



Implementation of the Policy on Reducing the Use of Plastic Bags (Study of the Perspectives of Traders and Buyers) at Atom Mall Market Surabaya

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Abstract. The use of plastic bags is one of the most significant sources of environmental pollution found in Indonesia. Based on Surabaya Mayor Regulation Number 16 of 2022 concerning the reduction of the use of plastic bags, researchers found problems from traders and buyers who still use plastic bags when conducting buying and selling transactions at the Atomic Mall Market in Surabaya City. This study aims to describe and analyze the implementation of the policy to reduce the use of plastic bags from the perspective of traders and buyers. The results showed that several indicators of the policy implementation model of Van Meter and Van Horn (1975) have not been achieved as a measure of the success of the implementation of the policy on Reducing the Use of Plastic Bags at Atom Mall Market Surabaya. The standards and objectives have not been achieved because communication between organizations has not gone well, the Environment Agency has given full inspection responsibility to the market, but Pasar Atom has not carried out regular inspections and lack of education from the implementation team.

Keywords: policy implementation, constraints, plastic bag use

1. Introduction

The widespread use of plastic bags has become a significant environmental problem worldwide. Plastic is a material that is difficult to biodegrade and produces serious pollution when discharged into the environment. Plastic waste can cause damage to ecosystems, affect animal habitats, and have an impact on human health. People dispose of waste without sorting between organic and inorganic, and also those that can be recycled to be reused so that waste generation is reduced. Reducing the use of plastic bags in implementing policies is one very important option to reduce the overall use of plastic. By reducing the use of plastic bags, plastic waste that ends up in landfills or the river can be reduced. It also helps to encourage more sustainable behavior and change people's consumption patterns.

As a country that contributes the second largest amount of waste in the world, waste has always been a difficult problem for Indonesians to overcome. This is because almost everything that people do in their daily lives is bound to produce waste. This includes shopping bags, food waste, and unused items. The production of waste has always been a social problem in society, for several reasons, namely the first is that the amount of waste continues to increase as the human population increases. Secondly, due to the high demand for land for housing, the amount of land to accommodate waste is increasingly limited. Lastly, processing and recycling waste in order to reduce the amount of waste is costly. Indonesia generated 35.83 million tons of waste in 2022, according to data from the Ministry of Environment and Forestry's National Waste Management Information System (SIPSN).



Fig. 1. Waste Composition Graph

Source: *sipsn.menlhk.go.id*

So from the explanation of the data above, the Government passed the policy of the Minister of Environment and Forestry Regulation Number P. 74/MENHLK/SETJEN/ KUM.1/6/2018 concerning Reduction of the Use of Plastic Bags in 2019: This regulation aims to reduce the use of plastic bags in the retail sector and traditional markets.

Surabaya City is the largest city in East Java Province and the center of government and economy of East Java Province. Due to the fact that Surabaya City is the second most populous city in Indonesia, the volume of waste generated is even greater. Based on the data of cities with the most waste generation across the country (2022) Surabaya City is ranked seventh with a waste volume of 651,043.42 tons in a year (katadata, 2022). The following is data on cities with the most waste contributors in 2022.

No	Nama	Nilai / Ton
1	Kota Adm. Jakarta Timur	844.252,43
2	Kabupaten Tangerang	841.497,68
3	Kabupaten Bekasi	821.379,1
4	Kota Adm. Jakarta Barat	738.547,77
5	Kota Adm. Jakarta Selatan	713.300,85
6	Kota Bekasi	668.179
7	Kota Surabaya	651.043,42
8	Kota Medan	628.749,22
9	Kota Bandung	581.876,52
10	Kota Tangerang	504.258,12

Fig. 2. National Waste Generation Volume in 2022
Source: *databoks.katadata.co.id*

To reduce plastic waste generated by plastic bags, there needs to be a way and support from various parties, both from the community and business actors to reduce the use of plastic bags in Surabaya City. Therefore, it is necessary to have a regulation or policy that regulates the reduction or limitation of plastic waste and plastic bags in Surabaya City as a practical step in overcoming the problem of plastic bag waste in Surabaya City. Finally, the Mayor of Surabaya issued the Mayor's Regulation (Perwali) Number 16 of 2022 concerning the Reduction of the Use of Plastic Bags in Surabaya City. The regulation was issued by the Environmental Agency on March 9, 2022, signed by Eri Cahyadi. In an effort to address the problem of environmental pollution and encourage public participation in environmental management and protection through the use of plastic bags, this Mayor's Regulation was made to reduce the volume of waste from plastic bags that are difficult to decompose by natural processes. Plastic bags have been officially banned by the Surabaya city government. All places that become shopping centers, supermarkets, restaurants, and traditional markets are required to use environmentally friendly plastic bags.

Pasar Atom is the largest traditional shopping center in Surabaya that has been transformed into a modern shopping center with the characteristic that visitors do not come just to look at goods, but to buy. Pasar Atom is one of Surabaya's famous markets that attracts many visitors and traders from various regions. Therefore, the targeted visitors of Pasar Atom are not only from Surabaya area. There are two main buildings in Pasar Atom, namely Pasar Atom and Pasar Atom Mall.



Fig. 3. The Use of Plastic Bags in Surabaya's Atom Market
Source: *Researcher Documentation, 2023*

Based on the data above, with the large number of traders, it can be concluded that Atomic Market is a shopping place with a large capacity. Trading activities start from 10am to 5pm. If there is no further action from the implementation and supervision of Surabaya Mayor Regulation No. 16 of 2022, the duration of market activities and the number of visitors can lead to the use of plastic bags which is quite large. Based on the research conducted by the researcher, there are several persistent barriers that hinder the implementation of Mayor Regulation No. 16 of 2022 on Reducing the Use of Plastic Bags in Surabaya City. These include traders who continue to use plastic bags when selling goods, shoppers who do not bring their own shopping bags, and plastic bag waste in landfills that can lead to plastic waste piles.



Fig. 4. Plastic waste in Surabaya Atom Market
Source: *Researcher Documentation, 2023*

This is in line with the data that has been obtained by researchers through interviews with one of the employees of clothing traders on the 3rd floor of the atomic mall market:

"We used to use cloth shopping bags before Corona but because sales declined we changed again, when using cloth bags we still ask whether the customer wants it or not because there is an additional cost. The customers themselves rarely refuse unless they have bought from another shop before coming to our shop so they don't ask again" (Interview, October 10, 2023).

"I have known about the regulation for a long time, but in Atomic Market itself never knew that the regulation applied in this market, just look at it, that's why almost everyone still uses plastic bags. If for example it was conveyed and there was an inspection, we would also change it and other shops would also not use plastic bags anymore. We actually have cloth bags but we only use them when purchases are above 1 million and above" (Interview, October 25, 2023).

According to Van Meter and Van Horn, policy implementation is an activity carried out in deciding a policy, either by individuals, civil servants, government or private groups on purpose to achieve high performance results in policy implementation that take place in a variable relationship. This implementation model shows that political decisions, implementers and public policy performance run linearly. The implementation of a policy implementation can be implemented if the goals and objectives have been set. Van Meter and Van Horn's theory is used by researchers in analyzing the implementation of policies to reduce the use of plastic bags at the Atom Mall Market in Surabaya City. There are 6 variables that are interrelated in influencing policy performance, namely: policy standards and objectives, resources, inter-organizational communication, implementor disposition, implementing agent characteristics, and economic, social and political environmental conditions. Facts found in the field, many shops have not implemented Surabaya Mayor Regulation No. 16 of 2022. Therefore, researchers want to get a further understanding of the implementation of Perwali Surabaya No. 16 of 2022 regarding its implementation which is expected to be in accordance with the rules and objectives to be achieved. This research is entitled "Implementation of the Policy on Reducing the Use of Plastic Bags (Study of the Perspectives of Traders and Buyers) at Atomic Market in Surabaya City" with the formulation of the problem, namely how the Implementation of the Policy on Reducing the Use of Plastic Bags at Atomic Market in Surabaya City.

The implementation of Surabaya Mayor Regulation No. 16 Year 2022 aims not only to minimize plastic waste, but also to minimize the use of plastic bags. However, as shown by the information collected in the field, the effort to implement the regulation is still not successful. This is due to the fact that the merchants in Atom Mall Market still use plastic bags. In fact, there are still merchants who are unaware of Surabaya's Perwali No. 16 of 2022. The results of an interview conducted with one of the clothing sellers on the 4th floor of Pasar Atom Mall are as follows:

2. Method

This research uses descriptive research methods with a qualitative approach to reducing the use of plastic bags intended to understand and describe the phenomenon of reducing the use of plastic bags from a qualitative point of view, which focuses on understanding, interpreting, and deepening knowledge about how people reduce the use of plastic bags. This research was conducted in the city of Surabaya, more precisely at Pasar Atom Mall. The city of Surabaya was chosen as the research location because researchers will only be most about the policy regulations of the Mayor of Surabaya number 16 of 2022 concerning Reducing the Use of Plastic Bags in Surabaya City. The focus of this research is how the implementation of the Perwali No. 16 of 2022 policy in the Surabaya atomic mall market by focusing on the perspectives of traders and buyers. Data sources were collected using two data, namely:

1. Primary Data

Primary data is data obtained by researchers from the original source. The data collection process is carried out by conducting interviews with the parties. For example, the interviewees were some traders in the atomic market and also some buyers. Researchers conducted this interview to obtain factual data.

2. Secondary Data

Secondary data is a data source that is not directly provided to data collectors. This data source is obtained through reference books, documents, media materials related to Surabaya Mayor Regulation Number 16 of 2022 concerning Reducing the Use of Plastic Bags.

The data collection techniques used in this study are:

1. Interview

Interviews were conducted by researchers with resource persons involved in the implementation of policies to reduce the use of plastic bags at the Atomic Mall Market). There were 9 sources that we interviewed, namely 5 representatives of traders, 3 representatives of buyers, and also supervisors from the Surabaya city environmental agency.

2. Observation

The observation technique is carried out by conducting direct observations at the Atom Mall Market in Surabaya City by observing the activities of traders and visitors in buying and selling activities, and

Atom Mall Market staff in supervising the activities of traders and buyers

3. Documentation

Documentation is carried out by researchers to complete data collection in the form of photographs about the implementation of the Reduced Bag Use Policy which can support data.

The data analysis technique in this article uses the technique proposed by Miles, Huberman and Saldana (2014). This data analysis technique is an activity in several stages, namely:

1. Data Collection
2. Data Condensation
3. Data Display
4. Data Verification/Conclusion

3. Result and Discussion

Efforts to reduce the use of plastic bags have been made in several cities in Indonesia, including the city of Surabaya with the making of Surabaya Mayor Regulation Number 16 of 2022 concerning Reducing the Use of Plastic Bags. Minimizing the production of plastic waste, especially plastic bags and reducing environmental pollution involving community participation in managing waste is one of the objectives of the Surabaya City Government in making this policy. A policy must adjusted to the problems that exist in the environment so that a solution can be found to the problem. Furthermore, a policy can be said to be succesful if the implementation is able to deliver problem solving.

Pasar Atom Mall is one of the modern shopping centers in Surabaya with eight floors. Floors 1 or ground floor to 5 consist of vendor stalls, while floors 6-8 are used for parking areas. On the 6th floor there is an office area for PT Prosam Plano which can be accessed through the 6th floor. Pasar Atom Mall has around 600 kiosks or vendor stands. The Van Meter and Van Horn public policy implementation model is used by researchers to assess the successful implementation of the Surabaya City Mayor Regulation Number 16 of 2022 concerning Reducing the Use of Plastic Bags at the Surabaya City Atomic Mall Market. There are six variables that influence the successful implementation of the Surabaya City Mayor Regulation number 16 of 2022 concerning the reduction of the use of plastic bags at the Surabaya City Atomic Mall Market. The following are the six variables:

1. Policy Standards and Objectives

The standard set by the Mayor's Regulation number 16 of 2022 is to minimize the emergence of waste from plastic bags that are not easily decomposed by the natural system in solving problems about the polluted environment and to generate community contributions in protecting and managing the environment by dealing with the use of plastic bags. Meanwhile, the target of this policy implementation is all people in Atomic Mall Market who use plastic bags.

Based on observations made by researchers, the objectives of the regulation cannot be said to be successful because not all goals and objectives have been met. In terms of overcoming the problem of environmental pollution around the Atomic Mall market, it can be said to be quite successful, because the market itself has facilitated organic and non-organic waste bins throughout the market. Seen from the Atomic Market landfill itself, it has also sorted out plastic waste that can be recycled and those that cannot.

Community participation in the Surabaya atomic mall market is also not entirely involved because buyers when going to the atomic market do not have the awareness to bring their own shopping bags because the atomic market itself still provides plastic bags. This is supported by the results of an interview on December 5, 2023 conducted with one of the buyers at the Surabaya atomic mall market. The following are the results of the interview with Mrs. Fatiq:

"For myself, I haven't brought my own shopping bag yet, because the atomic market itself still provides it so I don't feel the need to bring it, except to supermarkets that don't provide plastic bags anymore" (Interview, December 5, 2023).

The standards and targets in the implementation of the Perwali policy on reducing the use of plastic bags cannot be said to be successful. Due to the lack of awareness of the community, traders and market parties regarding the Perwali.

2. Resources

Resources are divided into two types, namely human resources and financial resources. Human resources are one of the resources that determine the success or failure of an implementation. The availability of human resources as implementers, namely, the Surabaya atom mall market, is still arguably not fulfilled because there has been no socialization and supervision by the market and related agencies regarding the implementation of the Surabaya Perwali policy No.16 of 2022 concerning Reducing the Use of Plastic Bags which causes the distribution of plastic shopping bags to remain widely found. This is supported by the

results of an interview on October 10, 2023 conducted with one of the sellers at Atom Mall Market Surabaya. The following are the results of the interview with Mrs. Titin & Mrs. Ayu:

"When it was really banned, we used cloth bags for an additional fee, but there was no inspection and then other shops were already using plastic bags again so we went back to using plastic bags" (Interview, October 10, 2023).

"Socialization such as meetings has never been, the socialization is in the form of a circular letter and even then it was several months ago"

Based on the results of the interview, it can be seen that from human resources, Pasar Atom Mall Surabaya has not conducted socialization and supervision related to Perwali.

Financial resources in the implementation of the policy of Perwali No. 16 of 2022 concerning the Reduction of the Use of Plastic Bags at Atom Mall Market are running well because all costs such as cleaning and waste management, are included in the kiosk rental fee, the market itself has facilitated organic and non-organic waste bins throughout the market. Seen from the Atomic Market landfill itself, it also sorts plastic waste that can be recycled from those that cannot.



Fig. 5. Trash bins at Atom Mall Market Surabaya
Source: *Researcher Documentation December 5, 2023*

3. Inter-Organizational Communication

Inter-organizational communication is an important aspect to achieve effective collaboration and achieve common goals. Inter-organizational communication in the implementation of the policy to reduce the use of plastic bags at the Atom Mall Market in Surabaya is not going well, because the Department of Hygiene and Parks (DKP) has given full

responsibility to the Atom Mall Market. This is proven through the results of interviews with DKP:

"Supervision related to the use of plastic bags from now on is no longer from DKP but has been given to Atomic Market itself and we urge buyers to bring their own shopping bags"

From the results of these interviews, the inter-organizational communication variable has not been fulfilled because the full responsibility and supervision has been given to the atomic market. However, the atomic mall market has not conducted socialization and supervision related to the implementation of the perwali policy which causes many people who do not know and understand about the policy so that it can cause problems such as the lack of awareness of traders and buyers to use environmentally friendly bags and not use plastic bags in buying and selling activities.

4. Implementor Disposition

The disposition of the implementor to analyze the policy of reducing the use of plastic waste involves coordination between traders and market officials as well as monitoring the implementation of the policy. However, what we found in Surabaya's Atom Mall Market, the Atom Mall Market has not understood the importance of the regulation because there has been no monitoring and there has been no thorough socialization regarding the reduction of the use of plastic bags. This is supported by interviews we conducted on December 5, 2023 to several merchants that there was no monitoring after being given an appeal leaflet to replace plastic bags with environmentally friendly shopping bags. One of the interviewees was Mrs. Dini, one of the traders at the Atomic Mall Surabaya market on the 3rd floor:

"There is no monitoring, only leaflets, and that was a few months ago so there are still many who use plastic bags."

The atomic mall market in Surabaya does not fully understand the importance of the perwali policy. The Atom Mall market does not yet have a routine monitoring team related to the implementation of the policy, the atomic market has also not conducted routine socialization so that not all traders in the Surabaya atomic mall market know that the policy exists.

5. Implementing Agent Characteristics

This variable is used to evaluate the support given by several interest groups to the implementation of the plastic bag user policy in the atomic market. This involves assessing the characteristics of the participants, whether they reject or support the policy. Based on the researcher's

observations, it can be concluded that the characteristics of the implementing agent are neutral regarding the policy, not explicitly supporting or rejecting it because from interviews conducted with traders, the implementation team has not socialized the policy issued by the mayor of Surabaya. The atomic market only distributes leaflets related to the appeal to replace shopping bags to environmentally friendly ones. This leaflet distribution activity is also still only done once. This is supported by the results of an interview with one of the traders at the Atomic Mall Market in Surabaya City. The following are the results of the interview with Mrs. Ayu:

"Socialization such as meetings has never been, the socialization is in the form of a circular letter and even then it was several months ago"

The Environmental Agency has given full responsibility to the implementer of the Atomic Mall Market of Surabaya City regarding the supervision of reducing the use of plastic bags. The Department of Hygiene and Parks has also given an appeal to shoppers to bring their own shopping bags. However, there are still many who do not know about the information and also many who do not bring plastic bags. Researchers interviewed one of the traders at Atom Mall Market. The following are the results of the interview with Mrs. Dini:

"There is no supervision from the market or the agency, so there are still many who use plastic bags"

The obstacles to the implementation of this Perwali No. 16 of 2022 policy are the lack of education from the implementation team regarding the lack of supervision and guidance for traders and buyers, as well as the lack of written monitoring and evaluation from the environmental agency or government to the team on duty.

6. Environmental, Social and Political Conditions

Related to the interviews conducted, it appears that the Work Program of the Policy Implementation Team for Reducing the Use of Plastic Bags in Surabaya's atomic market is not fully achieved. This can be seen from the fact that there are still many stalls that continue to use plastic shopping bags as wrappers for their merchandise. From an economic point of view, reducing the use of plastic bags will be difficult to apply to traders and buyers because they prefer to use free plastic bags rather than buying environmentally friendly bags which they consider expensive. The merchants also prefer plastic bags because they think they will spend more capital if they use environmentally friendly shopping bags. The results of this interview support this. The following are the results of the interview with Mrs. Putri:

"Actually, we have changed to environmentally friendly shopping bags such as paper bags, but since after corona there were few buyers, we returned to using plastic bags as before, because if we continue to use paper bags, too much capital will be spent" (Interview, October 10, 2023).

Therefore, the economic condition of the community greatly affects the success of this policy by the government. From a social perspective, culturally, many people including traders and buyers still do not understand the impact and dangers of using plastic bags, so they easily underestimate the policy on reducing the use of plastic bags implemented at the Atom Mall Market in Surabaya. From a political perspective, the plastic bag reduction policy in Surabaya still needs more attention. This policy has a weakness because there is no allocation of funds from the government. If there is an allocation of funds, it can be used to provide environmentally friendly bags to the public, reducing their cost burden. Thus, people will switch from using plastic bags to eco-friendly bags. In addition, the government must also play an active role in monitoring and enforcing the policy so that it can be maximally achieved.

4. Conclusion

Based on the results of the discussion on the Implementation of the Policy on Reducing the Use of Plastics Bags (Study of the Perspectives of Traders and Buyers) at the Atom Mall Market in Surabaya City that has been presented, it can be concluded by using the Van Meter and Van Horn implementation model which consists of several variables, namely:

1. Policy Standards and Objectives

Standards and Objectives for the Implementation of Reducing the Use of Plastic Bags at Atom Mall Market Surabaya, which in the implementation of the policy has not implemented as a whole, which can be seen from the absence of socialization, appeals, and monitoring from the market.

2. Resources

Resources Implementation of Reducing the Use of Plastic Bags at Atom Mall Market Surabaya has not been fully achieved, the resources used are human resources and financial resources. Human resources as implementers, namely the Atomic Market Team, have not carried out monitoring, which should have been conveyed from the DKP that there should be an implementation team that conducts socialization and monitoring. Financial resources at Pasar Atom Mall are considered to have run well, because there is no collection related to waste management anymore because it is already calculated with the annual kiosk rent, but garbage collection is carried out regularly every afternoon which is then separated at the Atom Mall Market landfill.

3. Inter-Organizational Communication

Inter-Organizational Communication in the Implementation of the Policy on Reducing the Use of Plastic Bags at the Atomic Mall Market has not been fulfilled because based on the DKP, full responsibility and supervision have been given to the atomic market. However, the atomic mall market has not conducted socialization and supervision related to the implementation of the perwali policy which causes many people who do not know and understand about the policy.

4. Implementor Disposition

Implementor Disposition in the Implementation of the Policy on Reducing the Use of Plastic Bags at Atom Mall Market is considered negative because the response from the market is considered not to reject this policy but also not to support the implementation of this policy. The Atomic Market, which until now has not implemented the perwali policy with steps that should have been implemented and carried out by the market, is not a positive response to a policy.

5. Implementing Agent Characteristics

The characteristics of the Implementing Agents of the Implementation of the Policy on Reducing the Use of Plastic Bags at Atom Mall Market are the Market and the Department of Hygiene and Parks. The team implementing this policy has not carried out its duties properly, this can be seen from the lack of socialization about changing the use of plastic bags to environmentally friendly shopping bags. The lack of monitoring from DKP in seeing whether the Atomic Market has implemented this policy or not and to what extent the market has implemented this policy is also something that has not been implemented by the implementing agent.

6. Social, Economic and Political Environment

Social environmental conditions, in this policy culturally there are still many people who do not understand how the impact and danger of using plastic bags if they are still used continuously. The economic environment, many people still agree with the use of plastic bags provided by the market for free rather than having to add costs for cloth shopping bags. As for the political aspect of this policy, it still needs more attention because the weakness lies in the lack of the right to use plastic bags allocation of funds from the government to provide environmentally friendly shopping bags at a lower price or even for free.

From the results of the conclusions and discussion regarding the policy of reducing the use of plastic bags in the atom mall market in Surabaya. Suggestions that can be given by researchers are as follows:

- The Surabaya city government should socialize and educate the public about the policy of reducing the use of plastic bags by bringing their own shopping bags when going to all shopping centers. This can be done through educational programs such as social media and environmental awareness campaigns.
- The Atomic Mall Surabaya market should socialize the system of replacing plastic bags with environmentally friendly shopping bags to traders. In this case, the market plays an active role in monitoring and enforcing the rules.
- Related agencies and the Surabaya city government need to form a consistent monitoring team to supervise the implementation of the Policy on Reducing the Use of Plastic Bags at the Atomic Mall Surabaya Market. If necessary, the atomic market makes regulations and strict sanctions against traders who continue to provide plastic shopping bags.
- Increased cooperation between the government, atomic mall markets, merchants, and the community in addressing the issue of plastic bag use. The government needs to provide intensive or stimulus in the form of gifts such as providing a number of cloth bags for traders who are active in supporting the policy of reducing the use of plastic bags.
- The government needs to make environmentally friendly shopping bags affordable to the public. This may encourage shoppers to switch to recyclable shopping bags to be environmentally friendly.

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