



# No Smoking Areas in the Regional Secretariat of Blitar Regency, Indonesia: A Study Implementation of Blitar Regency Regional Regulation Number 1 of 2019

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## ABSTRACT

This article provide empiric evidence about the problem of smoking that the Blitar Regency Government cannot seriously handle and especially at The Regional Secretariat of Blitar Regency, Indonesia. No smoking area was declared start with BNPB officials as passive smokers who died due to the influence of smoking in their work environment. Starting from the central government declaring no smoking area then the local government follow no smoking area policy. No smoking area policy requires placing no smoking area symbol, prohibiting employees for selling, using and buying cigarettes in no smoking area. This research uses descriptive qualitative research type with data collection techniques are observation, interviews, and documentation. Then, the data was processed descriptively to determine the implementation of the no-smoking area policy at the Regional Secretariat of Blitar Regency, Indonesia. The results showed that the staff at The Regional Secretariat of Blitar Regency still did not comply with the provisions regarding no smoking areas, The Regent of Blitar has not yet formed a non-smoking area enforcement unit, the guidance and supervision of the Blitar District Health Office has not been optimal, the driving factor for the implementation of smoke-free areas is the regional budget (APBD). The inhibiting factor for the implementation of smoking-free areas is the lack of monitoring and evaluation.

**Keywords:** Implementation; No smoking areas; Policy

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## 1. INTRODUCTION

Cigarettes are additives that are harmful to the body and make users addicted so that it is difficult to get out of cigarettes. Not only active smokers feel the effects of smoking but passive smokers also feel the effects of smoking even more severely cigarettes can kill everyone. Sutopo Purwo Nugroho died of lung cancer. One of Sutopo's legacy is a message for the younger generation. "For the younger generation, especially children. Don't smoke. No one will judge, he will look handsome when smoking. Stop smoking! Remember, not (for) you, but for your family, your wife, your husband, children- your children and so on," said Sutopo in a video on Instagram Sound No Smoking (Harsono, 2019). Sutopo Purwo Nugroho is known to live a healthy life, including not smoking. As a follow-up to this news, BNPB implemented a smoking-free area, not allowing all BPNB employees to smoke in the area of the office building. The next step, the central government ordered all local governments to implement smoke-free areas.

Health is a human right. Human rights are rights inherent in humans from birth. This is based on article 28A in the 1945 Constitution which states that everyone has the right to live and defend his life and life. This article contains the meaning, namely the right: Everyone has the right to live and Obligations: Everyone must defend his life and life. Citizen health is one of the main capitals for a country to be able to carry out development, mandatory government affairs related to basic services, one of which is health. This is based on Article 12 paragraph (1) letter b of Law Number 23 of 2014 concerning Regional Government, which states that Mandatory Government Affairs relating to basic services include: education; health; public works and spatial planning; public housing and residential areas; peace, public order and community protection; and social.

Smoking-free areas have the aim of providing effective protection from the dangers of cigarette smoke, providing a clean and healthy space and environment for the community, protecting public health

in general from the adverse effects of smoking both directly and indirectly, reducing morbidity, disability and / or rates. death by changing people's behavior to live healthily, increasing optimal work productivity, realizing healthy and clean air quality, free from cigarette smoke, reducing smoking rates and preventing novice smokers, and creating a healthy young generation. Providing effective protection from the dangers of cigarette smoke is important for all employees, especially for employees who are passive smokers. The dangers of cigarette smoke over time make the lungs damaged and slowly make passive smoking die. Providing protection from the dangers of cigarette smoke also for people who visit the Regional Secretariat of Blitar Regency. The dangers of cigarette smoke are considered very large because of the carbon monoxide and tar content in them. Carbon monoxide can replace oxygen in the blood so that the body's organs cannot function properly. In addition, the tar in cigarettes can coat the lungs, affecting breathing. Apart from the lungs, other body parts are affected by cigarette smoke, namely the brain, heart, skin, bones and immune system.

Providing a clean and healthy space and environment for people visiting the Regional Secretariat of Blitar Regency. Not only for the community but also for all employees. A clean and healthy environment will create a healthy body too. Reducing the morbidity, disability and / or mortality rate by changing people's behavior to live a healthy life is important, especially in the current era of the COVID-19 pandemic, a healthy lifestyle is the main thing. Smokers are one of the people who are susceptible to COVID-19. A healthy body can have a positive impact, namely increasing optimal work productivity. Work will be more focused and focused and done quickly with a healthy body and mind. Optimal work can show the professionalism of the State Civil Apparatus at work. However, in fact, not all employees have shown professionalism at work. Smokers spend more time smoking than working. Through the Blitar District Health Office, all regional officials have ordered smoke-free areas. Smoking-free areas are not only for office buildings but also for health care facilities, teaching and learning places, children's playgrounds, places of worship, public transportation, social institutions, and public places.

Initially in the form of a Task Force for Non-Smoking Areas with members from the Government, Society and the private sector. Then the Blitar District Health Office ordered all regional officials to make one room especially for smokers and put up a smoke-free area sign in each of their respective offices. All regional apparatuses including the Regional Secretariat of Blitar Regency carried out the order but did not last long. After being ordered to implement a smoke-free area and checked directly by the Blitar District Health Office, the situation changed to the beginning again, all smoking employees continued to smoke in the work environment building. Until now there has been no firm action from the Blitar Regent to the leadership as the person in charge of the smoke-free area.

All Regional Secretariat employees who smoke re-smoke in the hallways and some are still smoking in air-conditioned rooms. This occurs because superiors have not acted firmly on the call for a no-smoking area that prohibits employees from smoking, promoting cigarettes, advertising cigarettes, selling and / or buying cigarettes in the designated No Smoking Areas. The smoke-free zone symbol mandated in the Blitar Regency Regional Regulation Number 1 of 2019 concerning No-Smoking Areas is not installed by all sections in the Blitar Regency Regional Secretariat. The installation of the smoke-free zone symbol is a trivial but very important thing. The leadership and / or the person in charge for the smoke-free area, namely the Regional Secretary and the respective Head of the Section within the Blitar Regency Regional Secretariat are required to provide adequate supporting facilities and infrastructure in a special smoking area. Specific areas for smoking must fulfill several things, namely spaces that are directly in contact with outside air so that the air can circulate properly, separate from the building / place / main room and other spaces used for activities, far from entrances and exits, and far away from where people are passing by. The Blitar Regent does not give administrative sanctions to each leader or person in charge of the No-Smoking Area so that the Blitar District Secretariat does not heed the provisions in the Blitar Regency Regional Regulation Number 1 of 2019 concerning No-Smoking Areas. The administrative sanctions as referred to in paragraph (1) are in the form of verbal warning, written warning, temporary suspension of activities, permanent cessation of activities, temporary suspension of permits, permanent revocation of licenses, and / or administrative fines. The administrative program that was carried out was only a verbal warning. Verbal warnings are given by non-smoking employees (passive smokers) to active smokers. However, this has not changed the behavior of active smokers to not smoke in the Blitar Regency Regional Secretariat office building.

There are still echelon II, echelon III, and echelon IV officials who still smoke in the workspace and hallways which are still within the Blitar Regency Regional Secretariat building. This causes other smokers, in this case the staff, who smoke also in the Blitar District Secretariat building.

## 2. LITERATURE REVIEW

No Smoking Area are a way to reduce health-harming tobacco smoke pollution. Tobacco smoke can cause lung cancer, heart disease, asthma in children, and sudden infant death. No Smoking Area aims to provide effective protection from the dangers of cigarette smoke; provide a clean and healthy space and environment for the community; protect public health in general from the bad effects of smoking, both directly and indirectly; reduce morbidity, disability and / or mortality by changing people's behavior to live healthily; increase optimal work productivity; realizing healthy and clean air quality, free from cigarette smoke; reduce smoking rates and prevent novice smokers; and creating a healthy young generation.

No smoking area must be applied to health care facilities, teaching and learning areas, children's playgrounds, places of worship, public transportation, workplaces, social institutions; and public places. Health service facilities, namely hospitals, maternity hospitals, puskesmas and their networks, laboratories, posyandu, private health practice places, and pharmacies. Teaching and Learning Centers, namely schools, colleges, education and training centers, work training centers, study guidance; and the course. Children's Playgrounds, namely play groups, child care, early childhood education, kindergartens, and children's entertainment areas. Places of worship, namely mosques/ prayer rooms, churches, temples, monasteries and temples. Public transportation, namely public transportation within the Regency area and city transportation including tourist vehicles in the Regency area, bus transportation for school children. Workplace includes local government offices and regionally-owned enterprises and industries / factories. Social institutions include children's social welfare institutions, nursing homes for the elderly, safe houses and open houses. Public places include modern markets, tourist attractions, entertainment venues, hotels, restaurants, recreation areas, sports venues, and passenger transport terminals.

A special place for smoking as referred to in paragraph (1) must meet the following requirements: (1) open space or a space that is directly connected to outside air so that the air can circulate properly; (2) is separated from the main building/place/room and other rooms used for activities; (3) away from the entrance and exit; and (4) away from where people are passing by. Cigarette smoke endangers the health of individuals, society and the environment, so it is necessary to take measures to protect against exposure to cigarette smoke, so it is necessary to apply a smoke-free area. In connection with this, a legal product was born, namely the Blitar Regency Regional Regulation Number 1 of 2019 concerning Non-Smoking Areas.

The stages in implementing the smoke-free area policy in Blitar Regency Regulation No.1 of 2019 concerning No-Smoking Areas consist of: (1) formed a non-smoking area enforcement unit by the Regent of Blitar and formulated and legalized in the form of a Blitar Regent Decree. The smoking-free area enforcement unit consists of the following elements: (a) Government; (b) Community; and (c) Private. (2) Coaching and supervision which is coordinated by the Chairperson of the Non-Smoking Area Enforcement Unit, namely through: (a) socialization and coordination; (b) providing guidelines; (c) consultation; (d) monitoring and evaluation; and/or (e) giving awards. (3) The regent imposes administrative sanctions on each leader or person in charge of no smoking area who violates the provisions referred to in Article 3 paragraph (3) and paragraph (4), and Article 18, namely: (a) the leader or person in charge of the place as referred to in paragraph (2) is obliged to apply no smoking area; (b) the leader or the person in charge of the place as referred to in paragraph (3) is obliged to put up a sign prohibiting smoking at the place that has been designated as No Smoking Area; (c) Each manager, leader and/or person in charge of no smoking area must: carry out internal supervision at the place and / or location which is its responsibility; prohibit everyone who smokes in the designated no smoking area; provide adequate supporting facilities and infrastructure for smoking areas; and put up non-smoking signs and announcements as required at every main entrance and every place that is easily read and / or heard well.

Each manager, head and/or person in charge of no smoking area is obliged to carry out internal supervision at the place and/or location that is their responsibility, prohibiting everyone who smokes in the designated no smoking area, providing adequate supporting facilities and infrastructure in special places for smoking; and post non-smoking signs and announcements as required at every main entrance and every place that is easy to read and/or hear.

This research is based on the limitations of the problem as stated earlier, the problem formulations are as follows: (1) how is the implementation of the no smoking area policy at the Regional Secretariat of Blitar Regency? (2) What factors influence the impetus for the implementation of the no smoking area policy at the Regional Secretariat of Blitar Regency?

Since the Regional Regulation on Smoking Free Areas was enacted in 2019, guidance and supervision is still being carried out through socialization and coordination approaches, providing guidelines, consultation, monitoring and evaluation, and/or awarding. There are still many violations committed, especially by State Civil Servants at the Regional Secretariat of Blitar Regency, often only given sanctions in the form of verbal warnings. In addition, the absence of Satpol PP's active involvement in the enforcement

of the Blitar Regency Regional Regulation is another obstacle that causes the no-smoking area policy to be increasingly regarded as a mere slogan for the state civil apparatus at the regional secretariat of Blitar Regency. As a point of analysis, Edward III's theory uses a second problem statement. Communication is the process of delivering information from the communicator to the communicant. Meanwhile, policy communication means the process of delivering policy information from policy makers to policy implementers (Widodo, 2011). Resources have an important role in policy implementation. Edward III in Widodo (2011) states that: however clear and consistent the provisions and rules are and however accurate the delivery of the provisions or rules is, if the policy implementers who are responsible for implementing the policy lack the resources to implement the policy effectively then the implementation of the policy will not be effective. The attitude of the policy implementer will greatly influence policy implementation. If the implementer has a good attitude, he will be able to carry out the policy well as what the policy maker wants, on the other hand, if his attitude is not supportive, the implementation will not be carried out well. The organizational structure has a significant influence on policy implementation. This aspect of the organizational structure covers two things, namely the mechanism and structure of the bureaucracy itself. The first aspect is the mechanism, in implementing policies, standard operating procedures are usually made.

The factors that encourage the implementation of the no-smoking area policy at the Regional Secretariat of Blitar Regency are the existence of a budget source from the regional budget and good communication in socialization and coordination, provision of guidelines, consultation, monitoring and evaluation of smoking-free areas by the Blitar District Health Office to all regional officials in the Regency. Blitar. However, monitoring and evaluation is only done once at the beginning and until now there has been no more monitoring and evaluation of no-smoking area by the Blitar District Health Office. The factor that hinders the implementation of the no-smoking area policy at the Regional Secretariat of Blitar Regency, namely Human Resources at the Regional Secretariat of Blitar Regency who are still smoking in the alleys which are access roads for other State Civil Servants, become places of activity, and are close to exit / entry. This is prohibited but there are still State Civil Servants who smoke. Apart from the aisles, there are several sections that are still smoking places for the State Civil Apparatus, namely the Economic Section and the General Section.

### **3. METHODS**

According to Sugiyono (2008), data collection techniques are the most strategic steps in research, because the main purpose of research is to get data. Based on Sugiyono's opinion, it is explained that the main objective of the research process carried out is to obtain accurate and relevant data to support the preparation of the author's final report. Data collection was carried out by observation, interviews and documents. Data analysis in this study was carried out using a triangulation approach.

Observation of environmental conditions at the Regional Secretariat of Blitar Regency. The informants or respondents involved in this study were the Regional Secretary of Blitar Regency, all the Heads of Divisions and Assistants in the Blitar Regency Regional Secretariat, the Head of the Blitar Regency Health Service, and the State Civil Apparatus at the Regional Secretary of Blitar Regency. Documents that the author will collect from the Blitar District Health Office when carrying out the research include: archives, letters, reports, pictures or photos, as well as other data related to the implementation of the Blitar Regency Regional Regulation Number 1 of 2019 concerning No-Smoking Areas at the Secretariat Blitar Regency area.

Triangulation is the most commonly used method of checking the validity of data. This method is done by using something other than the data for checking or as a comparison to that data. In this connection Patton in Sutopo (2006) describes the triangulation technique that can be used. The triangulation techniques that can be used according to Patton include: (1) data triangulation; (2) triangulation of researchers; (3) methodological triangulation; (4) theoretical triangulation.

### **4. RESULTS AND DISCUSSION**

#### **Analysis and Result of Step Implementation No Smoking Area**

The Blitar Regency Government can only properly design policies on smoking-free areas, but in reality, they cannot properly implement these regulations starting from the agencies that make them. The provisions contained in regional regulation number 1 of 2019 that will be in the form of a non-smoking area enforcement unit but in reality it has not been formed by the Blitar regent. Guidance and supervision of smoking-free areas has not been maximally carried out by the health office and the person in charge of the smoke-free area at the Regional Secretariat, namely the Regional Secretary of Blitar Regency, All Assistants and Heads of Divisions at the Regional Secretariat of Blitar Regency. Socialization, consultancy, and

coordination have been carried out well, but monitoring and evaluation have only been carried out once by the Health Office in 2019, which was initially issued by regional regulation number 1 of 2019 concerning smoking-free areas. Monitoring and evaluation should be carried out at least twice a year. Giving rewards or punishments for regional apparatuses that have conformed or not been in accordance with the provisions for non-smoking areas. The temporary cessation of activities at the Blitar Regency Regional Secretariat office by the person in charge of the smoke-free area at the Blitar Regency Regional Secretariat on the orders of the Blitar Regent has not been implemented.

### **Internal Factor and External Factor**

Internal factors that encourage the implementation of smoke-free areas, namely. The internal factor that hinders the implementation of the smoke-free area is the State Civil Apparatus in the Regional Secretariat of Blitar Regency. External factors that encourage the implementation of smoke-free areas are the socialization, coordination, and consultation carried out by the Blitar District Health Office to the Blitar District Secretariat and the Blitar Regency APBD for the development of smoke-free areas at the Regional Secretariat of Blitar Regency. External factors that hamper the implementation of smoking-free areas are monitoring and evaluation which are rarely carried out by the Blitar District Health Office to the Regional Secretariat of Blitar Regency.

### **Environmental Implementation**

The environment in the Regional Secretariat of Blitar Regency is polluted by cigarette smoke from State Civil Servants who have a smoking lifestyle. The smoking lifestyle of several state civil servants must be changed to create an environment with clean air from cigarette smoke at the Regional Secretariat of Blitar Regency.

### **Health Implementation**

Diseases that arise from inhaling secondhand smoke and from smoking are non-communicable diseases. Even so, cigarette smoke that is inhaled by secondhand smoke is very dangerous for health, slowly but surely reducing the metabolism of humans who inhale cigarette smoke. Even more dangerous, the health of active smokers is very vulnerable to heart conditions that have been filled with cigarette smoke.

Guidelines for the development of non-smoking areas have been issued by the Ministry of Health of the Republic of Indonesia in 2006 but can only be written in the form of regulations by the Blitar Regency Government in 2019, namely Regional Regulation Number 1 of 2019 and implemented since the issuance of the Regional Regulation but has not been optimal.

## **5. CONCLUSION**

The implementation of the no-smoking area policy at the Regional Secretariat of Blitar Regency has not been optimal because the enforcement unit has not been established, there has been no administrative sanction given by the Blitar Regent to the person in charge of the smoke-free area at the Regional Secretariat of Blitar Regency, as well as guidance and supervision of smoking-free areas at the Regional Secretariat Blitar Regency has not been optimally implemented. Internal factors that encourage the implementation of smoke-free areas, namely. The internal factor that hinders the implementation of the smoke-free area is the State Civil Apparatus in the Regional Secretariat of Blitar Regency. External factors that encourage the implementation of smoke-free areas are the socialization, coordination, and consultation carried out by the Blitar District Health Office to the Blitar District Secretariat and the Blitar Regency APBD for the development of smoke-free areas at the Regional Secretariat of Blitar Regency. External factors that hamper the implementation of smoking-free areas are monitoring and evaluation which are rarely carried out by the Blitar District Health Office to the Regional Secretariat of Blitar Regency. The implementation of a well-created environment within the Regional Secretariat of Blitar Regency by all State Civil Apparatus can have an impact on the implementation of good health for all State Civil Apparatus at the Regional Secretariat of Blitar Regency. The environment contaminated with cigarette smoke is more dangerous for secondhand smoke.

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