community is expected not to throw garbage in the river, build buildings on the river, and others can be seen in Table 1 and Table 2.

Table 1. Maintenance of the Big River in the City of Banjarmasin

No.	Activity	Information
1	River maintenance/cleaning	
2	Rehap/Maintenance of riverbanks	

3	River bank cleaning		Source: PUPR Council of Banjarmasin City
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Table 2. Maintenance of Small Rivers in the City of Banjarmasin

No.	Activity	Information
1	Dredging and cleaning	
2	Cliff reinforcement	

Source: PUPR Council of Banjarmasin City

4) Construction and maintenance of drainage

Water drainage is made to facilitate the flow of water flow, so that no flooding occurs. According to Saidah et al. (2021) if there is heavy rain, smooth drainage will carry the water into small rivers or large rivers. Susanna et al. (2010) added in addition to drainage as a waterway, also for waste disposal.

5) Banjarmasin Day Clean Up Movement

Clean up Banjarmasin Day starting from the holding of a river cleaning competition by the Banjarmasin Government (Angriani et al., 2018). The movement was enthusiastically welcomed by residents who wanted the river environment to be clean of garbage and mud.

6) Garbage Bank

The main waste bank program in Banjarmasin started in 2010. The purpose of establishing a waste bank is to help handle waste management in Banjarmasin and make people aware of a healthy, neat, clean environment and not throw garbage into the river. According to Siagian et al. (2022); Arifin et al. (2020); Syria (2014); Ariefahnooret al. (2020) the benefit of a waste bank for the community is that it can increase people's income because when they exchange their waste they will get a reward in the form of money collected in the account they have.

7) Plastic Waste Reduction Program

This increase in the use of plastic materials results in an increase in the production of plastic waste. Disposal at the Final Disposal Site (TPA) of waste and into the river is not a wise enough solution in managing this plastic waste (Herawati, 2019). The role of scavengers in reducing plastic waste piles deserves appreciation even though this cannot eliminate one hundred percent of the existing plastic waste. There is a need for plastic waste management starting from the smallest environment, namely households to a large scale covering urban areas managed by the government.

Seeing the problems mentioned above, the Mayor of Banjarmasin issued Mayor Regulation (Perwali) Banjarmasin Number 18 of 2016 concerning Reducing the Use of Plastic Bags, where starting June 2016 all modern markets and modern stores should no longer have plastic bags for buyers, because most of the existing waste the river is a plastic bag.

8) Criminal Sanctions for Violators

The river as a source of water has a very important function for people's lives and livelihoods, so it is necessary to maintain its sustainability and continuity of function by managing, maintaining and securing the surrounding area (Muta'ali et al., 2018; Yoga, 2018). Government Regulation Number 38 of 2011 concerning rivers stipulates that within 5 (five) years from the entry into force of this Government Regulation, the Mayor is obliged to determine

equivalent lines for all rivers under his authority. River management is carried out based on norms, standards, guidelines and criteria set by the minister.

For the mandate of PP number 38 of 2011 the Banjarmasin City Government issued the Banjarmasin City Regulation Number 31 of 2012 as a guide for efforts to prevent violations of river border designations for border areas that have not been disturbed by other designations, meaning that in the future violations of border designations can be prevented and not will happen again.

In accordance with the provisions of the regulation above, if there is a violation committed by any person or legal entity, a maximum imprisonment of 6 (six) months will be imposed or a maximum fine of Rp. with local regulations and carry out activities on the river equivalent without the mayor's permission. With this sanction, the authorities can control the river border. This control is carried out in stages, consistently and agreed upon and supported by all stakeholders.

Factors Influencing the Implementation of Banjarmasin City Government Policy in Maintaining the "City of a Thousand Rivers" Icon

If associated with the theory of policy implementation, there are inhibiting factors in its implementation. According to Bambang Suguno, the inhibiting factors are: policy content, information, support, and distribution of potential. So, the cases associated with the implementation of the Banjarmasin city government policy in maintaining the "city of a thousand rivers" icon are as follows:

1) Policy content

Public policy is inseparable from an institution called government. Because the government has the authority to issue it. Although some people have pros and cons for various reasons. Regarding this authority, issuing a policy in the form of regulations requires stages to be followed, in other words, the reasons why the policy was made. According to Sholichin Abdul Wahab, the reasons for issuing policies could be due to first, scientific reasons, namely seeing the impact of the need for policies to be made. Second, professional reasons to be able to solve everyday social problems. The third reason is political, to be able to achieve common goals.

2) Information

Information is closely related to communication, a two-way meeting dialogue between the government and the community. Submission of information can be done using various media, both visual, audio-visual, print and electronic, in addition to direct meeting agendas (Morissan, 2018). The large number of violations is caused by a lack of information so that the public does not know, do not hear and in the future if the public's ignorance will have an impact on the government's firmness in taking action against violations. For example, Banjarmasin City regional regulation policy number 31 of 2012 concerning Determination and Regulation of the Utilization of River Rims and Former Rivers. In this Perda it is very clear that there are sanctions for violating them. But the problem is whether the executor of the violation actually runs.

3) Support

Need support in the implementation of a public policy. The role of stakeholders as authority holders and the community runs it. If one of them does not consistently run it, it will result in stagnation, even failure of what they aspire to. Therefore, the relationship of mutual support greatly influences the implementation of the policy itself. Regarding the implementation

of the Banjarmasin City Government's policy in maintaining the "City of a Thousand Rivers" icon, it can be said to be successful because the river is functioned as a drainage channel, transportation facility, raw water provider and as a tourist destination as well as a pilot project by the Indonesian Ministry of Public Works.

CONCLUSSION

There are two implementations of Banjarmasin City Government policies, namely from the legal aspect of implementation and implementation in the form of work programs. From the legal aspect, namely issuing the Mayor of Banjarmasin Number 25 of 2016 concerning River-Based Tourism Management and Development, Banjarmasin City Regulation Number 15 of 2016 concerning Efforts to Improve River Management, Banjarmasin City Regulation Number 25 of 2016 concerning Management and Development of River-Based Tourism. From the aspect of implementation with work programs, namely: improving river-based city spatial planning, revitalizing and normalizing rivers, Banjarmasin day clean up movement, main waste bank, paid plastic waste reduction program, river maintenance, construction and maintenance of drainage, and providing criminal sanctions for those who violate. Factors that influence the implementation of Banjarmasin City Government policies are regarding policy content, information, support and distribution of potential. From these factors, there are always pros and cons of every policy/decision issued in society.

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