

Original Research Article

Limitations on the Use of Plastic Shopping Bags in Modern Retail

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Abstract: This research was conducted to describe and analyze the Implementation of Restrictions on the Use of Plastic Shopping Bags in Modern Retailers based on Jambi Mayor Regulation Number 61 of 2018 concerning Restrictions on the Use of Plastic Shopping Bags at the Jambi City Environment Service. The type of research used is descriptive qualitative research with an inductive approach with the aim of a clear, in-depth and systematic description of the Implementation of restrictions on the use of plastic shopping bags in modern retail. This policy aims to reduce the use of plastic or single-use shopping bags. The focus of this research consists of four aspects: communication, resources, disposition, bureaucratic structure, and the driving factors and inhibiting factors for implementing restrictions on the use of plastic shopping bags at the Jambi City Environment Service. Data collection techniques, namely, interview techniques, observation and documentation, were analyzed using data reduction, data presentation and concluding. The results of this study state that policy implementation has not been optimal because there are still constraints from human resources and limited budgets, and there is no standard operating procedure (SOP) in policy implementation. Business actors are required to implement non-plastic bags, and business actors carry out communication, information and education strategies to consumers, but this has yet to be realized optimally. Public legal awareness still needs to be improved in fulfilling this policy.

Keywords: Plastic, Shopping Bag, Modern Retail.

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1. INTRODUCTION

The era of globalization, which is developing rapidly and continues to advance, will not be separated from the negative impacts of pollution and environmental damage due to the increasing variety and increasing secondary and primary human needs that must be met. Only now, waste is still a challenging problem; the high level of public use and consumption of goods will produce more and more remnants from using these goods. The types of waste generated are also very diverse. Changes in lifestyle in the millennial era have made people want all practical activities, such as ordering food, drinks or goods online, requiring disposable packaging for affordable reasons. The Ministry of Environment and Forestry, Directorate General of Waste, Waste and B3 Management, in 2021, recorded the amount of waste generated nationally consisting of 195 districts/cities throughout Indonesia of 64,000 tons per day or the equivalent of 23,072,691.72 tons per year. When viewed from the composition of waste based on its type, the most dominant is food waste (39.3%), then the second most is plastic waste

(17.86%), then wood or tree branch waste 14.34%, followed by paper or cardboard waste (12.77%), the rest is metal waste (3.51%), fabric waste 2.51%, glass waste (2.41%), rubber waste (1.77%), and other waste by 5.84%. While the most significant waste generators are sourced from household waste (46.37%), Markets (22.04%), Areas (9.01%), Commerce (8.03%), Public Facilities (5.93), Offices (5.91 %), other areas (2.71%).

The above data shows that the most significant waste generation comes from household waste in the form of food waste. However, it must be underlined that food waste is included in the category of organic waste. Organic waste can quickly decompose through natural processes. This is why plastic-type waste is an essential focus because of its non-degradable nature. Plastic waste is urgent, considering the impact is very serious. The biggest challenge is that this plastic waste needs to be more environmentally friendly. Plastic waste, including plastic bags, triggers environmental pollution because plastic waste takes 1,000 years to decompose

completely. If plastic waste is burned, an incomplete combustion process occurs, which produces toxic gases.

The second highest Environmental Ignorance Behavior Index (IPKLH) score after Aceh Province, with a score of (0.54) on the island of Sumatra. This value is very crucial to be the reason for the waste problem to be handled immediately. The Jambi City Government has made various efforts to deal with waste, one of which is by issuing Mayor Regulation 61 of 2018 concerning restrictions on the use of plastic shopping bags. Restrictions on plastic shopping bags take effect from 1 January 2019 and are aimed at business actors, as stated in Article 8. Because plastic waste in Jambi accounts for around 40 per cent of the total waste in TPA (Final Disposal Sites), almost every TPA plastic waste, including plastic bags, becomes dominant. So that the Jambi City Government is stringent through this regulation so that people stop using plastic as shopping containers and urge people to bring shopping bags or bags that are not disposable and, of course, environmentally friendly. Before this policy took effect, modern retailers such as malls, supermarkets and other shopping centres always provided free shopping bags. However, unfortunately, almost all of the shopping bags provided by these retailers were made of plastic. In this regulation, in article 2 point b, it is stated that applying this policy is also helpful in ensuring the community's safety, health and life.

The author then conducted incidental research conducted in April 2022 and found that there are still modern retailers in the form of self-service still using plastic bags, even though these business actors have also provided non-plastic bags such as shopping bags made of paper or non-disposable shopping bags for sale. However, some people are reluctant to buy it because bags made from non-plastic or plastic made from safe materials (bioplastic and thermoplastic types) are always more expensive, even 2-3 times as much. In addition, the general public still accepts being given a plastic bag. This indicates that there needs to be more commitment from the relevant parties to comply with the mayor's regulation regarding limiting the use of plastic bags. There is no conscious desire to participate in protecting the earth from environmental pollution due to the use of plastic shopping bags. People's habits are still difficult to change; even though the government has pressured business actors who violate them, the business license will be revoked. The purpose of this study is to describe and analyze the Implementation of the Policy on Restricting the Use of Plastic Shopping Bags based on Jambi Mayor Regulation Number 61 of 2018 Concerning Restrictions on the Use of Plastic Shopping Bags in Jambi City, which the Jambi City Environment Service carried out and to describe and analyze the supporting and inhibiting factors in policy implementation. The benefit of this research is that it is hoped that it can add input to the Jambi City

Government, especially for the Environment Service, in the form of suggestions to be used as material for consideration in the Implementation of the Policy on Restricting the Use of Plastic Shopping Bags in Modern Retailers.

2. LITERATURE REVIEWS

2.1 Theory of Public Policy Implementation

According to Thomas R. Dye (in Hamdi 2014: 37), public policy is whatever the government chooses to do or not to do. It can be interpreted that the government has the authority to decide, plan, and formulate policies that must be implemented in order to achieve the desired goals. The policy itself was interpreted by an expert from Germany (Crisnon in Ayuningtyas (2014: 8) said that policy is a concept, not a specific or concrete phenomenon, so its definition will find many challenges and obstacles. However, Crinson further said it would be much better if the policy provided many benefits and could be used as a guide to act on an interrelated decision between one decision and another. The definition of a policy is almost considered the same as a system because the understanding of the system itself is something that is series and interconnected, interrelated, interdependent on one and the other, and is within specific rules so that the result will be a reciprocal unit Dunn 1994 then explains in more detail about this policy system, according to him the policy system includes interrelated relationships of 3 different elements, starting from the policy itself, followed by policy actors who will implement the policy and the policy environment which is also very influential.

2.2 Plastic Waste

Garbage in English is called garbage, which is readily decomposed due to the activity of microorganisms. What is meant by waste is anything that is no longer wanted by the owner and is solid. Some of this waste decomposes quickly, while others do not (Slamet, 2009, p. 152). Plastic is a trendy food packaging and is a choice for consumers. Since a researcher from the United States discovered it in 1968 named John Wesley Hyatt, plastic has become the choice for the industrial world, and its use has grown tremendously from only a few hundred tons in the 1930s to 220 million tons/year in 2005 (2005). Kadir, 2012). Plastic is easy to shape, durable, and able to follow market demand trends. Plastic has been able to shift the position of traditional materials, where demand always shows an increase from year to year. The advantages of plastic packaging, which is light, flexible, multi-purpose, strong, does not rust, can be coloured, and the price is low, seems to blind people to the impacts, such as the transfer of constituent substances from plastic into food, especially if the food is not suitable with plastic packing.

Behind its great benefits, plastic also significantly impacts the environment because plastic is

non- biodegradable, and the material for making plastic is generally made of Polychlorinated Biphenyl (PCB). Plastic is estimated to take 1000 years to decompose completely. Plastic bag waste piled up in landfills can contaminate soil, and groundwater can endanger human health. Nurhenu Karuniastuti (2016: 3) says Plastic Shopping Bags Plastic is a long-chain hydrocarbon polymer consisting of millions of interrelated monomers that cannot decompose by microorganisms. Legal certainty is needed in waste management, clarity of responsibilities and authorities of the government, regional government, and the role of the community and the business world so that waste management can run proportionally, effectively and efficiently. Then the primary policy was formed in Law Number 18 of 2008 concerning Waste Management, regulating the Implementation of integrated and comprehensive waste management, fulfilling community rights and obligations, and the duties and powers of the government and regional governments to carry out public services.

3. RESEARCH METHODS

3.1 Types and Focus of Research

2 (two) types of data are generally used by researchers, namely qualitative and quantitative data. Quantitative data includes information in the form of numbers, which will then be accumulated using a specific formula to be analyzed systematically. Qualitative data comes from verbal, human speech in the form of words, usually obtained through interviews. Research activities require focus to make it easier for researchers to select relevant/important data and vice versa. So the research emphasis is called to determine the common thread for the problem under study. According to Edward II, researchers use the focus of research implementation, namely communication, resources, disposition or attitude, and bureaucratic structure.

3.2 Research Locations

This research was conducted at the Jambi City Environment Service. The Jambi Environment Service is the leading sector in handling environmental problems, including waste management in Jambi City. Jambi City DLH has the primary duties and functions as regional apparatus to provide information, outreach and facilitate Implementation. This was the reason for choosing DLH Jambi City as the research locus. The scope of this research is a study on implementing Jambi Mayor regulation Number 61 of 2018 concerning Restrictions on the Use of Plastic Shopping Bags in Jambi City.

3.3 Data Sources

The source of data is divided into primary data and secondary data. Primary data is data obtained by researchers directly from sources without intermediaries. The point is to answer questions provided by researchers during field observations.

When in the field, the researchers will conduct direct interviews with officials and staff appointed to handle the policy of limiting the use of plastic shopping bags. Then the researcher observed the activities to obtain data by field conditions. Secondary data is of the opposite origin from primary data sources because the information obtained is not through the leading role but comes from intermediaries and can be in the form of notes and reports from other parties, which will be used as evidence that has been recorded in files or documents. Researchers will use this secondary data source to compare conditions before and after the policy of limiting the use of plastic shopping bags.

3.4 Data Collection Techniques

Data collection activities are carried out to facilitate data analysis in research. In this study, to obtain data, the researchers used data collection techniques in the form of observation, interviews and documentation. The observation method is a data collection technique carried out by directly observing objects and human behaviour. Researchers will utilize this technique of collecting data through observation to obtain more information in the field by observing the attitudes of Jambi City Environment Service employees in carrying out their respective duties and responsibilities By observing whether those appointed as officers have carried out their duties and how they carry out his duties on the policy of limiting the use of plastic shopping bags in modern retail.

In interview techniques, researchers will use structured and unstructured interviews in the hope that they will be able to answer questions in the Implementation of policies on the use of plastic shopping bags in Jambi City. In the documentation technique, what the researcher will do is record, summarize the data obtained by the Environment Service regarding the amount of waste in Jambi City that is generated per day/month/year, and plastic waste that is produced in Jambi City which is generated per day/month/year for processing. Be a result that can answer the formulation of the research problem. Researchers will also document several modern retail activities that comply or do not comply with this policy by coming to modern retailers and taking photographs of the types of plastic/non-plastic shopping bags provided by them or taking photographs of shopping bags brought by the public.

3.5 Data Analysis Techniques

Data analysis techniques are carried out by processing the data to group some of the data into units. Then these can be translated to be immediately compiled and presented by the research problems in the conclusions and essential points in a report so that many people can understand it. Miles and Huberman (1988:6) describe it into 4 (four) steps of data analysis, namely first by collecting data to find out as much as possible about data related to the problem under study without

reducing the quality of the data collected. Second, data condensation by focusing on sorting activities, simplifying, abstracting, to transforming data collected from various sources, such as interactions with resource persons. This is done in order to find a research focus so that it is in line with the formulation of the problem under study. Third, the presentation of data is carried out with a brief explanation, tables or schemes that have been designed in such a way. This activity is carried out to sort, combine, and collect data until it becomes valid new information according to field facts. The fourth is concluding by writing conclusions starting from the initial information obtained during the research, collecting relevant abstract data so that it becomes a clear pattern of integration and has a causal flow found by the researcher.

4. RESEARCH RESULTS

4.1 Implementation of the Policy for Restricting the use of Plastic Shopping Bags at the Jambi City Environment Service Based on Jambi Mayor Regulation 61 of 2018 Concerning Restrictions on the use of Plastic Shopping Bags in Jambi City.

A policy product can be determined as successful or failed based on the Implementation of the policy and the stages in implementing a policy. Policy implementation can be interpreted as activities or implementations that affect most of the stages in policy implementation as evidence of the policy implementation process. To see and find out how the Implementation of the policy of limiting the use of plastic shopping bags in modern retail in Jambi City, the authors then use Edward III's model (1980:21) with several indicators, namely the first is communication. The purpose of communication is so that policy implementers can know and understand what has been conveyed by policymakers; this is so that the policy can be implemented or implemented correctly by work goals and targets. Good communication channels will undoubtedly result in excellent and directed policy implementation. Based on the research results above, the Jambi City Environment Service has conducted socialization regarding restrictions on the use of plastic shopping bags, especially in modern retailers in Jambi City. This is so that the government's material in making policies to limit the use of plastic shopping bags can be understood by the target audience, namely business actors and the local community.

The communication carried out by the Environmental Service is external communication and internal communication. External communication is communication that directly involves the community and retail entrepreneurs by visiting them directly, admonishing them directly to hold meetings, and communicating with the public is carried out by the government by conducting campaigns involving community organizations to help roll out banners regarding restrictions on the use of plastic shopping

bags in Jambi City, then distributing brochures which are affixed to each cashier in a modern retail shopping centre. To involve print media such as newspapers and social media. Changing new habit patterns for many people is a challenging thing. So even though the Environmental Service has tried to carry out socialization regularly, there are still several modern retailers that use disposable plastic shopping bags; in terms of the commitment of the people who still accept if they are given plastic bags that have been banned, it can be seen that the Jambi City Environment Service has conveyed information related to restrictions on the use of plastic shopping bags to the public and business actors not but adequately optimally.

The discussion above is by the theory of policy implementation model Edward III (1980: 147), which states that communication is one of the most influential things in the success or failure of Implementation because communication involves recipients of information from communicators to communicants to explain matters related to goals and objectives that will be received by the target audience, in this case, the community and business actors, in order to avoid mistakes that can occur in Implementation. This is also to the results of previous research conducted by F. Steffi Zafia (2020), which concluded that communication is crucial. In this case, business actors must organize communication, information and education strategies for consumers to control the use of plastic shopping bags. In this way, clarity of communication will be formed so that there will be no disparity in perceptions between policymakers and implementers.

The second indicator after communication is resources. Based on the results of the research, it is known that the Jambi City Environmental Service has 64 State Civil Apparatuses with their respective duties and responsibilities. 14 (fourteen) of them are under the Waste Management sub- sector, and 4 (four) are under the Environmental Impact Control sub-sector. As for the number of implementing officials who will go directly to carry out inspections and evaluations in the field, it is flexible, not standard how much should be. It depends on the official travel costs that can cover how many people will go to the field. Research and interviews with the head of the environmental impact control sub-sector show that since the Covid-19 pandemic, the budget for the environmental service has yet to recover fully. So this is very influential on the intensity of the implementing apparatus to go down the field. In one year, there has yet to be a target for how often the Environmental Service has to conduct site inspections. However, based on information from 2019 to 2023, the Environment Service usually conducts field trips once every 3 or 4 months a year.

The above research results are supported by the implementation theory of Edward III (1980:147), which states that budgetary resources (funds) are resources that influence Implementation after apparatus (human) resources. In addition, it can be said that the performance of the personnel resources of the Environmental Service is not good because with the system going down first and then taking notes, Jambi City DLH until now does not have accurate data on how many modern retailers exist in Jambi City, even though this is data that most crucial to be able to make the Implementation of the policy of limiting the use of plastic shopping bags right on target. This is also because the number of implementing teams or apparatus who have stepped into the field could be better for conducting evaluations of around 200 retailers in Jambi. So they said they could not afford to do it all at once. This is to the theory of policy implementation by Edward III (1980:147), which states that human resources are an indicator that influences the success or failure of policy implementation. So that human resources, in this case, the apparatus, must have sufficient expertise and ability to carry out their duties. So there must be a match between the number of implementing apparatus needed with the tasks and workload.

The third indicator is disposition/attitude. Based on the research results, it is known that the Jambi Mayor's commitment through the Jambi City Environment Service to implement the Jambi Mayor's regulation Number 61 of 2019 is evidenced by the responsibility and cooperation between the Leaders and staff for the success or failure in implementing the policy of limiting the use of plastic shopping bags in Jambi City.

In the aspect of disposition, it is defined as the tendency of the implementing apparatus to achieve policy objectives. The Jambi City Government must agree on the same goal in implementing a policy of limiting the use of plastic shopping bags; the Jambi City Environment Service is carrying this out by intensively socializing and collaborating with relevant stakeholders. According to Edward III in Indiahono (2009:32), this is by the theory of Implementation, which defines disposition as showing characteristics that are closely attached to program policy implementors, and the essential characteristics are honesty, commitment and democracy. As of 2023, the policy of limiting the use of plastic shopping bags in modern retail in Jambi City is entering its 4th year. Most business actors have complied with government regulations to no longer use single-use plastic shopping bags (creek) and switch to using environmentally friendly plastic shopping bags, paid shopping bags, or paper bags.

The officers or implementing apparatus have conducted socialization and field inspections by visiting the retail directly. Based on the results of the latest evaluation verification, it is known that there are still 24 modern retailers that violate it. They still use disposable plastic shopping bags. This is in line with previous research conducted by Harfin Nurulhaq (2020), which stated that the disposition factor of a firm attitude and consistency of implementers is needed in implementing policies so that the enforcement of these rules can be sustainable. Based on the points above, it can be seen that there is an attitude of support from the Jambi City government in implementing the policy of limiting the use of plastic shopping bags in modern retail as well as the attitude of the Jambi City Environment Agency implementing apparatus with the ability, commitment, professionalism and responsibility in carrying out their duties and functions will facilitate the Jambi City government in achieving policy goals.

The last or fourth indicator is the bureaucratic structure. Based on the research results above, the Jambi City Government has issued a derivative regulation as a guideline and reference for implementing a policy of limiting the use of plastic shopping bags in modern retail in Jambi City. When carrying out their duties, policy implementers need definite and clear work references to stay within the path that has been determined and mutually agreed upon. So a precise work Standard Operating Procedure (SOP) is needed as a work reference. Each implementor's duties, authorities, and responsibilities have been standardized in the SOP. This will make it easier if an error in the work system goes out of track to be quickly identified. In addition, the function of SOP is also a tool for assessing organizational performance so that staff implement policies. Limiting plastic shopping bags in modern retail in Jambi already has a straightforward Standard Operating Procedure (SOP).

This is to the theory of Implementation by Edward III (1980: 102), which states that Standard Operating Procedures (SOP) are a reference for implementing policies on duty.

This is also to the results of previous research conducted by Harfin Nurulhaq (2020), which explains that clear SOPs are needed as a reference for work, and these SOPs can be used as work standards to determine each standardized task and authority in the rules. Based on the results of the researchers' observations, the Standard Operating Procedures regarding policies on limiting the use of plastic shopping bags needed to be clarified, resulting in Implementation not being carried out optimally due to the absence of boundaries and division of tasks for each implementing apparatus. So that the implementing apparatus does not work based on legal standards but only on verbal disposition.

4.2 Driving and Inhibiting Factors for Policy Implementation Restricting The use of Plastic Shopping Bags in Modern Retail Based on Jambi Mayor Regulation Number 61 Of 2018 Concerning Restrictions on the use of Plastic Shopping Bags in Jambi City

The successes and failures in policy are influenced by driving and inhibiting factors. Based on the research results regarding the Implementation of policies to limit the use of plastic shopping bags in modern retail in Jambi City, several factors are driving and inhibiting factors. Factors driving the Implementation of the policy of limiting the use of plastic shopping bags in modern retail in Jambi City, namely: There is support from the Jambi City Government, as well as support from Jambi City Community Organizations in order to actively participate in voicing government policies to the general public and the high level of community compliance and modern retail businesses. Meanwhile, the inhibiting factors for the Implementation of the policy of limiting the use of plastic shopping bags in modern retail in Jambi City are the low level of public commitment to government policies and the socialization carried out by the Jambi City Environment Service, which has not been evenly distributed and has not been maximized as well as human resources and insufficient budget. It needs to be more adequate.

5. CONCLUSIONS AND SUGGESTIONS

5.1 CONCLUSION

Based on the results of the research and discussion above, the authors conclude that on the communication indicators, the Jambi City Environment Service has conveyed information regarding the policy of limiting the use of plastic shopping bags to the general public, as well as to modern retail business actors by conducting periodic outreach. On the communication factor, the role of the Environmental Service is very important. Moreover, the communication done is quite maximal. On the resource indicator, the Waste Management Sector handles the policy on limiting the use of plastic shopping bags. The workload is not commensurate with the existing staff, so the Environmental Service still needs accurate data for the number of modern retail pastels in Jambi City. On the disposition indicator, the attitude of support from the Jambi City Government in implementing the policy of limiting the use of plastic shopping bags as well as the attitude of the Jambi City Environment Service implementing apparatus with the ability, commitment, professionalism and responsibility in carrying out their duties and functions will facilitate the Jambi City government in achieving policy goals. On the indicator of bureaucratic structure, Policy Implementation for limiting the use of plastic shopping bags in modern retail needs to have work references that are legalized by the standard. The Standard Operating Procedure regarding the policy on limiting the use of plastic shopping bags still needs to be

transparent, resulting in Implementation not being carried out optimally due to the absence of boundaries and division of tasks for each implementing apparatus so that the implementing apparatus does not work based on legal standards but only based on verbal disposition.

Factors supporting the Implementation of the Policy to limit the use of plastic shopping bags in modern retail are the support from the Jambi City Government, as well as support from Jambi City Community Organizations in order to actively participate in voicing government policies to the general public and the High Compliance of the Community and Modern Retail Business Actors. Meanwhile, the inhibiting factors for the Implementation of the policy of limiting the use of plastic shopping bags in modern retail are the low level of community commitment to government policies and the socialization carried out by the Jambi City Environment Service, which has not been evenly distributed and has not been maximized. Human resources and budgets still need to be improved.

5.2 SUGGESTIONS

Based on the results of the research and discussion that has been carried out, the researcher has several suggestions in the hope of increasing the results of implementing the policy, including that it is hoped that the Jambi city government can prioritize a particular budget for environmental services to support the smooth Implementation of the policy of limiting the use of plastic shopping bags in modern retail in the city. Jambi, there is a special team from the field that handles directly to conduct surveys and spot checks in the field. And it is no longer permissible for ASN other than those in that field to participate in the assignment in order to go to the field, add SOPs in implementing restrictions on the use of plastic shopping bags, and multiply programs that can motivate people to change their habits of using environmentally friendly products.

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