

Analysis of the Implementation of Regional Regulation Number 3 of 2019 concerning Waste Management Case Study Kragilan Baru Market, Serang Regency

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Sejarah Artikel:

Accepted 10-09-2026
Approved 14-09-2026
Published 17-09-2026

ABSTRACT

Waste management at Kragilan Baru Market, Serang Regency, remains an important public policy issue due to the accumulation of market waste and the limited participation of traders in maintaining environmental cleanliness. This study aims to analyze the implementation of Regional Regulation Number 3 of 2019 concerning Waste Management at Kragilan Baru Market. The study employed a descriptive qualitative approach. Data were collected through observation, interviews with market managers, traders, cleaning workers, and related government officials, as well as documentation. The findings indicate that the implementation of the regulation has not yet been optimal. Interviews revealed that waste collection is routinely carried out by cleaning workers, but the volume of waste generated by traders remains higher than the available collection capacity. Traders also reported that waste sorting is rarely practiced because waste containers are limited and facilities for separating organic and inorganic waste are not adequately available. Field observations further showed the presence of accumulated waste around several market areas, particularly after periods of high trading activity. Some traders stated that they dispose of waste directly into available containers, while others still leave waste near their stalls when collection is delayed. The study also found that waste management is constrained by limited facilities, uneven trader awareness, and inconsistent participation in maintaining cleanliness. These findings demonstrate that effective implementation requires not only regulatory enforcement but also adequate infrastructure, continuous socialization, and stronger participation from market actors.

Keywords: Policy Implementation, Waste Management, Regional Regulation No. 3 of 2019, Edward III

INTRODUCTION

Waste management is an important public policy issue because the increasing volume of waste is not always accompanied by adequate collection, transportation, processing, and disposal systems. Waste generated from daily economic activities can create environmental and public health problems when it is not managed systematically. In Indonesia, waste management policies have been strengthened through

national and regional regulations, but implementation at the local level remains challenging. The effectiveness of waste management therefore depends not only on the existence of regulations but also on the availability of infrastructure, human resources, institutional capacity, public awareness, and enforcement mechanisms. Previous research shows that the implementation of waste management policies in Indonesia has generally not reached optimal results because of weaknesses in resources, institutions, coordination, and law enforcement (Keita, 2021; Artha, Nurasa, & Candradewini, 2023). Traditional markets represent one of the public spaces that require particular attention in waste management because economic activities take place continuously and involve large numbers of traders, buyers, workers, and other actors. Waste generated in markets generally consists of organic and inorganic materials originating from food commodities, packaging, plastics, vegetables, fruits, and other trading activities. When waste collection and disposal facilities are inadequate, accumulation can occur around stalls, roads, drainage channels, and other public areas. A recent study of traditional markets in Indonesia found differences in waste disposal facilities, waste storage practices, disposal methods, and wastewater management across markets. The study also identified the limited availability of waste segregation facilities as an important problem in market waste management (2026).

The problem becomes more complex because market waste management involves multiple actors whose responsibilities need to be clearly coordinated. Market managers, traders, consumers, local government agencies, sanitation workers, and the surrounding community each have a role in maintaining cleanliness. Waste management cannot therefore be approached solely as a technical activity involving collection and transportation. It is also a matter of policy implementation that requires communication, resources, implementer commitment, and an appropriate institutional structure. Research on waste management policy implementation in Sidoarjo, for example, found that weak intergovernmental communication, inadequate human resources, and weaknesses in the implementation structure affected the effectiveness of waste management policy (Muzakki & Mursyidah, 2022). The implementation of waste management policy at the regional level is particularly important because regional governments are responsible for translating national waste management objectives into programs and practices that correspond to local conditions. Regional regulations establish standards, responsibilities, prohibitions, and sanctions, but the existence of regulation does not automatically guarantee compliance. Research on waste management governance in Indonesia indicates that the achievement of national waste management targets remains uneven at the regional level. Differences in institutional capacity, infrastructure, financial resources, and community participation contribute to variations in policy outcomes between regions (Artha et al., 2023; Firdausy, 2025).

In this context, Regional Regulation of Serang Regency Number 3 of 2019 concerning Waste Management provides an important legal foundation for examining the implementation of waste management in Serang Regency. The regulation establishes responsibilities for various governmental and community actors and provides provisions concerning waste management activities and prohibited practices. The implementation of the regulation is particularly relevant in market areas because markets are locations where waste is continuously produced through trading activities. Thus, the effectiveness of Regional Regulation Number 3 of 2019 cannot be assessed merely from the existence of the regulation, but must also be examined through actual practices at the local level, including how waste is collected, transported, disposed of, reduced, sorted, and monitored. Kragilan Baru Market is an important case for examining this issue because waste management in market areas is closely connected to the daily activities of traders and consumers. The problem is not simply the amount of waste generated but also

how different actors respond to the obligations established by the regulation. Local reporting concerning the Kragilan market area has previously documented concerns regarding waste accumulation and the need for improved market cleanliness and waste management. The report also referred to responsibilities established under Serang Regency Regional Regulation Number 3 of 2019, including the responsibility for community development in waste management and provisions concerning prohibited waste management practices.

The situation in Kragilan Baru Market also illustrates the importance of examining the gap between policy formulation and policy implementation. A regulation may clearly define responsibilities, but implementation can remain weak when the policy is not effectively communicated to target groups, when supporting facilities are insufficient, or when supervision and enforcement are inconsistent. Research conducted in Demak Regency demonstrates that regional waste management policies have faced problems related to limited human resources, budget constraints, inadequate infrastructure, weak private-sector involvement, and low community participation. These findings demonstrate that the success of waste management policy depends on the interaction between regulatory arrangements and the capacity of implementing actors to translate those arrangements into concrete practices (Nawangsari et al., 2024). Community participation is another important factor in market waste management. Traders and consumers are not merely recipients of government policy but are also actors whose behavior directly affects the success of waste management programs. Waste sorting, proper disposal, reduction of single-use materials, and maintaining cleanliness around trading spaces require continuous participation from market users. Studies on waste management in Indonesia show that low public awareness and limited participation can reduce the effectiveness of government waste management programs. At the same time, participation can be strengthened through effective communication, community empowerment, incentives, and collaboration between government and non-government actors (Keita, 2021; Nawangsari et al., 2024). Infrastructure is equally important in determining whether the provisions of Regional Regulation Number 3 of 2019 can be implemented effectively at Kragilan Baru Market. The availability of waste bins, temporary collection points, transportation equipment, drainage facilities, sorting facilities, and adequate waste collection schedules influences the behavior of market users and the performance of waste management workers. If facilities are inadequate, even actors who understand their responsibilities may experience difficulties in implementing proper waste management practices. Research on municipal waste management in Bandung found that inadequate infrastructure, limited human resources, low public awareness, and technological limitations were among the factors affecting the implementation of waste management regulations (Keita, 2021).

The issue of enforcement also requires attention. Waste management regulations generally contain obligations and prohibitions, but their effectiveness depends on consistent monitoring and enforcement. Where violations are tolerated or sanctions are rarely applied, regulatory provisions may have limited deterrent effects. Recent research on waste management policy in Indonesia indicates that the implementation of regulatory provisions and sanctions remains uneven, while the socialization of regulations has also not been optimal in several regions. Consequently, the strengthening of local institutional capacity and law enforcement is necessary to ensure that waste management regulations do not remain merely normative documents (Urbanization and Benefit of Integration Circular Economy into Waste Management in Indonesia, 2024). Previous studies provide important evidence concerning waste management policy implementation in different Indonesian regions, but there is still a contextual gap concerning the implementation of Serang Regency Regional Regulation Number 3 of 2019 specifically at

the Kragilan Baru Market. Existing studies have examined waste policy implementation at the national level, landfill level, city level, village level, and in other regional contexts. For example, research in Serang City found that waste management implementation remained less than optimal because of limitations in operational regulations and the involvement of relevant stakeholders (Hasanah & Yulianti, 2025). Meanwhile, research on South Tangerang found that waste reduction policy implementation was constrained by limited human resources, ineffective public communication, weak compliance mechanisms, and low community participation (Oktavia & Salam, 2025).

METHOD

This study employed a qualitative descriptive research approach to analyse the implementation of Regional Regulation Number 3 of 2019 concerning Waste Management at Kragilan Baru Market, Serang Regency. The study focused on the implementation process and the supporting and inhibiting factors affecting waste management at the market. Data were obtained from primary and secondary sources. Primary data were collected through in-depth interviews with relevant informants, including officials responsible for waste management, market management personnel, waste collection officers, traders, and members of the market community. Informants were selected using purposive sampling based on their knowledge, involvement, and experience in waste management activities at Kragilan Baru Market. Secondary data were obtained from regional regulations, institutional documents, reports, photographs, and other relevant documentation. Data collection techniques consisted of observation, semi-structured interviews, and documentation to obtain comprehensive information concerning policy implementation, waste management practices, availability of facilities and infrastructure, and community participation.

Data analysis followed the interactive model of Miles, Huberman, and Saldaña, consisting of data condensation, data display, and conclusion drawing or verification. The analysis was conducted continuously throughout the research process to identify patterns and relationships emerging from the field data. The implementation of Regional Regulation Number 3 of 2019 was analysed using George C. Edward III's policy implementation framework, which comprises four dimensions: communication, resources, disposition, and bureaucratic structure. Communication was examined through policy dissemination and the clarity and consistency of information provided to market actors; resources were assessed based on human resources, facilities, infrastructure, transportation, and operational support; disposition was examined through the commitment and attitude of policy implementers; and bureaucratic structure was analysed through organizational responsibilities, coordination, and standard operating procedures. Data validity was strengthened through source and technique triangulation by comparing information obtained from interviews, observations, and documentation.

RESULTS AND DISCUSSION

1. Communication

The implementation of Regional Regulation Number 3 of 2019 concerning Waste Management at Kragilan Baru Market has not been fully supported by effective and consistent policy communication. Communication is an important component of policy implementation because policy objectives, obligations, procedures, and prohibitions must be clearly understood by both implementers and target groups. In the context of Kragilan Baru Market, communication involves government agencies, market management, waste collection personnel, traders, and visitors. The findings indicate that information

concerning waste disposal, waste collection, environmental cleanliness, and the prohibition of inappropriate waste disposal has been delivered to market actors, but the dissemination has not been conducted continuously and systematically. As a result, some traders and market users do not consistently understand or comply with the expected waste management practices.

The weakness of communication is also reflected in the limited intensity of socialization and environmental education. Information concerning waste management tends to be delivered through routine interactions or verbal instructions rather than through a structured and continuous communication program. This condition creates a gap between the regulatory requirements and actual behavior in the market. Traders may understand the importance of maintaining cleanliness but may not fully understand the procedures for waste segregation, temporary storage, and disposal. Previous research has demonstrated that communication is a critical factor in policy implementation because unclear, inconsistent, or incomplete information can result in different interpretations among policy targets (Rahmawati et al., 2026). Therefore, the implementation of Regional Regulation Number 3 of 2019 requires communication strategies that are more intensive, understandable, and adapted to the characteristics of market actors.

In practical terms, communication should not be limited to the delivery of regulatory information. It should also encourage behavioral change among traders and visitors. Regular socialization, visible information boards, reminders at strategic points, and direct education regarding the consequences of improper waste disposal can strengthen policy understanding. Such measures are particularly important because waste management is highly dependent on individual behavior and collective participation. Research on community-based waste management has similarly shown that education, socialization, and community engagement contribute to the sustainability of waste management practices (Salsabila et al., 2022). Thus, communication at Kragilan Baru Market needs to move from occasional information delivery toward continuous environmental communication.

2. Resources

The second dimension concerns resources, which constitute one of the major factors affecting the implementation of waste management policy at Kragilan Baru Market. The findings indicate that resource availability remains inadequate, particularly in terms of waste disposal facilities, supporting infrastructure, and transportation fleets. Waste management requires sufficient containers, temporary waste storage areas, collection equipment, transportation vehicles, and personnel. When these resources are insufficient, even well-designed policies may not produce the expected results.

The limited availability of facilities and infrastructure can directly affect the physical condition of the market. An insufficient number of waste containers may encourage traders and visitors to place waste in inappropriate locations. Similarly, inadequate temporary storage facilities can result in waste accumulation before transportation to the final disposal site. The availability of transportation is also important because waste generated every day must be transported according to a regular schedule. If transportation capacity is insufficient or collection schedules are inconsistent, waste may remain in the market for extended periods and create environmental and sanitation problems.

The human resource aspect, however, appears to be relatively better than the infrastructure component. The deployment of personnel involved in waste management has been reasonably adequate, although their effectiveness remains dependent on the availability of supporting equipment and transportation. This finding illustrates that human resources cannot be considered separately from

material resources. Waste collection officers may be committed to carrying out their duties, but their performance can be constrained when they lack adequate equipment, transportation, or waste collection facilities. Research on waste transportation policy similarly found that limited transportation fleets and operational resources can become significant barriers to effective waste management implementation (Wahidin et al., 2025). Therefore, improving the implementation of Regional Regulation Number 3 of 2019 requires strengthening both physical and operational resources. The local government and market management should conduct an assessment of the actual waste generation volume and use it as a basis for determining the number of waste containers, collection personnel, transportation vehicles, and collection frequency. Resource allocation should also consider the market's operating patterns because waste generation may increase during particular periods. Adequate resources would enable policy implementers to translate regulatory requirements into consistent waste management practices.

3. Disposition

The disposition of policy implementers refers to their willingness, commitment, and attitude toward implementing the policy. The findings suggest that personnel involved in waste management demonstrate a relatively positive disposition toward their responsibilities. Waste collection and cleanliness activities continue to be carried out despite limitations in facilities and transportation. This indicates that the implementation problem is not solely caused by a lack of commitment among personnel but is also associated with structural and resource constraints. Nevertheless, the disposition of policy targets, particularly traders and market users, requires further strengthening. Effective waste management cannot depend exclusively on government personnel because traders and visitors are directly responsible for generating and disposing of waste. When community members continue to dispose of waste improperly or burn accumulated waste, the objectives of the regulation become difficult to achieve. Consequently, policy implementation requires a shared commitment between government implementers and the community.

The behavioral dimension is particularly important because waste management is not simply an administrative activity. It requires changes in daily practices, including reducing waste, disposing of waste in designated locations, separating waste when required, and avoiding open burning. Previous studies have emphasized that community participation is essential for sustainable waste management because government intervention alone is insufficient to control waste generation and disposal behavior (Fauziah et al., 2022; Maulana et al., 2025). Strengthening disposition therefore requires not only supervision and enforcement but also incentives, education, participation, and the creation of a sense of shared responsibility. Market management can strengthen this dimension by establishing clear responsibilities for traders, incorporating cleanliness obligations into market management arrangements, and conducting regular monitoring. Traders who consistently maintain their stalls and dispose of waste properly can also be given recognition or incentives. Conversely, repeated violations should be addressed through proportional administrative measures consistent with the applicable regulation. Such an approach would strengthen compliance while maintaining a participatory relationship between market management and traders.

4. Bureaucratic Structure

The fourth dimension is bureaucratic structure. The findings show that waste management at Kragilan Baru Market involves coordination among relevant institutions and personnel. This coordination

represents an important foundation for policy implementation because waste management requires the involvement of different organizational actors. Nevertheless, coordination has not yet been fully supported by specific standard operating procedures for market waste management.

The absence of specific operational procedures creates the potential for uncertainty concerning responsibilities, collection schedules, reporting mechanisms, and responses to waste-related problems. A regional regulation establishes a general legal framework, but implementation at a specific market requires operational arrangements that translate the regulation into concrete activities. Without clear procedures, implementation may depend excessively on individual initiative and informal coordination. This situation can produce differences in implementation practices and make monitoring more difficult.

A stronger bureaucratic structure requires clear division of responsibilities between the environmental agency, market management, waste collection personnel, and other relevant actors. It also requires a clear mechanism for reporting waste accumulation, monitoring market cleanliness, handling violations, and evaluating waste management performance. Research on public policy implementation indicates that organizational structure and coordination mechanisms influence the consistency of implementation, particularly where policies involve multiple implementing actors (Artha et al., 2023).

The development of market-specific standard operating procedures would therefore be an important step in strengthening implementation. Such procedures should regulate waste collection times, waste placement locations, transportation mechanisms, responsibilities of market managers and traders, monitoring activities, complaint mechanisms, and procedures for addressing violations. Regular coordination meetings and periodic evaluations should also be conducted to identify operational problems and formulate corrective measures.

5. Supporting and Inhibiting Factors

Based on the four dimensions of Edward III, several supporting factors can be identified in the implementation of Regional Regulation Number 3 of 2019 at Kragilan Baru Market. The first is the existence of a clear legal basis for waste management. The regional regulation provides a formal foundation for government intervention and establishes the importance of maintaining environmental cleanliness. The second supporting factor is the availability of personnel who continue to perform waste collection and cleanliness functions. The third is the existence of inter-agency coordination, which provides an institutional basis for addressing waste management problems. Meanwhile, the major inhibiting factors are inadequate facilities and infrastructure, limited waste transportation capacity, inconsistent policy communication, insufficient community participation, and the absence of specific standard operating procedures. These obstacles interact with one another. For example, inadequate facilities may weaken community compliance because traders have limited access to appropriate waste disposal points. At the same time, weak communication may reduce public understanding of why proper waste disposal is required. Limited transportation may then cause waste to remain accumulated even when traders have disposed of it in designated locations. The findings therefore indicate that the implementation problem cannot be solved through a single intervention. Increasing the number of waste containers without improving community awareness may not eliminate improper disposal. Similarly, increasing personnel without improving transportation capacity may not significantly improve waste collection. Policy implementation requires simultaneous improvement in communication, resources, disposition, and bureaucratic structure. This integrated approach is consistent with Edward III's framework, which emphasizes that implementation outcomes are shaped by the interaction among these

variables rather than by one factor alone.

6. Overall Discussion

Overall, the implementation of Regional Regulation Number 3 of 2019 concerning Waste Management at Kragilan Baru Market has not yet reached an optimal level. The regulation has established a formal policy basis, and several implementation mechanisms are already functioning. However, the gap between regulatory objectives and actual conditions at the market remains visible. Waste accumulation and burning indicate that waste management practices have not yet become fully consistent and sustainable.

From the perspective of Edward III's implementation framework, the most significant weaknesses are associated with communication and resources, while disposition and bureaucratic structure show a relatively more positive foundation but still require improvement. This means that strengthening the implementation of waste management policy should focus not only on enforcement but also on improving the capacity of implementers and increasing participation among market actors.

The results also demonstrate that market waste management is a shared governance responsibility. Government agencies provide the regulatory framework, infrastructure, personnel, and supervision, while market managers organize daily operations and traders and visitors contribute directly to waste generation and disposal. Effective implementation consequently requires collaboration among these actors. A participatory approach can create stronger ownership of waste management objectives and increase the likelihood that environmentally responsible behavior will be sustained.

Accordingly, several improvements are recommended. First, policy socialization should be conducted regularly using communication methods that are accessible to traders and market visitors. Second, waste containers, temporary storage facilities, transportation fleets, and other supporting infrastructure should be increased according to actual market needs. Third, market managers should strengthen monitoring and encourage trader participation through education, incentives, and proportionate sanctions. Fourth, relevant agencies should establish specific standard operating procedures for market waste management and clarify the responsibilities of each actor. Finally, implementation should be evaluated periodically using measurable indicators such as collection frequency, market cleanliness, waste accumulation, community compliance, and participation. Through these measures, Regional Regulation Number 3 of 2019 can move beyond being merely a formal legal instrument and become an operational policy capable of producing measurable improvements in market cleanliness and environmental quality. The case of Kragilan Baru Market demonstrates that successful waste management requires the integration of regulatory authority, adequate resources, effective communication, committed implementers, clear bureaucratic arrangements, and active community participation.

CONCLUSION

The implementation of Serang Regency Regional Regulation Number 3 of 2019 concerning Waste Management at Kragilan Baru Market has not been fully effective. The findings show that the main problems are reflected in four aspects of implementation: communication, resources, disposition, and bureaucratic structure. Communication regarding waste disposal obligations and cleanliness has not been consistent among market managers, traders, sanitation workers, and consumers, resulting in uneven compliance. Resource limitations, particularly the availability and distribution of waste containers, waste collection facilities, and sanitation personnel, contribute to waste accumulation in several areas of the

market. Although market managers and sanitation workers demonstrate a commitment to maintaining cleanliness, this commitment has not been matched by consistent participation and compliance from all traders and market users. The existing institutional structure provides a basis for implementation, but routine supervision and enforcement remain insufficient. Therefore, improving the implementation of Regional Regulation Number 3 of 2019 at Kragilan Baru Market requires more intensive socialization, adequate waste management facilities, clearer distribution of responsibilities, regular monitoring, and consistent action toward violations so that the regulation can be translated into daily waste management practices and reduce waste accumulation in the market.

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