

IMPLEMENTATION OF THE BALI GOVERNOR REGULATION ON THE RESTRICTION OF SINGLE-USE PLASTIC WASTE GENERATION IN THE ENVIRONMENT OF THE BALI PROVINCIAL GOVERNMENT

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Article History

Received: 25 June 2025

Accepted: 14 July 2025

Published: 31 August 2025

Abstract

This paper aims to understand the implementation of Bali Governor Regulation No. 97 of 2018 concerning the limitation of single-use plastic waste within the Bali Provincial Government. This qualitative, descriptive study uses in-depth interviews, field observation, and document analysis for data collection. The results show that the implementation of Bali Governor Regulation No. 97 of 2018 is not yet optimal within the Bali Provincial Government. There are several challenges in its execution, including: Many employees are still not aware of the need to bring their own water bottles. Bottled drinking water in glass bottles is limited and relatively expensive, so plastic bottled water remains the primary choice. A solution is to not only limit the circulation of bottled water under 1 liter as stated in Bali Governor Circular Letter No. 9 of 2025 on the Bali Clean Waste Movement but also to set a real example. This involves changing the material of bottled water from plastic to more easily degradable paper or cardboard.

Keywords: Implementation, Bali Governor Regulation, Plastic Waste

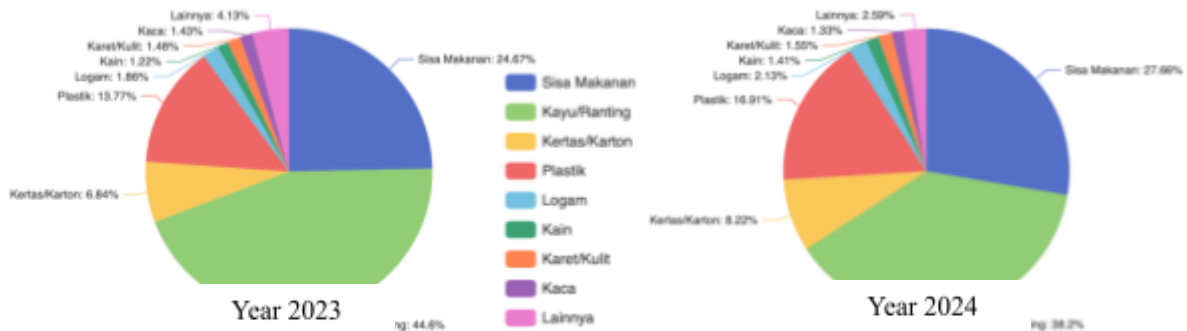
A. INTRODUCTION

Times are changing fast, and while that brings positive effects, it also has negative ones (Matondang, 2019). One of the biggest negative impacts is waste, especially plastic waste (Dewi, 2022). The amount of waste we produce grows every year, and it's having a terrible effect on our environment. Plastic is a single-use material made from chemicals that can harm the environment because it doesn't break down quickly (Malihah & Nazairin, 2024). A single plastic bag takes 10-20 years to decompose, and a plastic bottle can take at least 450 years. Some plastics, like Styrofoam, never even break down at all (Azizah et al., 2025).

Plastic waste is a serious issue in Indonesia and is a major concern for the government, including the provincial government of Bali (Al Hazmi, 2022). As a tourist destination, Bali has one of the fastest-growing populations in Indonesia. This is because the rapid growth of tourism attracts many tourists and newcomers who come to live in Bali and find work (Ginaya G, 2023). This population surge creates various problems, with plastic waste being

one of the most significant (Kurniawati R, 2022). The demand for plastic goods in Bali is very high because people are used to how easy and practical they are to use (Surya W, 2023). Here is the data on waste generation in Bali Province over the last two years.

Figure 1. Waste composition by type of waste



Source: SIPSN, Ministry of Environment and Forestry

Based on the figure, plastic waste generation in Bali Province jumped by 3.14% from 13.77% in 2023 to 16.91% in 2024. Plastic bags are practical and easy to use, which has led to a high public dependency on them. Daily human activities produce 60–70% organic waste and 30–40% non-organic waste. Among non-organic waste, plastic bags and pouches make up the second-largest share at 14% (Purwaningrum, 2016).

The Indonesian government has made a maximum effort to tackle the waste problem (Sholihah & Hariyanto, 2020). This is evident from several regulations, including Law No. 32 of 2009 on Environmental Protection and Management and Law No. 18 of 2008 on Waste Management. Similar efforts are being made at the local level, specifically by the Bali Provincial Government, through Bali Provincial Regulation No. 5 of 2011 on waste management. To tackle plastic waste, the government issued Bali Governor Regulation No. 97 of 2018 on limiting single-use plastic waste, with a focus on plastic bags, plastic bottled water, and other single-use items.

To support this regulation, the Bali Provincial Government also issued Circular Letters. Bali Governor Circular Letter No. 9 of 2025 on the Bali Clean Waste Movement emphasizes source-based waste management and limiting single-use plastics. Bali Provincial Secretary Circular Letter No. 2 of 2025 on the Implementation of Bali Governor Regulation No. 97 of 2018 emphasizes banning plastic bottled water and campaigning for all employees within the provincial government to bring their own reusable water bottles/tumblers to fulfill their drinking needs while working or attending meetings.

This research was inspired by previous studies, including "Social Communication in Socializing the Enactment of the Bali Governor's Policy on Limiting Single-Use Plastic Waste" by Ni Luh Wiwiek Eka Putri (2019), which discussed social communication in promoting Bali Governor Regulation No. 97 of 2018 through primary (direct) and secondary (mass media) social contact. Another journal, "The Implementation of the Bali Governor's Regulation on Limiting Single-Use Plastic Waste in Sibang Kaja Village" by I Putu Gede

Wira Adnyana and I Gusti Ngurah Dharma Laksana (2022), concluded that the regulation's implementation was not optimal due to the behavior of business owners, especially SMEs, who still provided single-use plastics.

The author of this paper is conducting a different study, one that has not been done before. This paper differs significantly from the two examples above, as it focuses on an in-depth description of the implementation of Bali Governor Regulation No. 97 of 2018 within the Bali Provincial Government itself, based on interviews with policy actors—namely, employees within the Bali Provincial Government.

Employees within the Bali Provincial Government play a key role in actively promoting Bali Governor Regulation No. 97 of 2018 as a way to support the Governor's program. This is reinforced by Bali Provincial Secretary Circular Letter No. 2 of 2025, which states: "All employees within the Bali Provincial Government and Bali Regional-Owned Enterprises should bring a tumbler (water bottle) to meet their drinking needs while on duty or attending ceremonial events/meetings/other activities. The use of stainless steel tumblers is highly encouraged."

With Bali Governor Regulation No. 97 of 2018 being implemented starting from the closest environment the government it is hoped that this will help create a healthy and clean society and environment. This research is important because it can provide a new perspective for both the government and the public, fostering good cooperation in tackling plastic waste and serving as an example for other villages or regencies.

B. LITERATURE REVIEW

The Problem of Plastic Waste and Government Policy in Bali

This article highlights the critical issue of plastic waste in Bali. With rapid population growth and a booming tourism sector, the volume of plastic waste on the island has been increasing significantly (Nengsi et al., 2024). Data shows an alarming trend, with plastic waste generation rising from 13.77% in 2023 to 16.91% in 2024. This 3.14% increase proves the high dependency of the public and industry on single-use plastics. Plastic waste, which is difficult to decompose naturally, poses a serious threat to the ecosystem, especially since Bali is known as a natural tourism destination.

In response to this crisis, the Bali Provincial Government has taken proactive steps by issuing various regulations. One is Law No. 18 of 2008 on Waste Management, which serves as the legal framework for general waste management. More specifically, Bali Governor Regulation No. 97 of 2018 on the Limitation of Single-Use Plastic Waste was issued. This regulation explicitly bans the use of plastic bags, plastic straws, and Styrofoam to reduce the main sources of pollution. To strengthen the policy's implementation, the government also issued circular letters. Bali Governor Circular Letter No. 9 of 2025 was launched to promote the "Bali Clean Waste Movement," which focuses on managing waste at its source. Meanwhile, Provincial Secretary Circular Letter No. 2 of 2025 specifically targets the bureaucracy, mandating that all government employees bring their own reusable water bottles (tumblers). This step aims to make government officials role models for plastic waste reduction, hopefully inspiring the wider community to follow suit. Through these policies,

Bali is working hard to curb the rate of plastic waste generation to protect its environment and its tourism image.

Theoretical Foundation of Policy Implementation

This research uses two main theories as its analytical foundation. First, it uses the public policy implementation theory proposed by Van Meter and Van Horn. This theory provides a framework for measuring a policy's success by emphasizing that six variables influence it. These variables include clear policy standards and objectives, the availability of adequate resources, the characteristics of the implementers, good inter-organizational communication, the socio-economic and political environment, and the attitudes of the implementers themselves. In addition, the research also adopts two supporting theories: environmental behavior theory and governing by example theory. Both are highly relevant to this research's context. These theories help explain the importance of education, the government's role as a role model, and the use of incentives or disincentives to encourage behavioral change, particularly within the bureaucracy. Thus, the government is expected not only to implement policies but also to become a real-life example in its efforts to protect the environment.

C. RESEARCH METHODOLOGY

This research uses a qualitative descriptive approach to provide an in-depth look at the implementation of environmental policies within government bureaucracy, specifically concerning Bali Governor Regulation No. 97 of 2018 on limiting single-use plastic waste. The study was conducted using several data collection techniques: In-depth interviews with employees of the Bali Provincial Government. Direct observation of daily operations within government offices. Document analysis of supporting regulations, such as Governor Regulation No. 97 of 2018, Provincial Secretary Circular Letter No. 2 of 2025, and Governor Circular Letter No. 9 of 2025.

The researcher used the interactive data analysis model by Miles and Huberman, which includes three main stages: data reduction, data display, and conclusion drawing/verification. This approach aims to create a comprehensive narrative about the actual state of policy implementation, the challenges faced, and the responses of policy implementers in the field.

Theoretically, this research is based on the public policy implementation theory by Van Meter and Van Horn. This theory emphasizes that policy success is heavily influenced by several factors:

- Policy standards and objectives
- Available resources
- Characteristics of the implementing body
- Inter-organizational communication
- The social, economic, and political environment
- The disposition or attitude of the implementers

In the context of environmental policy, the environmental behavior theory is also used to understand how individuals or groups can change their behavior toward single-use plastic. This change is strongly influenced by education, leadership from formal institutions, and the use of incentives and disincentives.

Additionally, the "governing by example" theory is relevant here. It suggests that the government, as a public institution, should be a primary example in carrying out environmental preservation policies, including restricting single-use plastic in the workplace.

D. RESULT AND DISCUSSIONS

Implementation of the Bali Governor's Regulation on Limiting Single-Use Plastic Waste Within the Bali Provincial Government

Research on the implementation of Bali Governor Regulation No. 97 of 2018, which limits single-use plastic waste within the Bali Provincial Government, shows that its success is still limited and not yet optimal. An analysis using the public policy implementation theory developed by Van Meter and Van Horn which states that implementation success is influenced by six main variables reveals several obstacles that have affected the policy's effectiveness.

a. Policy Standards and Objectives

Normatively, Bali Governor Regulation No. 97 of 2018 sets a clear goal: to reduce single-use plastic waste by banning three main types of plastic: plastic bags, straws, and Styrofoam. Article 2 explicitly states that the policy aims to preserve the environment's sanctity and harmony, ensure public safety and health, and build active public participation in environmental protection.

This objective was further extended through Provincial Secretary Circular Letter No. 2 of 2025, which bans the provision of plastic bottled water (both cups and bottles) and plastic-wrapped snacks in all government agencies, regional-owned enterprises, and high schools throughout Bali. Employees and students are encouraged to bring their own tumblers as a symbol of their individual responsibility to support the policy.

Despite this clear framework, on-the-ground implementation shows that the operational standards and success indicators are not specific or measurable. The government hasn't established a data-driven monitoring system to evaluate the level of compliance or success. For example, there are no reports showing the percentage reduction in plastic bottled water consumption after the circular was issued. No data is available on the number of agencies that have completely eliminated single-use plastic from their official activities, or the number of employees who consistently use their personal tumblers.

Data from the Ministry of Environment and Forestry's National Waste Management Information System (SIPSN) shows that plastic waste generation in Bali is actually increasing. In 2023, plastic made up 13.77% of Bali's total waste, rising to 16.91% in 2024, a 3.14% increase. This indicates that despite the policy's introduction in 2018 and its reinforcement in 2025, the goal of waste reduction has not shown significant aggregate results.

In interviews, some employees admitted that their agencies still occasionally use plastic bottled water in internal meetings because it's considered more practical and "safe from criticism." This shows that without clear Key Performance Indicators

(KPIs) and a regular reporting mechanism, policy implementation is difficult to measure and tends to be symbolic.

Additionally, there are no specific technical units or monitoring teams in each agency responsible for ensuring compliance. At the regional agency level, implementation is often left to department heads without clear reporting guidelines or success audit forms. As a result, a policy that should be transformative becomes a temporary or situational administrative obligation.

There is also a lack of digital technology to support reporting and monitoring. The provincial government could develop an integrated online reporting system where each agency periodically reports its actions, challenges, and provides visual evidence of implementation success. This system could also integrate waste generation data from each agency to serve as a basis for performance evaluation.

In conclusion, while the policy's standards and objectives are explicitly stated in formal regulations, the absence of measurable indicators, reporting mechanisms, and data-based performance evaluation prevents its effective control and optimization. This hinders the government's ability to objectively assess the policy's effectiveness. Therefore, it's crucial to develop quantitative targets, a digital reporting system, internal compliance audits, and measurable KPIs to ensure the policy is systemically and tangibly implemented, not just a symbol of commitment.

b. Resources

In terms of resources, this research found that both the human and material resources currently available are inadequate to support the optimal implementation of Bali Governor Regulation No. 97 of 2018. According to the Van Meter and Van Horn framework, having sufficient resources—including trained personnel, funding, facilities, and technical equipment—is fundamental for effective policy implementation. In this context, an ecological policy that requires a change in work culture, like reducing single-use plastics, needs strong resource support at every level. Observations and interviews with government employees revealed a low level of understanding of the policy. Most employees know about the ban but don't understand the real reasons behind it, such as the ecological impact of microplastics or the threat to Bali's marine environment. The lack of specific training, workshops, or internal learning modules on plastic waste management weakens employees' readiness and willingness to actively implement the policy. Some employees even said they had never received direct, technical guidance from their supervisors, only formal administrative circulars.

This lack of training is also seen in the absence of systematically prepared educational materials like infographics, practical guides, or instructional videos. This slow implementation also prevents the formation of a strong collective awareness among employees, even though the bureaucracy should be a primary role model for behavioral change.

The biggest obstacle is the lack of infrastructure to support the transition from plastic to eco-friendly alternatives. A key component of the ban on plastic bottled water is the availability of refill stations in every government office. In reality, very

few offices have these facilities. Based on observations, most still rely on purchasing plastic bottled water because it's seen as more practical and efficient. When employees don't have easy and cheap access to refillable water, bringing a tumbler becomes irrelevant or inconvenient. Furthermore, the use of plastic alternatives like glass bottles, stainless steel cups, or biodegradable packaging is hampered by availability and cost. These products haven't become standard procurement items in government agencies, and the purchase of these alternatives is not included in the routine operational budget of most departments. Limited budgets—especially in smaller agencies or educational units—are a major obstacle to buying tumblers for employees or providing non-plastic food and drink for official events. Some department heads stated they don't have a specific budget line for this policy and are often caught between complying with the policy and adhering to limited funds.

This situation is made worse by the lack of centralized intervention from the provincial government, such as mass procurement of tumblers for employees or partnerships with local distributors of refillable water and eco-friendly products. To bridge this resource gap, the government should provide centralized support, like subsidies, collective procurement across agencies, or a shared platform to coordinate eco-friendly purchasing efficiently.

In conclusion, from a resource perspective, the policy's implementation is significantly limited by a lack of mental readiness, knowledge capacity among employees, and the absence of adequate facilities and technical support. This situation means the policy remains at the level of a directive or an idea without the tangible support needed for employees to consistently change their behavior. If this continues, the grand vision of Bali Governor Regulation No. 97 of 2018 will remain a political symbol without real-world transformation. Therefore, it's essential to strengthen the resource aspect by providing massive, structured training, allocating special budgets, and building supporting infrastructure in all government agencies.

c. Characteristics of the Implementers

In terms of the implementers' characteristics, a key variable in Van Meter and Van Horn's framework, this research found that the bureaucracy within the Bali Provincial Government is still highly hierarchical, formalistic, and administrative. These characteristics significantly affect the effectiveness of the single-use plastic policy's implementation. In a rigid structure that relies on a formal chain of command, policy implementation is often not driven by an innovative or participatory spirit but rather by top-down orders. In this context, the success of the policy depends heavily on the commitment and example set by each agency's leader.

Observations show that the seriousness of the plastic-free policy's implementation varies greatly among agencies. Some regional agencies, like the Department of Environment and the Department of Forestry, show high compliance. They don't use plastic bottled water in any formal activities and provide refillable water in their offices. In some cases, leaders in these agencies actively educate their employees on the importance of using personal tumblers and integrate the policy into weekly staff meetings.

Conversely, most other agencies seem to implement the policy only to fulfill an administrative order. They might not use plastic water bottles at events attended by provincial leaders, but they still use them in internal activities. In interviews with some employees, it was revealed that after the circular was launched, follow-up and supervision from leaders were not consistent. In some agencies, the policy is seen as a symbolic obligation to be carried out ceremonially, not as part of the daily work culture.

One reason for the weak implementation is the lack of a specific internal unit or team in each agency dedicated to overseeing the policy. Effective public policy implementation requires a functional institutional structure responsible for creating internal action plans, conducting regular monitoring, documenting best practices, and providing recommendations to leaders on implementation achievements and obstacles. The absence of such a team means there is no central actor to proactively and comprehensively drive the program.

Furthermore, the lack of incentives or recognition for agencies that consistently implement the policy also weakens institutional motivation. Agencies with high commitment are not rewarded, while those that don't follow the policy are not sanctioned or reprimanded. This creates a permissive bureaucratic culture where policy compliance is seen as an option, not an institutional necessity. In such a system, the motivation to implement a policy only comes from external pressure (e.g., from the media or top leaders), not from the institution's own consciousness.

According to the Van Meter and Van Horn theory, ideal implementers should have strong managerial skills, an adaptive organizational structure, and the ability to translate macro-level policies into micro-level actions. However, most agencies within the Bali Provincial Government have not built organizational structures that support a systematic and sustainable implementation of the plastic-free policy. This creates a gap between the policy's norms and its actual execution.

Weaknesses in implementer characteristics are a major obstacle to the success of Bali Governor Regulation No. 97 of 2018. Without a strong implementation structure, a competent internal driving team, and consistent leadership, policy execution will remain a mere formality. Therefore, internal institutional reform, the creation of environmental policy teams, and the strengthening of a reward and sanction system must become priority agendas to ensure the policy is implemented in line with its original spirit and goals.

a. Communication Among Implementing Organizations

The Van Meter and Van Horn theory views communication among implementing organizations as a crucial variable for ensuring consistent understanding and coordination. However, the implementation of Bali Governor Regulation No. 97 of 2018 still faces serious challenges in effective communication.

Although Provincial Secretary Circular Letter No. 2 of 2025 was formally distributed, communication has been one-way, instructional, and administrative. The circulars were not accompanied by additional materials like technical guidelines, infographics, educational videos, or monitoring guides. As a result, many agencies

only see the policy as a formal obligation, without truly understanding its importance or how to implement it systematically.

Interviews with department heads and staff revealed that the information they received was fragmented and not in-depth. There were no direct explanations from authoritative bodies like the Department of Environment, which could have provided substantive context. The lack of cross-agency workshops or forums has led to inconsistent and uncoordinated implementation.

This weak communication has also resulted in a lack of cross-sectoral integration. An environmental policy like this should involve the General Bureau, Procurement Bureau, Department of Education, and Department of Health. Instead, each unit acts independently. For example, the policy is not integrated into the government's procurement system, even though a ban on single-use plastic should be a requirement for buying food and drinks.

Effective public policy communication should have three aspects: **clarity of message**, consistency between units, and consistent frequency. In this case, none of these aspects have been met.

b. The Socio-Economic and Political Environment

The social, economic, and political environment are external variables that strongly influence a public policy's success or failure. For the implementation of Bali Governor Regulation No. 97 of 2018, this external environment has shaped perceptions, support, and resistance.

Social and Cultural Environment: While Balinese philosophy honors nature, there's a contradiction between these values and modern consumption patterns. The convenience of single-use plastic has made it a primary choice for many activities, even within the bureaucracy. A 2022 survey in Denpasar and Badung found that **68%** of respondents still use plastic because it is easy, cheap, and lightweight.

Economic Environment: A major economic challenge is the lack of cheap and accessible alternatives to plastic. Eco-friendly products like glass bottles or paper packaging are limited and more expensive. This is a significant hurdle for government agencies and schools with limited operational budgets. The local market has not been able to provide eco-friendly products on a large scale at an affordable price, creating a structural dependency on plastic.

Political and Governance Environment: The plastic waste issue has not become a strategic, cross-sectoral priority. It is primarily pushed by the Department of Environment and the tourism sector, while other agencies have not integrated it into their institutional agendas. This results in a fragmented and sectoral approach. The lack of strong political instruction from the Governor has led many agency leaders to view the policy as an additional obligation rather than a transformational mandate.

In conclusion, a permissive social environment, an economy that doesn't support the transition to eco-friendly materials, and weak political support from outside the environmental sector are crucial factors hindering the policy's optimal implementation. The government needs to develop a multi-level and cross-sectoral approach to address these issues.

c. Implementer Disposition or Attitude

The success of Bali Governor Regulation No. 97 of 2018 is heavily influenced by the attitudes of individual implementers. According to Van Meter and Van Horn, a positive and enthusiastic disposition leads to active and consistent implementation, while a negative attitude leads to mere formality or stagnation.

Research shows that employee attitudes toward the policy vary widely. A small number of employees, driven by personal awareness, show high commitment. They consciously bring their own reusable water bottles and food containers. However, the majority of employees are passive and only comply with the policy during ceremonial events or when they are being watched by superiors. In internal meetings, plastic bottled water and plastic food containers are still widely used. This indicates that compliance is born from external pressure, not from internal awareness or a sense of responsibility.

Contributing to this is the absence of a clear system of incentives and disincentives. There are no formal awards for compliant employees or sanctions for those who violate the policy. This lack of reinforcement makes employees half-hearted and pragmatic in their approach, as they see no significant benefit or risk from their actions.

To strengthen implementer disposition, the government needs to implement a performance-based reward and sanction system. Symbolic gestures like "plastic-free model office" or "eco-friendly employee of the month" can help build institutional pride and ownership of the policy's success. This will ensure that employee behavior changes not just due to structural pressure, but from a genuine sense of moral responsibility toward Bali's environmental preservation.

E. CONCLUSION

Based on the analysis using Van Meter and Van Horn's public policy implementation theory, the implementation of Bali Governor Regulation No. 97 of 2018 on limiting single-use plastic waste within the Bali Provincial Government has not been optimally and sustainably effective. While the policy has a clear legal basis and a solid objective to reduce single-use plastic in government bureaucracy its practical application lacks a comprehensive implementation framework. This includes a clear lack of measurable performance indicators, regular monitoring and evaluation systems, and oversight and reporting tools to ensure full compliance across all agencies. Several key factors hinder the policy's effectiveness: Vague Goals and Standards: The absence of quantitative targets and a clear evaluation mechanism makes it difficult to objectively measure the policy's success. Limited Resources: There's a significant shortage of human resources and supporting facilities. A lack of internal training, educational programs, and practical alternatives like refillable water stations and affordable plastic substitutes makes it hard to change employee behavior. Organizational Structure: The bureaucratic hierarchy means the policy's success depends heavily on the commitment of individual unit leaders. Without a more adaptive and responsive structure, the policy is often treated as a mere administrative obligation. Weak Communication: Communication between

implementing organizations is not effective. The socialization of the policy has been one-way and formal, with no room for dialogue or sharing best practices. This leads to fragmented and uncoordinated implementation.

Socio-Economic and Political Environment: While Bali's culture values environmental sanctity, a convenient lifestyle and economic realities mean plastic use remains dominant. Furthermore, environmental issues are not fully integrated into the mainstream political and cross-sectoral agenda, resulting in limited and partial institutional support for the policy.

Employee Attitude: Only a small number of employees show real commitment to the policy, while most others only comply in a formal or symbolic way. The lack of structured incentives or sanctions means the desired behavioral change is neither consistent nor long-lasting. To achieve a substantial, systemic, and sustainable transformation toward a plastic-free bureaucracy, the policy needs more than just regulatory power. It requires a holistic and integrated strategy that includes strengthening human resource capacity, promoting transformative leadership, improving inter-agency coordination, and building an organizational culture that values sustainability.

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