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POLICY IMPLEMENTATION FREE SMOKE AREAS IN BANDA ACEH CITY

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Abstract: The implementation of the Smoke Free Areas (KTR) policy is felt to be still not optimal in coffee shops in Banda Aceh City, which is a workplace category stipulated in the Banda Aceh City Regulation is Qanun Kota Banda Aceh 5/2016 on Smoke Free Area and Banda Aceh Mayor Regulation. Having the nick name the city of 1000 coffee shops and the average coffee shop customer is an active smoker, KTR should be implemented as a form of creating a good and healthy living environment and protecting public health from the dangers of smoking. This study aims to describe the implementation of the KTR policy at the coffee shops in Banda Aceh City with a qualitative descriptive approach. The data analyze with data collection with in-depth interviews, observation by making more detailed observations at the research location is coffee shops and documentation related to documents and images. Then data reduction which is focused on the process of selecting, simplifying, abstracting and transforming raw data tailored to the needs and focus of the research. Finally, verification and conclusion drawing. The informants in this study consisted of one Head of Banda Aceh City Health Service and one Head of Satpol PP WH City of Banda Aceh, two coffee shop owners and two coffee shop customers. The results showed that the implementation of the KTR policy in coffee shops in Banda Aceh City had not yet obtained maximum results in terms of aspects, namely communication aspects in the form of very less socialization, aspects of budget resources and lack of human resources for the innovation team and bureaucratic aspects despite the existence of derivative regulations from the Oanun namely Banda Aceh Mayor Regulation on Technical Guidelines but there is no SOP for sustainability. The recommendation obtained from this research is that the government needs to conduct a more massive campaign on coffee shops in Banda Aceh City regarding KTR so that owners and customers understand the importance of KTR.

Keywords: policy Implementation, smoke-free areas regulation, banda Aceh city Copyright © The Author(s) 2024.

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INTRODUCTION

Everyone has the right to be protected from free exposure to cigarette smoke. Exposure to cigarette smoke that enters the body is cumulatively stored and accumulated in the body. The government's efforts to protect the public from exposure to cigarette smoke is by implementing a Smoke Free Area (KTR) policy. The implementation of KTR is one solution for people to be able to enjoy clean and healthy air and avoid various risks that endanger health and life from exposure to cigarette smoke. Purwanto (2012), stated that policy implementation is essentially a policy to distribute policy output carried out by implementors to target groups as an effort to realize policy objectives. According to Riant Nugroho (2008), the implementation of a policy will be faced with problems that will hinder the policy. According Sholihin and Parlindungan (2018), the environment greatly influences policy

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implementation which includes the socio-cultural environment and the involvement of program recipients.

A smoke free area is a place or space where smoking, selling, advertising and/or promoting cigarettes is prohibited. Determining smoke free areas is an effort to facilitate human rights towards health needs. In Indonesia, the government's obligation to meet public health needs is regulated in Health Law no. 36 of 2009, where 115 mandates the government to establish smoke-free areas for public health needs, which include the following areas: health service facilities, places for teaching and learning processes, places for children to play, places of worship, public transportation, work places, and other designated public places. The gap that occurs if KTR is not implemented properly in coffee shops because it is a public place will interfere with the rights of other people, especially non-smokers. Coffee shops are also included in KTR which essentially facilitates human rights.

This is due to various factors that hinder policy. The factor can come from internal institutions such as human resources, competence, advice and facilities or external factors such as, culture, politics, finance so that wisdom not be optimal. These environmental factors need to be analyzed in order to identify what factors are obstacles in achieving policy goals. To overcome these problems, it is necessary to re-determine at which stage in the process of policy analysis who experience failure. In the implementation of KTR, of course, it is also faced with these factors such as communication, resources and bureaucracy itself. It is important to see the implementation of KTR so that everyone gets their rights, namely for smokers please use designated places and those who do not smoke do not participate in receiving exposure to cigarette smoke. KTR is an area that is prohibited from activities related to cigarettes ranging from producing, selling, promoting and smoking. The hope is that KTR can be a safe place for all people to get clean air from cigarette smoke. The application of KTR covers designated public areas such as restaurants, coffee shops, airports, terminals, hotels and others.

One of the interesting places to see the implementation of KTR is a coffee shop. In Acehnese society, coffee shops have always been associated with smokers. The increase in the number of smokers in Aceh is influenced by several factors, including smoking behavior has become a tradition and habits that are general or normative behavior. In addition, coffee shops and cigarettes are indeed inseparable. This is also influenced by the habitual factors of Acehnese people who like to consume coffee and cigarettes simultaneously (Jannah. et al, 2017). There are more than one million or 20 percent of the total 5.2 million people in Aceh are heavy smokers. The data was obtained from the results of a survey conducted by the Ministry of Health (Kemenkes) in Aceh. With this amount, if one person spends 1 pack of cigarettes at a price per pack of Rp 20.000, then in a year the money spent to buy cigarettes reaches 7.2 trillion, which is 7.2 million / person / year (Aceh.tribunnews.com, 2019).

Banda Aceh City is the capital of Aceh Province, being a city that has so many coffee shops that it is nicknamed "City of a Thousand Coffee Shops". The city of Banda Aceh, which is transformed as a smart city, should have implemented the KTR rules properly. The report of the Regional Disaster Management Agency (BPBD) of Banda Aceh City shows that in 2019 there were 235 coffee shops in Banda Aceh City. Ulee Kareng District is a sub-district in Banda Aceh City that has the most coffee shops, namely 64 coffee shops (Wahyudi, 2019). According to data from the Central Statistics Agency (2021), more than 70 percent of the percentage of smokers in Banda Aceh City are young between 25 years to 44 years old. This is relevant to the trend of young people who have the habit of gathering in coffee shops while doing their routines or gathering with friends. Young people as the spearhead of development must maintain healthy air around them by not smoking anywhere. So, one of the government's roles in overcoming the cigarette problem is the policy on KTR. The Government through Law Number 36 of 2009 concerning Health and Government Regulation Number 109 of 2012 concerning the Safety of Substances Containing Addictive Substances in the Form of Tobacco

Products for Health has required local governments to establish KTR in their respective regions through regional regulations (Perda) or other regional laws and regulations. Realizing that KTR is the responsibility of all components, both elements of the government and the wider community. The implementation of KTR is an effort from the Government in realizing optimal health status for the people of Aceh in a sustainable manner even with various obstacles in the implementation of KTR regulations. Since 2016, the Banda Aceh City Government has had a Qanun on KTR, namely the Banda Aceh City Qanun Number 5 of 2016 concerning Non-Smoking Areas.

This research focused on Banda Aceh because it was found that more than 50 percent of Banda Aceh City students were smokers, Serambi Indonesia (2019). Initial observations in this study in 2023 also found that on average all coffee shops in Banda Aceh City were found to be smokers, selling cigarettes and cigarette advertisements that should not exist even though there were no smoking or KTR signs. So, we see that the implementation of Qanun KTR in Banda Aceh City, especially coffee shops, is not optimal. Thus, the approach that is very likely to be taken by the Banda Aceh City government in campaigning for the implementation of KTR can be intensified through campaigns for young populations, especially in coffee shops and should be evaluated on the implementation of Qanun which has been running for about 5 years through, namely this research will reviewing the Implementation of the Smoke Free Area Policy in Banda Aceh City.

METHODOLOGY

This study uses a qualitative approach, which describes the implementation of qanun (regional regulations) on KTR in Banda Aceh City, especially in coffee shops or coffee shops which are work place categories (any room or field, closed or open, mobile or fixed where workers work, or which are often entered by workers for business purposes. The research subjects focused on deliberately determining informants who have the main duties and functions related to KTR, namely the Head of the Health Office (Kadinkes) of Banda Aceh City, the Head of the Civil Service Police Unit and Wilayatul Hisbah (Kasatpol PP-WH) of Banda Aceh City, owners and customers of coffee shops in Banda Aceh as people who are directly involved in the interactions studied.

To obtain the research data needed to answer the research problem problems, this research used three data collection techniques, namely unstructured interviews, documentation, and non-participant observation. Meanwhile, to ensure the suitability between data collected with the data needed, data analysis was conducted required, data analysis was carried out which refers to the concept of data analysis developed by developed by Miles, Huberman, and Saldana (2014) called the interactive model, which is called the interactive model, which consists of three flows, namely data condensation, data analysis, and data analysis. which consists of three flows, namely data condensation, presentation of data, and withdrawal and verification. Meanwhile, to ensure the validity of the data collected, a data validity test was conducted research using the criteria of degree of trust (credibility) by increasing the persistence of observation and triangulation.

RESULT AND DISCUSSION

The problem of smoking becomes a serious thing considering the importance of health resulting from the dangers of smoking. According to WHO (2002), millions of people experience premature death each year related to tobacco consumption that causes cardiovascular diseases such as heart attacks and strokes, the leading cause of death in the world, including 890,000 deaths of passive smoke. One of the government's policies to protect the community is the implementation of a No Smoking Area with the aim of protecting public health from the dangers caused by smoking, creating a good and healthy living environment,

cultivating healthy, suppressing the growth rate of novice smokers, and limiting space for smokers, marketing and advertising. In Banda Aceh City, there is already a Banda Aceh City Qanun number 5 of 2016 concerning KTR and Banda Aceh Mayor Regulation Number 46 of 2017 concerning Technical Guidelines for the Implementation of Banda Aceh City Qanun number 5 of 2016 concerning KTR.

Based on the results of the study, researchers obtained information that the Implementation of Banda Aceh City Qanun Number 5 of 2016 concerning Smoke Free Area in Banda Aceh City coffee shops has not run optimally in terms of several aspects of the Banda Aceh City Government, namely communication, resources and bureaucracy. In addition, interviews with coffee shop owners and customers in Banda Aceh City are not all familiar with KTR, because the understanding of KTR is to prohibit smoking even though KTR protects people who do not smoke cigarettes not to participate in receiving the consequences of people smoking. KTR is a room or area that is declared prohibited for smoking activities or activities to produce, sell, sell, and/or promote tobacco products.

Communication

Based on the results of an interview with the Head of the Health Office of Banda Aceh City (kadinkes) that the Qanun of Banda Aceh City number 5 of 2016 concerning KTR has been maximally socialized since the existence of the Qanun until 2018, but in 2019 it has been limited due to the Covid-19 Pandemic. Socialization by using attributes of no smoking or the dangers of smoking is carried out in general other than government agencies, namely in public places such as ports, terminals and highways without being devoted to coffee shops with the assumption that coffee shops are also public places that are included in the port, for example, there must be coffee shops or coffee shops. In 2020 together with NGOs, namely the Aceh Institute, the Health Office and Satpol PP Monitoring the Implementation of Banda Aceh City Qanun No. 5 of 2016 in the SKPK Banda Aceh Environment. This can be seen in the picture below contained on the website https://dinkes.bandaacehkota.go.id/



Figure 1. Form of Work Efforts Monitoring KTR

In coaching and supervision, according to the Head of the Civil Service Police Unit and Wilayatul Hisbah (Kasatpol PP WH) Banda Aceh City, the Satpol PP WH Banda Aceh City always acts humanely and friendly in every activity carried out including when coaching on KTR abuse and also paying attention to the object of coaching so that the material delivered is more relevant and effective. The delivery of information is carried out based on references that are the basis for the implementation of KTR such as regulations to be more effective in providing socialization, also shown contemporary examples related to KTR so that objects better understand. Coffee shop is one of the priority locations for coaching. As a gathering place for people, and the majority are smokers, coffee shop is expected to be an information

center for residents of Banda Aceh City related to KTR. According to records until the end of 2021, Satpol PP WH Banda Aceh City together with related teams, have conducted a total of 25 raids on coffee shops. Socialization is carried out in coffee shop in two ways, namely through sticking leaflets and appeals through loudspeakers. In addition, the team also recommended to the coffee shop manager to strive to provide a special space for smokers (smoker area). In the socialization, Satpol PP and the team used uniform attributes, equipped with special backpacks and socialization implementation warrants and carried out with related teams, including the Banda Aceh City Health Office and equipment from the sub-district.

Interviews with customers of coffee shops in Banda Aceh explained that they already knew information about the KTR policy, but not from the submission of the Banda Aceh Regional Government. The information found is also unclear regarding the superiors of KTR itself, for example one example of an educational institution (school). is superior KTR only classroom? or even broadly (to the extent of the school fence)? so that outside the classroom and school cafeteria is also KTR. Then regarding socialization about KTR, learned from online media (news), never saw directly the socialization of KTR from the city government, let alone in coffee shop. Then in order for information to be well received by customers, the first of course every region of KTR must be posted information about KTR, territorial boundaries, sanctions and so on briefly, concisely and in language that is easy for ordinary people to understand, and include the qanun number, so that when the community plays a role in controlling the implementation of KTR in the KTR area, there is a basis for reference (not subjective). In addition, it is necessary to mobilize millennials and Gen Z in a sustainable way of socialization.

According to the coffee shop owner, they are not aware of the existence of the Banda Aceh City Qanun about KTR, but know the existence of KTR and the ban on smoking and the dangers caused by smoking, namely from health center distric officers whose information is in flyers posted in mosques but not specifically at coffee shops. Information is also limited to smoking prohibition signs, not specified which areas can and cannot smoke. Then there is no massive campaign at the coffee shop and of course because it is considered a coffee shop there is an owner who is an extension of the government as a community participation, but the owner cannot share knowledge about KTR because it has never been educated by the government specifically for coffee shop owners.

In addition to interviews, observations found that there are still many coffee shops that directly advertise cigarettes such as billboards, ashtrays, and attributes supported by cigarette companies.



Figure 2. Cigarette Advertisements in Coffee Shops in Banda Aceh City

Cigarette advertisements in coffee shops are certainly mutually symbiotic between coffee shop owners and cigarette companies. The cooperation scheme, where cigarette companies compensate coffee shop owners and coffee shop owners, is very important to increase income for Its business continuity is to pay employee salaries, taxes and others. However, a modern coffee shop, namely the existence of an air-conditioned room, is a capital that can be related to KTR because indirectly the coffee shop owner prohibits people from smoking in an air-conditioned room.



Figure 3. One of the Air-Conditioned Coffee Shops in Banda Aceh City

For the time in air-conditioned coffee shops, it is not only a matter related to KTR but the trend of coffee shop customers who prefer air-conditioned rooms without smoking is certainly increasing, so this is an opportunity for the city government to reward coffee shop business owners for indirectly helping the government. Then regarding cigarette advertisements in coffee shops are basically related to economic compensation, so if the government urges companies such as healthy food to replace cigarette advertisements, coffee shop business owners are very wellcome to replace them.

From the results of the study, researchers found that the implementation of Banda Aceh City Qanun Number 5 of 2016 concerning Non-Smoking Areas will run optimally by making the opportunity for the trend of non-smoking coffee shops (the existence of special airconditioned rooms) as a form of KTR promotion and more massive socialization about the boundaries of KTR itself.

Resources

According to Winarno (2012), resources are one of the important factors in policy implementation. Implementation appeals may continue consistently, but if policy implementers lack the resources needed to implement the policy, then implementation will be less likely to be implemented. Related resources, namely budget availability and Human Resources (Human Resources) Based on the results of an interview with the Head of the Health Office (Kadinkes) of Banda Aceh City that so far the funds used for physical development and socialization regarding KTR are using DBHCHT (Tobacco Product Revenue Sharing Fund) and special targets, namely families, not the general public such as in coffee shops. However, since 2019 constrained by the Covid-19 Pandemic, DBHCHT funds have been budgeted for handling the Covid-19 Pandemic. Regarding human resources, the Banda Aceh City Health Office, especially in health center distric, has health workers who already understand about KTR even when socialization to vulnerable smoking families is involved by other expert teams with their own approach, specifically for mothers (wives) and children as an extension of the government in conveying the dangers of smoking to the father (husband) of smokers.

In the context of coaching and supervision, according to Kasatpol PP WH Banda Aceh City, there is no need for special facilities/infrastructure except vests and socialization materials. Related to a budget and human resources in the implementation of KTR are available although still inadequate. Budget availability will be adjusted to the movement in the field when conducting raids, removing billboards that abuse the KTR place and so on. Monitoring of KTR has been carried out regularly and scheduled. Sanctions for KTR violators have been applied according to the Qanun applicable through the on-site trial process

From the results of the study, it was found that policy implementation will run more optimally if there is an adequate budget. Then we need a special team that is more innovative in delivering information and more current according to the needs of the times, for example via online applications such as Instagram, Tik Tok and so on.

Bureaucracy

Based on the results of interviews with Kadinkes and Kasatpol PP WH Banda Aceh City that the Qanun of Banda Aceh City Number 5 of 2016 concerning KTR has been implemented optimally considering the commitment of the Mayor of Banda Aceh with the derivative of technical instructions, namely Banda Aceh Mayor Regulation Number 46 of 2017 concerning Technical Guidelines for the Implementation of Banda Aceh City Qanun number 5 of 2016 concerning KTR as a guideline in guidance and supervision as well as the KTR monitoring team for coordination with SKPK (Unit Work of the City Apparatus) of Banda Aceh in implementing the implementation of the Banda Aceh City Qanun on KTR However, regarding SOPs, there are no specific SOPs related to socialization, guidance and supervision. However, SOPs on Minor Crimes are being designed, which can be seen in the picture below:

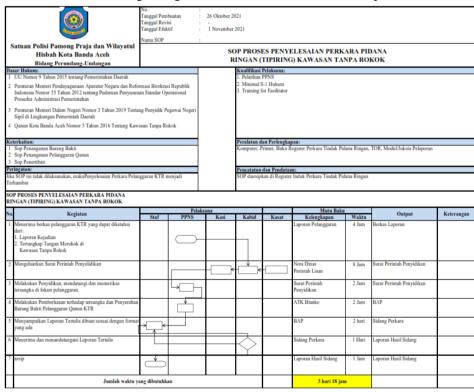


Figure 4. SOP for the Resolution Process of Minor Criminal Cases of KTR Banda Aceh City

The draft SOP TIPIRING (Minor Crime) is being carried out by Satpol PP WH Banda Aceh City together with the NGO The Aceh Institute, which contains a resolution process related to KTR abuse starting from the receipt of files to archives and the amount of time needed, equipment and equipment and the person in charge.

According Emilia, Zailina, Sean (2013), According to the article 8 in the FCTC, providin100% smoke-free indoor workplaces and public places are necessary in order to provide effective or universal protection against SHS exposure. This study demonstrates that patrons and workers in air-conditioned venues where smoking was observed are exposed to high concentrations of indoor air pollution from SHS. As observed from the monitoring, the entertainment centre venues also include premises catering for families with children and wheompared to premises where SFL was not violated entertainment centres had an average PM2.5 level some 4.8 fold higher. Thus, the violation of SFL in entertainment centres catering for families should be given priority in terms of enforcement of existing legislation. For internet cafés, compliance with SFL is encouraging but there is clearly a degree of non-compliance and more effort should be given to educating owners, workers and patrons with in internet cafés particularly as many of those exposed in these venues are children and young adults. The evidence shown in this study demonstrates the need for more comprehensive SFL to be implemented to reduce SHS exposure of workers and patrons in Malaysian bars, pubs and clubs. In addition, there is a clear need for measures to improve compliance in terms of the existing regulations and this can be achieved by a dual approach of education and enforcement.

In this research, the implementation of Banda Aceh City Qanun Number 5 of 2016 concerning Smoke Free Areas did not work effectively in coffee shops and was also found to be ineffective due to the understanding of smokers and coffee shop owners so that more massive education and law enforcement were needed. This is the same as research conducted in Malaysia.

CONCLUSION

In the dissemination of information which is a form of communication, there must be transmission and clarity so that policy socialization reaches the community, namely the target group. Based on the results of interviews with informants, according to the Head of the Health Office (Kadinkes) of Banda Aceh City, the Head of the Civil Service Police Unit and Wilayatul Hisbah (Kasatpol PP-WH) of Banda Aceh City, as the leading sector in socialization, massive socialization has been carried out and the current stage is no longer the socialization stage about the implementation of KTR but rather enforcement, namely sanctions for individuals or coffee shop business owners. The socialization stage has even been carried out to community homes because of the relationship with the Healthy Family Indicator, one of which is that families do not smoke. Since the existence of the Banda Aceh City Oanun number 5 of 2016 concerning KTR, the socialization stage has been carried out, namely 2016-2018, in 2019 there were limitations due to the Covid-19 Pandemic. However, interviews with coffee shop owners and customers in Banda Aceh explained that the stage of socialization specifically for owners and customers is still not optimal because it has never been found and heard. The attributes of smoking prohibition are more commonly found in health facilities and public roads rather than specifically in coffee shops.

On the resource aspect, it is very important to see support for policy implementation. Related resources, namely budget availability and human resources (Human Resources) Based on the results of interviews that so far the funds used for physical development and socialization about KTR are using DBHCHT (Tobacco Product Revenue Sharing Fund) and special targets are families, not the general public such as in coffee shops. Then when viewed from human resources, the health office, especially in health center in distric (Puskesmas), has health workers who already understand about KTR even when socialization to vulnerable smoking families is involved by a team of experts with their own approach, specifically for mothers (wives) and children as an extension of the government in conveying the dangers of smoking to the father (husband) of smokers.

Based on the results of the interview, there is already a Banda Aceh Mayor Regulation Number 46 of 2017 concerning Technical Guidelines for the Implementation of the Banda Aceh City Qanun number 5 of 2016 concerning KTR as a guideline in coaching and supervision as well as a KTR monitoring team for coordination with the SKPK (City Apparatus Work Unit) of Banda Aceh in implementing the implementation of the Banda Aceh City Qanun on KTR. However, it does not yet have a specific SOP on socialization, coaching and supervision.

Implementation of the Banda Aceh City Qanun regulation Number 5 of 2016 concerning Smoke Free Areas is not optimal in coffee shops because many active smokers understand that Free Smoke Areas completely prohibit smoking even though Smoke Free Areas divide space between active smokers and passive smokers. Coffee shop owners also continue to carry out any activity related to smoking even though it has been designated as a Smoke Free Areas because there are no strict sanctions that are enforced, the Banda Aceh City Government must carry out the sanctions contained in the Banda Aceh City Qanun Number 5 of 2016 concerning Smoke Free Areas to be more effective.

This research does not discuss the effectiveness of reducing active smoking in coffee shops even though there is already Banda Aceh City Qanun Number 5 of 2016 concerning Smoke Free Areas, so further research can be carried out to see to what extent the effectiveness of Banda Aceh City Qanun Number 5 of 2016 concerning Smoke Free Areas is for suppress active smokers, especially new smokers. This research is useful for the Banda Aceh City Government to find strategies for increasing compliance with the implementation of Smoke Free Areas in coffee shops in Banda Aceh considering that activities in coffee shops occur 24 hours a day when there are coffee shops that are open 24 hours and can be accessed by anyone, including young smokers.

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