

## Implementation of Smoke-Free Zone Policy at the Regent's Office of Soppeng Regency, Indonesia in 2024

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**ABSTRACT** A Smoke-Free Zone (KTR) is a designated space or area where smoking activities, as well as the production, sale, advertisement, and/or promotion of tobacco products, are prohibited. KTRs are established in health facilities, educational institutions, play areas, places of worship, public transportation, workplaces, public places, and other designated areas. This research aims to analyse the implementation of the Smoke-Free Zone (KTR) Policy at the Regent's Office of Soppeng Regency. This study uses qualitative research methods. A phenomenological approach is employed to explore the phenomena and information regarding the implementation of the KTR Policy at the Regent's Office of Soppeng Regency. The study involves 9 informants selected through snowball sampling. The findings indicate that the implementation of the Smoke-Free Zone Policy at the Regent's Office of Soppeng is not yet optimal. This is marked by the absence of a dedicated budget allocation. Employee commitment is also lacking, and there are no Standard Operating Procedures (SOPs) in place to guide the technical execution of the KTR policy. Additionally, no administrative sanctions are imposed on violators. The implementation of the Smoke-Free Zone Policy at the Regent's Office of Soppeng is not functioning effectively, as evidenced by the lack of a dedicated budget. There are no administrative penalties for offenders, and oversight is insufficient, with no records of smoking violations and no evaluation meetings for the policy's implementation. It is recommended that the local government enhance facilities and infrastructure, develop specific KTR guidelines, and strengthen supervision by forming a dedicated KTR monitoring team.

### INTRODUCTION

According to World Health Organisation data from 2019, tobacco kills more than 8 million people annually worldwide. This figure includes direct tobacco use as well as approximately 1.2 million

deaths caused by passive smoking (World Health Organisation 2020). Countries within the Association of Southeast Asian Nations (ASEAN) account for 10 percent of the world's smokers and 20 percent of global tobacco-related deaths. Data also indicates that Indonesia has the highest percentage of smokers among ASEAN countries (over 50%) (Almaidah et al. 2021).

According to the 2013 Basic Health Research data, the prevalence of smoking among Indonesians aged 15 and above increased from 34.2 percent in 2007 to 34.7 percent in 2010, and to 36.3

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percent in 2013. The percentage of tobacco use initiation by age group is as follows:

- ◆ 5-9 years: 0.7 percent
- ◆ 10-14 years: 9.5 percent
- ◆ 15-19 years: 50.3 percent
- ◆ 20-24 years: 26.7 percent
- ◆ 25-29 years: 7.6 percent
- ◆ >30 years: 5.2 percent

The Basic Health Research (Riskesdas) in 2018 data showed that the prevalence of smoking among adolescents aged 10-18 years increased from 7.20 percent in 2013 to 9.10 percent in 2018. This figure remains far from the 2019 RPJMN or Medium-Term National Development Plan which targeted 5.4 percent. Among male smokers aged 15 in 2018, the prevalence was still high at 62.9 percent, making it the highest male smoking rate in the world (Ariasti and Ningsih 2020). According to the 2022 data from the Central Statistics Agency (BPS), the smoking percentage in South Sulawesi among those aged 15 years and older was 24.89 percent in 2020, increased to 24.91 percent in 2021, and then decreased to 23.76 percent in 2022 (Central Statistic Agency 2022).

Government Regulation No. 19 of 2003, which governs tobacco content, labelling, warnings about tobacco hazards, and smoke-free areas, was established due to the health impacts of smoking and the high number of smokers in Indonesia (Indonesian Government 2003). All individuals have the right to protection from exposure to second-hand smoke. Therefore, one way the government can protect the public from tobacco smoke is by implementing policies that limit the number of smokers (Saifullah et al. 2019). A Smoke-Free Zone (KTR) is defined as a place or area where smoking, production, sale, advertising, and/or promotion of tobacco is prohibited (Jayanti and Putri 2020). KTRs are established in health facilities, educational institutions, play areas, places of worship, public transportation, workplaces, public places, and other designated areas. Currently, there are 320 regencies/cities in Indonesia that have regulations on KTR (Indonesian Health Ministry 2022).

The issue with implementing KTR policies is that the public still lacks an understanding of these regulations. This is due to insufficient direct socialization about the rules. Although efforts have been made to post no-smoking signs, hazard images, and KTR banners in designated areas, violations persist, indicating public indifference to the policy. The implementation of this legislation may

not have reached the desired level of success due to inadequate oversight and weak sanctions for violators (Hasibuan and Ulfha 2022). South Sulawesi is one of the provinces that has issued regulations on smoke-free zones through Regional Regulation No. 1 of 2015 on Smoke-Free Zones. One of the regencies that has followed up on this policy is Soppeng Regency, which has enacted the KTR policy through Regional Regulation No. 3 of 2017 on Smoke-Free Zones. This regulation has been in effect since May 12, 2017, within the Soppeng Regency (Soppeng Regency Regional Government 2017).

According to data from the Soppeng Regency Health Office in 2023, the number of smokers is dominated by the age group 10-18 years, at 5.46 percent, while the smoking percentage in Soppeng Regency for those aged over 18 years is 4.03 percent (Soppeng Regency Health Office 2023). Smoking poses health risks to both individuals and the community due to the chemicals in tobacco, which can lead to various diseases such as cancer, heart disease, impotence, and pregnancy complications. Therefore, it is crucial to view health issues as a primary factor supporting Indonesia's development in general and Soppeng's community in particular, toward a healthy lifestyle (South Sulawesi Province Regional Regulation Number 1 of 2015 concerning Non-Smoking Areas 2015).

Research by Radiansyah in 2021 indicates that the implementation of Regional Regulation No. 13 of 2017 on smoke-free zones by the task force at the Bandung Regency Government was not optimally executed. The barriers to implementing this policy include a lack of awareness and concern among officials about the health of others and the environment, as well as the commitment of regional leaders to enforce the policy (Radiansyah et al. 2021). Nasution et al. (2022) found that compliance with SFP in Medan city is overall low at 44 percent, with health facilities showing higher compliance than outdoor public facilities, and challenges include budget constraints, lack of monitoring, enforcement, and sensitisation. Yunarman et al. (2020) found that the overall compliance rate across six criteria was 38 percent, with health facilities showing higher compliance than outdoor public facilities, and implementation challenges included inadequate sensitisation, coordination, and budget constraints, with no significant spatial patterning in compliance rates.

Sundoro et al. (2020) also found that the implementation of smoke-free area policies in schools has been inadequate due to insufficient involvement of authorities, lack of resources and leadership commitment, and ineffective communication methods, such as unestablished policies, limited signage, and insufficient enforcement mechanisms. Muazzinah et al. (2023) found that the No Smoking Area policy is not optimally implemented due to low public awareness, weak sanctions, and insufficient socialisation, requiring increased efforts from the government, non-governmental organisations (NGOs), media, and community involvement to enhance awareness and enforce strict sanctions for effective policy execution.

The Regent's Office of Soppeng is a priority workplace for the Smoke-Free Zone policy and supports the local smoke-free regulations in Soppeng Regency. The presence of the smoke-free regulation at the workplace, particularly at the Regent's Office, can support effective implementation of the Smoke-Free Zone. However, the policy's success also depends on employee compliance and awareness. Ensuring the government's smoke-free area policy creates a workplace with fresh air is essential.

Observations by the researcher revealed that there is no dedicated task force monitoring the Smoke-Free Zone policy at the Regent's Office of Soppeng. Interviews with the Satpol PP, who oversees the KTR at the Regent's Office, revealed frequent violations of the regulation. An observation at the Regent's Office of Soppeng on October 11, 2023, found that smoking still occurs in the designated smoke-free area.

### Objective

Given the above issues, this study aimed to explore the implementation of a smoke-free zone policy at the Regent's Office of Soppeng Regency, South Sulawesi, Indonesia.

### METHODOLOGY

The study uses qualitative research methods with a descriptive approach and phenomenological perspective. The research was conducted from January to February 2024 at the Regent's Office of Soppeng Regency. The informants in this study consisted of 9 individuals selected through snowball sampling.

Data collection methods used in this research include in-depth interviews, observations, and document reviews. Data collection involved direct interaction with informants and document examination. Data processing and analysis were performed using content analysis. As the data collected are non-numeric, data analysis began with writing up observations and interview results, followed by classification, interpretation, and presentation of the findings in narrative form and tables. To ensure data validity, the researcher employed data triangulation, utilising two types of triangulation, that is, source triangulation and method triangulation.

### RESULTS

The research successfully conducted in-depth interviews with 9 informants. These informants include individuals involved as implementers, supervisors, and targets of Regional Regulation No. 3 of 2017 on Smoke-Free Zones at the Regent's Office of Soppeng Regency.

The implementation of the KTR (smoke-free area) regulation at the Soppeng Regent's Office faces significant challenges. The Health Office, managed by a single individual, lacks a dedicated task force for oversight, and there is no specific budget allocated for the program. No-smoking signs are limited to stickers on doors and walls, with no notice boards or banners present. While enforcement personnel support the regulation, the effectiveness is undermined by some employees, particularly senior staff who continue to smoke, complicating full policy enforcement. Additionally, there is no Standard Operating Procedure (SOP) available to guide the technical implementation of the KTR policy.

The enforcement of the smoking prohibition at the Bupati Office of Soppeng is ineffective, as violations of smoking regulations are common, while there are no issues related to the sale, advertising, or promotion of tobacco products. Smoking prohibition signs are limited to stickers, which do not fully meet regulatory requirements. There has been no direct socialisation of KTR rules to stakeholders, and efforts are confined to placing signs as informational tools. Additionally, there is no Standard Operating Procedure (SOP) in place, and administrative sanctions for violations are not enforced beyond verbal warnings. The oversight of

**Table 1: Overview of implementation of the Smoke-Free Zone Policy at The Regent's Office of Soppeng Regency**

<i>Aspects</i>	<i>Component</i>	<i>Results</i>
Input	People (Human Resources)	The Health Office is responsible for the KTR program, managed by a single individual (AB). However, it was found that there is no dedicated task force specifically assigned to oversee the implementation of the KTR regulation at the Regent's office.
	Money (Budget)	The research indicates that there is no dedicated budget for the implementation of the KTR regulation at the Regent's Office of Soppeng.
	Material (Resources)	<ol style="list-style-type: none"> <li>a. Presence of 'No Smoking' signs: Interviews with informants revealed that in implementing the regional regulation on smoke-free areas at the Soppeng Regent's Office, there are no no-smoking signs in the form of notice boards or banners. The only no-smoking signs present are stickers placed on the doors and walls inside the Soppeng Regent's Office.</li> <li>b. Support and Commitment of Employees at the Regent's Office: The enforcement personnel at the Regent's Office fully support the implementation of this regional regulation in the Soppeng Regent's Office area. However, interviews with employees who have violated the KTR rules indicate a lack of support from some individuals, largely because certain senior staff members still smoke, which complicates the full enforcement of the policy.</li> <li>c. Existence of Standard Operating Procedures (SOP): Based on in-depth interviews with informants, there is no Standard Operating Procedure (SOP) available as a technical reference for the implementation of the KTR policy at the Soppeng Regent's Office.</li> </ol>
Process	Actuating	<ol style="list-style-type: none"> <li>a. Enforcement of Smoking Prohibition, Sale, Advertising, and Promotion of Tobacco Products: Violations related to smoking still frequently occur within the Bupati Office area, though there are no violations related to the sale, advertising, or promotion of tobacco products in the area.</li> <li>b. Installation of Smoking Prohibition Signs: Smoking prohibition signs have been installed in the form of stickers in various strategic locations, such as doors and walls within the Bupati Office of Soppeng, although this installation does not fully comply with broader regulations.</li> <li>c. Socialisation of KTR Rules: Socialisation of the KTR rules at the Bupati Office of Soppeng has not been conducted directly with stakeholders. The socialisation efforts are limited to providing smoking prohibition signs as informational media without a formal socialisation program.</li> <li>d. Adherence to SOP and Administrative Sanctions: There are no Standard Operating Procedures (SOPs) implemented for the KTR policy at the Bupati Office. Additionally, administrative sanctions for KTR violations have not been effectively enforced, and currently, only verbal warnings are issued, and more severe penalties have not been applied in practice.</li> </ol>
	Controlling	There is no special team dedicated to monitoring the KTR policy, and any oversight is solely conducted by the Satpol PP. Control is currently insufficient, with no record-keeping of smoking violations and no evaluation meetings regarding the implementation of the KTR policy at the Bupati Office.
	Evaluation	There is no routine reporting related to the implementation of the KTR regulation at the Bupati Office. In fact, there are also no records of smoking violation incidents.
	Obstacles	Smoking activities are still occurring at the Bupati Office, particularly because leaders are smoking, leading some employees to also break the rules. The lack of administrative sanctions is also an obstacle, as there is no deterrent effect on violators.

the policy is inadequate, lacking a dedicated team, record-keeping, and evaluation meetings. The continued smoking by leaders and the absence of deterrent sanctions contribute to ongoing rule violations.

## DISCUSSION

Implementing smoke-free zone policies has become increasingly important in Indonesia as the government aims to promote public health and environmental sustainability (Sufri et al. 2023; Pratisto et al. 2024). In the Soppeng Regency, the Regent's Office has taken a proactive approach by introducing a comprehensive smoke-free policy in 2017 (Soppeng Regency Regional Government 2017).

The policy aligns with the government's broader initiatives and establishes the Regent's Office as a completely smoke-free zone (Soppeng Regency Regional Government 2017, 2023). This means that smoking is prohibited in all indoor and outdoor areas within the office premises, including common areas and private workspaces (Pratisto et al. 2024). The policy also extends to visitors, contractors, and any individuals entering the Regent's Office (Soppeng Regency Regional Government 2017).

To ensure the effective implementation of this policy, the Regent's Office has undertaken several measures. First, clear signage has been displayed throughout the premises, informing all occupants and visitors of the smoke-free regulations. Additionally, the office has provided designated smoking areas located a safe distance away from the main building, encouraging employees and guests to utilize these zones if they wish to smoke (Soppeng Regency Regional Government 2017, 2023).

Moreover, the Regent's Office has implemented a comprehensive awareness campaign to educate its staff and the local community about the benefits of a smoke-free environment. This includes hosting informative workshops, distributing educational materials, and engaging with local stakeholders to promote the policy's objectives. The smoke-free zone policy at the Soppeng Regency Regent's Office is a significant step towards creating a healthier and more sustainable work environment. By taking a proactive approach and involving all stakeholders, the Regent's Office aims to set an example for other government institutions and encourage the broader adoption of similar initiatives across the region (Soppeng Regency Regional Government 2017, 2023).

The implementation of smoke-free zones in Indonesia has been a subject of growing interest, as evidenced by studies conducted in various regions. A study in Ternate City, for instance, found that only 30 out of 60 observed sites were fully compliant with smoke-free regulations, highlighting the need for greater enforcement and awareness (Merek et al. 2020). Similarly, a study in Enrekang Regency revealed the positive impact of a smoke-free village program, which was initiated by the village head to address the high prevalence of smoking among both adults and children (Rahman et al. 2021; Muchlis et al. 2023). These findings underscore the actual implementation of the smoke-free zone in Soppeng regency, Indonesia.

## Input

The inputs referred to in this study include people (human resources), money (budget), and material (resources).

### People (Human Resources)

Human resources/implementers are sufficiently numerous and possess the required skills and competencies to carry out the established policy. The information necessary for human resources to implement the policy includes written descriptions or messages, guidelines, instructions, and procedures designed to implement the policy (Nasyiah et al. 2022).

In supervising the implementation of the regional regulation at the Regent's Office, the local government has not formed a special task force to oversee the smoke-free area policy. The monitoring is conducted by 12 members of the Satpol PP assigned to supervise the policy. The absence of a dedicated task force results in ineffective implementation of Regional Regulation No. 3 of 2017 regarding smoke-free areas, as there is no follow-up for violators, leading to continued smoking at the Regent's Office.

### Budget (Financial Resources)

Financial resources refer to the funds needed to support the operationalisation of the policy implementers (Herawati et al. 2021). Financial resources (budget) will impact the success of policy implementation. Based on interviews with informants,



there is no specific budget allocated for the KTR policy at the Regent's Office of Soppeng. The implementation of the KTR policy at the Regent's Office shows that there is no dedicated budget for this regulation. The funds for providing no-smoking signs, which are stickers placed at the Regent's Office, come from the regional budget (APBD). The lack of a specific budget for the KTR policy leads to the absence of supporting attributes like notice boards, banners, or billboards, which results in frequent violations of the KTR rules.

### **Materials**

Material resources include the equipment needed for the operationalisation of policy management, such as buildings, land, and facilities, which aid in the effective management of the policy. KTR policy management also requires equipment to support the achievement of policy goals (Herawati et al. 2021). Regarding the presence of 'No Smoking' signs, interviews revealed that the implementation of the regional regulation on smoke-free areas at the Regent's Office of Soppeng involves the installation of no-smoking signs, primarily stickers. These stickers are placed at various points, including all main doors within the Regent's Office. Observations show that the only media used are no-smoking stickers. No notice boards or banners are found at the Regent's Office. The presence of no-smoking signs in the form of stickers alone has not been effective in preventing or changing the smoking behaviour of officials due to a lack of awareness and limited no-smoking media. Regarding the support and commitment of employees at the Regent's Office, the enforcement personnel at the Regent's Office support the implementation of the KTR regulation, but some employees do not, primarily due to the lack of commitment from stakeholders and the continued smoking by senior staff. Employee commitment is crucial for the effective enforcement of the smoke-free area regulation. Without compliance, the regulation cannot be implemented properly. Regarding the existence of Standard Operating Procedures (SOPs) the implementation of Regional Regulation No. 3 of 2017 on smoke-free areas at the Regent's Office is carried out without a Standard Operating Procedure (SOP). This results in the KTR program lacking a clear mechanism for its execution.

### **Process**

The process discussed in this study includes actuating (implementation), controlling (monitoring), and evaluation.

### **Actuating**

Actuating (implementation) is a crucial component of management functions, as it involves the actions taken by an organisation's leadership to ensure that the organisation operates smoothly in alignment with its vision and mission. By effectively carrying out the actuating function, it is expected that operational management will proceed efficiently (Niswah and Setiawan 2021).

#### *Prohibition of Smoking, Selling, Advertising, and Promoting Tobacco Products at the Regent's Office*

Smoking activity is still frequently observed in the Regent's Office area. However, it has been reported that there are no violations related to the selling, advertising, or promoting of tobacco products within the Regent's Office area. Observations made by the researcher revealed the presence of a designated smoking room, which is not utilised properly. This is evidenced by the presence of an ashtray, indicating that smoking activities continue to occur.

#### *Installation of a No Smoking Sign at the Regent's Office*

Signs prohibiting smoking in the form of stickers have been pasted in strategic places such as on the doors and walls of rooms in the Regent's Office area. It is just that from the many non-smoking signs that already exist, researchers did not find non-smoking signs in the form of voting boards, banners and banners installed in the Soppeng Regent Office area. Based on the results of the document review carried out in the field, the provisions of the non-smoking sign that has been installed in the form of stickers have met the criteria for the non-smoking sign that has been set where there is an image of a smoking cigarette burning and a red circle that is crossed, the legal basis for the implementation of the non-smoking area, the sanctions that are imposed, placed at all main

doors, and pasted in strategic and easy-to-read places. The following are stickers with non-smoking signs that have been in accordance with the provisions.

#### *Installation of No-Smoking Signs at the Regent's Office According to Regulations*

No-smoking signs in the form of stickers have been placed in strategic locations such as doors and walls within the Regent's Office area. However, despite the presence of numerous no-smoking signs, the researcher did not find any no-smoking signs in the form of notice boards, banners, or billboards at the Soppeng Regent's Office. According to the field document review, the installed no-smoking stickers meet the established criteria, featuring images of a lit cigarette with smoke and a red circle with a slash, along with the legal basis for the smoke-free area, applicable sanctions, and placement at all main doors and strategic, easily readable locations. Here is the sticker that complies with the regulations.

#### *Implementation of Administrative Sanctions and Strict Penalties for Violations of the Smoke-Free Area Regulation at the Regent's Office*

The lack of strict penalties for violations of the smoke-free area policy at the Soppeng Regent's Office has led to repeated offences by employees. The sanctions imposed by the enforcement officers at the Regent's Office are limited to warnings and reprimands to stop the behaviour. This has allowed offenders to continue smoking, as verbal warnings are often perceived as mere formalities, making the sanctions ineffective and insufficient to deter further violations.

#### **Controlling**

Controlling refers to the process of ensuring that what is happening aligns with what was intended. In other words, controlling is an administrative function to verify that actions are consistent with the plans made. It involves measuring and evaluating the effectiveness and efficiency of resources in contributing to organisational goals (Bataren et al. 2018).

Based on in-depth interviews, it was found that there is no dedicated team for overseeing the KTR policy, and this is solely handled by the Satpol PP. The control measures are inadequate, with no

records of smoking violations and no evaluation meetings on the KTR policy at the Regent's Office. The Satpol PP's oversight is limited to issuing warnings, as there is no direction for enforcing written sanctions or fines.

#### *Evaluation*

Evaluation is the process of assessing the performance level of a policy. Evaluation can only be conducted after a policy has been in effect for a sufficient amount of time. There is no specific time-frame for when a policy must be evaluated, and to understand the outcomes and impacts of a policy, a certain period is necessary, such as 5 years after implementation (Sari et al. 2019). The implementation of the smoke-free area policy at the Regent's Office has been ongoing for a considerable time. However, the execution of this policy has not been optimal, as there has been no recording or reporting of evaluation results to date. This issue arises because there is no dedicated team managing the oversight of this policy.

#### **Factors Hindering the Implementation of Soppeng Regent's Regulation No. 3 of 2017 at the Regent's Office**

Interviews with informants revealed that a major obstacle is the continued smoking by some leaders, which means smoking remains prevalent, and some employees still smoke within the Regent's Office area. Additionally, the lack of administrative sanctions is a significant issue, as there is no deterrent effect on violators. Effective policy implementation requires leadership commitment to ensure that the policy is executed properly. In the case of the smoke-free policy at the Regent's Office, the lack of adherence from leaders hampers compliance among other employees. The Satpol PP noted that a key hindrance is the insufficient commitment from leaders and the strong paternalistic culture, where subordinates tend to follow the behaviour of their superiors. This aligns with employee interviews, which suggest that adherence and commitment should start from the top, as subordinates will follow suit.

#### **CONCLUSION**

Based on the research findings on the implementation of the Smoke-Free Area policy, the author presents the following conclusions; 1). The

implementation of the regulation is not yet optimal. This is indicated by the lack of a specific budget allocation for the KTR policy at the Regent's Office. The policy has not received full support from employees, commitment among employees remains insufficient, and there is no Standard Operating Procedure (SOP) used as a technical guide for implementing the KTR policy. 2). The implementation of the regulation is still not optimal. Many employees at the Regent's Office continue to smoke, there are no administrative sanctions for violators, whether in the form of written warnings or fines, and control over enforcement is lacking, with no record-keeping of smoking violations. 3). The obstacles to implementing the KTR regulation at the Soppeng Regent's Office include the continued smoking by some leaders, making it difficult to completely avoid smoking activities, and the lack of administrative sanctions, which fails to provide a deterrent effect for violators.

### RECOMMENDATIONS

Based on the conclusions from the research on the implementation of the Smoke-Free Area policy, the author presents several recommendations for the Soppeng Regency government to consider in executing the smoke-free area policy. For the Health Office, it is recommended that the Health Office of Soppeng Regency enforce stricter actions/sanctions against violators of Regional Regulation No. 3 of 2017 concerning Smoke-Free Areas. For the Regional Government, the regional government is advised to enhance facilities and infrastructure, develop specific guidelines for the Smoke-Free Area policy to serve as a reference for its implementation at the Regent's Office, and strengthen oversight by establishing a dedicated KTR monitoring team. Additionally, it is recommended to enforce stricter actions/sanctions against violators of the smoke-free area policy.

### DECLARATIONS

#### ETHICS APPROVAL AND CONSENT TO PARTICIPATE

Not applicable

#### CONSENT FOR PUBLICATION

Not applicable

### COMPETING INTERESTS

The authors declare no competing interests.

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