

Non-Smoking Areas: The Implementation of the No-Smoking Area Policy in Public Elementary Schools 003 North Sangatta Based on East Kutai Regent Regulation Number 52 of 2014

Ika Trisnawati

Master of Public Administration, Merdeka University Malang, Indonesia

Corresponding Author: E-mail: trisnawatiika709@gmail.com

ABSTRACT

Non-Smoking School Areas (Study on the Implementation of the No-Smoking Area Policy in Public Elementary School 003, North Sangatta, based on East Kutai Regent Regulation Number 52 of 2014). With the aim of research to describe, analyze and evaluate the implementation of a smoking-free school area in North Sangatta Elementary School 003 and to describe, analyze and evaluate the supporting and inhibiting factors of implementing the smoking-free school area policy. This type of research is descriptive qualitative. With the policy implementation model using Edward III theory, with 4 indicators, namely communication, resources, disposition and bureaucratic structure. Through the descriptive research method, this method seeks to describe or describe in detail or in-depth the implementation of the smoke-free school area policy in North Sangatta 003 Public Elementary School. While the data analysis used in this study used Miles and Huberman with the steps of reducing data, presenting data and drawing conclusions. Research results The implementation of the no-smoking area policy has gone well. This can be seen from the absence of people who smoke in school friends, whether teachers, employees, students or guests who come to the school. Furthermore, with the implementation of these policies teachers, employees and students can understand how dangerous smoking is. What really supports policy implementation is the existence of a communication system that is applied, namely a variety of interactive, effective and creative communication systems. Relatively adequate human resources and relatively adequate financial resources as well as directional assignments and functions from the leadership, supported by a simple and straightforward bureaucratic structure. The inhibiting factor for the policy of implementing a school area without smoking is that there are still a lot of cigarette promotions, either through banners, baleho, or online advertisements.

Keywords: Cigarettes; Policy implementation; School areas

©2020 Published by [University of Merdeka Malang](http://www.unmer.ac.id)

1. INTRODUCTION

Environmental health is the thing that really determines human survival. Air, water and the environment around us is a habitat that must be maintained sustainability and health. The air we breathe must be fresh, pollution-free, unpolluted air that can bring all kinds of diseases that arise from the actions of some people who do not take care of the surrounding environment. Air and environmental pollution caused by cigarette smoke, brings serious impacts to the health of the environment and people in the vicinity. This is caused by substances derived from addictive substances containing approximately 4000 chemicals, and about 200 of them are toxic substances, even 43 types of which can cause cancer for the human body, so it will be very beneficial not only for people who smoke cigarettes as active smokers, but also for people around them who are passive smokers who smoke cigarettes because of air pollution caused by these smokers. Based on data submitted by the Director General of Disease Control (P2PL) of the Ministry of Health of the Republic of Indonesia, that in 2013 Indonesia became the third country with the highest number of active smokers of 61.4 million with details of 60% of men, and 4.55% of women. Meanwhile, teen and child smokers also continue to increase, while the number of passive smokers reaches 97 million people. (Sindonews.com 31, 2013).

The problem of air pollution and environmental health caused by cigarette smoke is encouraging the Government and the House of Representatives of the Republic of Indonesia, to issue Law of the

Republic of Indonesia Number 36 Year 2009 on Health, which mandates the need to create a healthy environment, both physical, biological, and social, and everyone is obliged to behave healthy in order to realize, maintain and promote the best health. Following up on the direction of the Central Government through the Health Act, the Government of East Kutai Regency took strategic steps to maintain environmental health. The first step is to issue Regent Regulation No. 52 of 2014 on Non-Smoking Areas. The Bupati regulation was then followed up by work units in the East Kutai Regency area.

Such circumstances are also still common in educational places or schools. Active users or smokers in school environments have a high frequency, while children will become passive smokers who will be victimized and affected by cigarette smoke. The position of the school as a place to build the character of the child, becomes the focus of the expectations of parents so that their children do not get caught into free association like a group of school children who try to feel how delicious smoking is, which in the end there are school children who dare to smoke, even dare to smoke in the school environment. In addition, there has been no research on non-smoking areas before at State Elementary School 003 Sangatta Utara. This is what attracts researchers to conduct research related to the problems described above. The title of the research to be studied is "Non-Smoking School Area, Study of Implementation of Non-Smoking Area Policy in State Elementary School 003 Sangatta Utara Based on East Kutai Regent Regulation Number 52 Year 2014".

Research purposes

The purposes of this research: (1) To describe and analyze the implementation of the policy of non-smoking school areas in Public Elementary School No. 003 North Sangatta based on The Regent Regulation of East Kutai Number 52 Year 2014. (2) To describe and analyze the factors that support and inhibit the application of non-smoking school areas in Public Elementary School No. 003 Sangatta Utara based on East Kutai Regent Regulation No. 52 of 2014.

Benefits of research

This research has some benefits such as: (1) An evaluation of the implementation of the policy of non-smoking school areas in Public Elementary School No. 003 North Sangatta based on Regent Regulation No. 52 of 2014. (2) For input to the Government of East Kutai Regency in order to maximize supporting factors and minimize the influence of factors inhibiting the implementation of the policy of non-smoking school areas in Public Elementary School No. 003 Sangatta Utara based on East Kutai Regent Regulation Number 52 Year 2014.

2. LITERATURE REVIEW

Implementation of public policy

A general understanding of policy implementation can be obtained from Grindle's statement (2017) that implementation is a general process of administrative action that can be researched at a specific program level. The new implementation process will begin when the goals and objectives have been set, the program of activities has been arranged and funds are ready and channeled to achieve the target. If this understanding is directed at the locus and focus (change) in which the policy is implemented it will be in line with the views of Van Meter and van Horn cited by Parsons (2011) and Wibawa, et al., (1994) that policy implementation is an action taken by government and private (organizations) both individually and in groups intended to achieve goals.

Policy implementation connects policy objectives and their realization with the results of government activities. This is in accordance with the view of Van Meter and van Horn (Grindle, 2017) that the task of implementation is to build a network that allows public policy objectives to be realized through the activities of government agencies involving various interested parties. Policy implementation studies are divided into three generations with a focus on *kajin* and its advocates. The first generation was represented by a Pressman and Wildavsky study focused on how single authority decisions are implemented or not implemented. The results acknowledge the complex nature or footing of the implementation. The second generation is focused on determining the successful implementation of policies.

Public policy implementation theory

The reason why policy implementation is necessary refers to the view of experts that every policy that has been made must be implemented. Therefore, policy implementation is necessary for a variety of

reasons or perspectives. From a policy perspective, as introduced by Edwards III (1984), policy implementation is necessary because of policy issues that need to be addressed and solved. Edwards III introduced an implementation problem approach by questioning what factors support and impede the success of policy implementation.

Based on the rhetorical question formulated four factors as a source of problems as well as preconditions for the success of the implementation process, namely communication, resources, bureaucratic or executive attitudes, and organizational structure including bureaucratic work flow. These four factors are the criteria that need to exist in the implementation of a policy, namely communication, resources, disposition, and bureaucratic structure.

Policy implementation is necessary because at that stage it can be seen the "conformity" of various determinants of the success of policy or program implementation. The reason is in line with Korten and Syahrir's (1988) that the effectiveness of policies or programs depends on the level of conformity between the program and the utilization, the suitability of the program with the implementing organization and the suitability of the benefit group program with the implementing organization. In addition to these reasons, policy implementation is necessary to see a relationship between policy implementation and other factors.

Social behavior theory

The paradigm of social behavior focuses on the relationship between individuals and the environment. The environment consists of various social objects and non-social objects. The difference of view between the paradigm of social behavior and the paradigm of social fact lies in the source of control of individual behavior.

Weber classification of social behavior or social actions into 4, namely: (1) Behavior that is rationally directed towards achieving a goal. In other words, it can be said as conformity between way and purpose. For example, Working Hard to earn enough money. (2) Value-oriented behavior. Related to the basic values in employees, values here such as beauty, independence, fraternity, etc. For example, when we see citizens of a country from various circles mingle together without discriminating. (3) Behavior that accepts orientation from feelings or emotions or affective. for example, people who vent their passions. (4) Traditional behavior can be said to be an act that does not take into account Rational considerations. For example, various ceremonies/traditions intended to preserve ancestral culture (Surur, 2019).

Regent regulation no. 52 year 2014 on non-smoking areas

Non-Smoking Area (hereinafter abbreviated as NSA) is a room or area that is declared prohibited for smoking activities or activities of producing, selling, advertising, and or promoting tobacco products. NSA includes: (1) Health care facilities are places used to organize health efforts such as hospitals, health centers, health polyclinics, medical centers / centers, maternity homes, maternal and child health centers, doctor's practices, midwives' practices, *posyandu*, drug taking or pharmacies, laboratories and other health places. (2) The place of teaching and learning process is the place where teaching and learning activities or education and training such as schools, madrasahs, universities, course places, TPA / TPSQ, termasuk library rooms, practice rooms or laboratories, museums and the like. (3) Children's playground is a place that is intended for children's activities such as daycare, childcare, children's playground and others. (4) Place of worship is a means to carry out religious rituals such as mosques including mushalla, churches and other places of worship including chapels, temples, monasteries, temples and other places of worship. (5) Sports facilities are a permanent form, can be used indoors or outdoors, such as swimming pools, basketball courts, tennis, and other games. (6) Public transportation is a means of transportation for the community in the form of land, water, and air vehicles. The workplace is any room or field, closed or open, moving or permanent where the workforce works, or that is often entered into the workforce for the purposes of a business. (7) Public places are means that can be used by the whole community for various activities.

3. METHODS

Research design

Through descriptive research method, this method seeks to describe or describe in detail or in-depth about the implementation of the policy of non-smoking school district in East Kutai Regency.

Research location

The location of this research was conducted at Public Elementary School Number 003 Sangatta Utara East Kutai Regency.

Informant collecting

Information from research objects in accordance with the observed phenomenon, conducted selection to the elements of teachers and employees and the community around the school purposively as informants. In this study, the informants were Mr. Jainul as the principal, the former headmaster, Mr. Irhamsyah, teachers, the hygiene department, the classroom committee, parents/parents, and the surrounding community.

The focus of research

The focus in this research is as follows: (1) Communication, is the process of conveying information, clarity of information and consistency of information conveyed. (2) Resources, concerning human resources and financial resources that support policy implementation. (3) Disposition, is the commitment of the implementer to the program. (4) Bureaucratic Structure, based on standard implementation procedures. Supporting Factors and Factors Inhibiting Policy Implementation.

Supporting Factors and Factors Inhibiting Policy Implementation: (1) Internal factors related to matters including the internal condition of the school, such as the habits of teachers, employees or the environment in the school that may have a positive effect on the implementation of policies or may hinder the implementation of policies. (2) External factors can be things that inhibit the implementation of policies such as advertising or promotion or external factors that support the implementation of policies such as the habits of people around the school who try not to smoke around the school.

Research instruments

One of the main characteristics of qualitative research is that humans play a role in the entire research process, including in data collection, even researchers themselves are instruments (Moleong, 2107). According to Moleong, common human characteristics as instruments include responsiveness, adjusting, emphasizing wholeness, basing themselves on knowledge, processing and sustainability, and taking advantage of opportunities to seek unusual responses. Researchers here you can use logic to verify or conclude the findings studied.

Method of collecting data

Observation

Observation or commonly known as observation is one of the methods to see how an event, event, certain things happen. observation presents a detailed picture of program activities, processes and together. In this study using observation of pasip participation, researchers came to the place of activity of the observed person, but did not participate in the activity.

In-depth interviews

This type of interview is included in the category of in-depth interviews, which in its implementation is more free than structured interviews. The purpose of this type of interview is to find the problem more openly, where the interviewees are asked for their opinions and ideas (Sugiyono, 2017). Further documentation before the steps of data analysis of this research in the process of data analysis in this study took place, researchers as well as draft research reports while still in the field.

Data analysis techniques

The analytical technique used in this research is qualitative descriptive analysis. In this research, data and information in the form of interview results and documentation on the implementation of Non-Smoking Area policy is carried out data processing, then the next is presented descriptively and carried out analysis by means; (1) data condensation; (2) data presentation; (3) data verification; and (4) data validity, in accordance with qualitative data analysis according to Miles, Huberman and Saldana (2014).

4. RESULTS AND DISCUSSION

Communication

Form of communication conducted by Headmaster, there are several activities be it one- way communication or two-way communication. The form of activity can be described as follows: (1) Decree of the Principal of SDN No. 03 Sangatta Utara no. 422/120/SDN-003/SGT- U/VII/2018 concerning the Implementation of Non-Smoking Areas at SDN 003 Sangatta Utara; (2) Installation of billboard no smoking

banners; (3) Delivery in classrooms and in the field related to the smoking ban; (4) Installation of posters/pictures about the prohibition and dangers of smoking.

Resources

The number of teacher personnel and employees is relatively less when compared to the needs, but the assigning of tasks and functions that clearly cause the application of non-smoking areas can run well. In terms of financial resource support, limited financial condition can also support the implementation of Non-Smoking Zone policy by using funds in an accountability, effective and efficient manner.

Disposition

The pattern of assigning or disposition of policies carried out by school leaders, by providing clear direction and strategy to all teachers and school employees makes understanding and commitment to implement the Policy of Non-Smoking Area at SDN No. 003 Sangatta Utara given by the school leadership to be more effective.

Bureaucratic structure

The implementation of policies from bureaucratic structure factors is very effective and efficient. The simple organizational structure makes the bureaucratic system also not convoluted because the relationship between the bureaucratic units in the structure is centered on the Principal of SDN No. 003 Sangatta Utara.

Supporting factors of policy

There are some supporting factors of policy. (1) Variation of interactive, effective and creative communication systems. (2) Disciplined and highly dedicated human resources to their tasks and function. (3) The direction of the policy of granting clear authority from the school leadership, as well as the teaching and learning process system centered on the principal and then to the teachers. (4) Bureaucratic structure is simple and not convoluted - complicated.

Obstacle factors of policy

Factors inhibiting the policy of Non-Smoking Areas in Schools is the presence of cigarette advertisements and billboard cigarette advertisements that are spread everywhere causing school children are often affected by the ads.

5. CONCLUSIONS

The implementation of Non-Smoking Area policy in schools has been running well, effectively and efficiently. Factors supporting the policy of Non-Smoking Areas variations of interactive, effective and creative communication systems. Disciplined and highly dedicated human resources to their duties and fungsi, the direction of the headmaster's clear authority policy, and the targeted teaching and learning system. Bureaucratic structure is simple and not convoluted. The factor inhibiting the policy of implementing non-smoking areas at SDN No. 003 Sangatta Utara is the increasing number of advertisements and baleho cigarette promotions spread everywhere and can be witnessed directly by the community, including school children.

Advice Responsible parties in the field of education to conduct supervision and monitoring of non-smoking areas where the teaching and learning process.

REFERENCES

Edward III, G. C. (1984). *Public Policy Implementing* (Edited). Stamford CT: Jai Press Inc.

Grindle, M.S. (2017). *Politics and Policy Implementation in The Third World*. New Jersey: Prinncnton University Press.

Korten, D. C., & Syahrir. (1988). *Pembangunan Berdimensi Kerakyatan*. Jakarta: Yayasan Obor Indonesia.

- Mazmanian, D. A., & Paul, A. S. (1983). *Implementation and Public Policy*. USA: Scott Foresman and Company.
- Miles, M. B., Huberman, A. M., & Saldana, J. (2014). *Qualitative Data Analysis* (3rd Edition). USA: SAGE Publications.
- Moleong, L. J. (2017). *Metode Penelitian Kualitatif* (Edisi Revisi). Bandung: Remaja Rosda Karya.
- Parsons, W. (2011). *Public Policy: Pengantar Teori dan Praktik Analisis Kebijakan*. Jakarta: Kencana Prenada Media.
- Sugiyono. (2017). *Metode Penelitian Administratif*. Bandung: CV Alfa Beta.
- Surur, M. (2019). Birokrasi Weberian: "Proportional approach". *Jurnal Politik dan Sosial Kemasyarakatan*, 11(2), 86-104.
- Wibawa, S., Yuyun P., & Agus P. (1994). *Evaluasi Kebijakan Publik*. Jakarta: PT Raja Grafindo Persada.