



Qualitative Study of the Non–Smoking Areas Policy Implementation in Junior High Schools at Labuhan Batu Selatan Regency

Sri Malemna br.Barus¹, Juanita², Zulfendri³

¹Master Student of Health Administration and Policy Department, Faculty of Public Health, Universitas Sumatera Utara, Medan, Indonesia

^{2,3}Health Administration and Policy Department, Faculty of Public Health, Universitas Sumatera Utara, Indonesia

Email: Srimalemna78@gmail.com

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Abstract

The implementation of the Non–Smoking Areas (NSA) policy in schools as an effort to control adolescents's high smoking behavior and to protect the health of school community from the dangers of cigarette smoke is still not optimal. Labuhan Batu Selatan Regency in North Sumatra Province has a relatively low implementation of 14.15% out of the 50% target. This study aims to analyze the NSA policy implementation in Junior High Schools at Labuhan Batu Selatan Regency. This is a

qualitative method with a phenomenological approach research. Data collection was conducted through in-depth interviews with a total of 14 informants from two junior high schools in Labuhan Batu Selatan Regency. The results showed that, the lack of government socialization and not routine and unscheduled socialization for school residents, inadequate resources, including the lack of budget allocation, infrastructure such as banners, posters, and 'No-Smoking Area' stickers, and the lack of a NSA policy's working group, caused the implementation of NSA to not be optimal. The provision of sanctions, which needs to be improved, especially for teachers and other school occupants who violate the NSA policy, and the absence of standard operating procedures are also among the reasons for the poor implementation of the NSA policy, as evidenced by the large number of school residents seen smoking in the school. Local governments and schools are expected to make efforts to improve the communication, resources, disposition, and bureaucratic structure aspects to achieve more effective NSA policy implementation.

Keywords: Implementation, Non–smoking areas, Policy

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Introduction

Smoking is the most common form of tobacco use worldwide and a risk factor for cardiovascular, respiratory, cancer and other tobacco-related diseases, causing over 8 million deaths annually. More than 7 million of these deaths are caused by direct tobacco use, while nearly 1.3 million deaths are caused by passive exposure of non-smokers to secondhand smoke. All forms of tobacco use are extremely harmful and are reported to kill up to half of those who do not quit (WHO, 2023). World Health Organization (WHO) data shows that the prevalence of smokers aged 15 years and older globally in 2022 was estimated to be 890 million people (15%), with a prevalence around 10% (157.1 million people) in Southeast Asia. Indonesia has the highest smoking prevalence in this region, at 33.2% (WHO, 2024).

Most tobacco use begins in childhood and adolescence, which increases the risk of reduced lung function and chronic respiratory disease at an early age. Smoking behavior that begins in childhood can increase the risk of developing tobacco-related diseases and the risk of early death (Claire et al., 2020). Worldwide, it is estimated that about 19 million adolescents (5% of the total population aged 13-15 years) are smokers, of whom about 5 million adolescents (26%) live in the Southeast Asia region. Indonesia has the highest proportion of adolescent smokers at 38.3%, with 37.9% starting smoking before the age of 14 (Lian & Dorotheo, 2021).

According to the Riset Kesehatan Dasar (Riskesdas) data report, the proportion of smokers in the age groups 10-14 years and 15-19 years in Indonesia has increased from 1.4% and 18.3% respectively in 2013 (Kemenkes RI, 2013a) to 2.1% and 19.6% in 2018 (Kemenkes RI, 2019a). The data also show that the proportion of smokers aged 10-18 years who smoked for the first time at 10-14 years was high, at 54.5% (Kemenkes RI, 2019a). Data from the Southeast Asia Tobacco Control Alliance reported that the number of new smokers aged 10-14 years in Indonesia increased 2.5 times in 24 years (1995-2018), while the number of new smokers aged 15-19 years decreased by 95%. Approximately 46,000 adolescents (<19 years old) in Indonesia start smoking every day. These data show that the behavior of smoking initiation among adolescents is increasingly shifting to a younger age, starting from the age of 10-14 years. This is very worrying considering that the number of deaths due to tobacco use in Indonesia has reached about 290 thousand deaths every year (Lian & Dorotheo, 2021).

The Indonesian government sets policies to control the use of tobacco and cigarettes in order to reduce the high smoking behavior and the impact of smoking behavior on health, including as stated in the Law of the Indonesian Republic Number 17 of 2023 on Health, which regulates that local governments are obliged to establish and implement smoke-free areas in their territory. Schools are one of the 7 areas of implementation of the Non-Smoking Areas (NSA) policy to



control adolescents' high smoking behavior and to protect the health of school community from the dangers of smoke (Regulation of the Minister of Education and Culture of the Indonesian Republic Number 64 of 2015 on Non-Smoking Areas in School).

Several studies have previously shown that the implementation of NSA policy in schools is very important because it can reduce not only the students but also all school residents' smoking behavior and lower the exposure to cigarette smoke for non-smokers (Bennett et al. (2017); Ahmad & Suhartini (2019)). However, the implementation of NSA policy in schools does not seem to be optimal. Research conducted by Sari et al. (2023) in one of the junior high schools in Tangerang City suggests that the implementation of NSA has not been carried out properly due to lack of communication in the form of NSA socialization and the disposition of relevant policy implementers who are less committed to implementing the policy. Other reasons for the ineffective implementation of NSA policy in the school are the lack of adequate support resources and sanctions for NSA violations, as well as the lack of a NSA implementation working group. The lack of an NSA violation reporting system is also an obstacle to determining the number of violations and the level of compliance with the NSA policy by school residents.

According to the Riskesdas data, the proportion of smokers aged 10 years or older who smoked for the first time at 10-14 years in North Sumatra Province increased from 15.7% in 2013 (Kemenkes RI, 2013b) to 21.56% in 2018 (Kemenkes RI, 2019b). In Labuhan Batu Selatan Regency, North Sumatra Province, the proportion of smokers aged 10 years and older who smoked for the first time at 10-14 years also increased significantly from 8.9% in 2013 (Kemenkes RI, 2013b) to 20.83% in 2018 (Kemenkes RI, 2019b). The implementation of NSA in schools has been carried out as an effort to reduce this high smoking behavior among adolescents, but its implementation in North Sumatra is still very low, at only 24.2% out of the 50% target (Kemenkes RI, 2020a).

Based on the initial survey, the implementation of NSA in Labuhan Batu Selatan Regency in accordance with the Circular Letter of Labuhan Batu Selatan Regency Health Office Number 440.000/722/DINKES/2022 regarding smoke-free areas in schools has been implemented in junior high schools, but the target has not been achieved, which is only 14.15%. SMP Negeri 3 SP 2 Teluk Panji and MTs Al-Hidayah Sidodadi are two junior high schools that have not optimized the implementation of NSA policy compared to other junior high schools in this regency. The results of the initial survey through observation in both schools showed that quite a number of school residents including teachers, staff and students smoked in and around the school area. Also, there was no smoke-free banner in the school environment. From the interview with the principal, it is known that the school has a policy of prohibiting smoking in the school, but there are still many students who are caught smoking in the school. Based on this background, in order to find



out about the non-smoking areas policy implementation in junior high schools at Labuhan Batu Selatan Regency, researchers are interested in conducting research and analyzing the implementation of NSA policy in these two schools as well as aspects of communication, resources, disposition, and bureaucratic structure that influence it.

Methods

This research is a qualitative study using a phenomenological approach. The research was conducted in two junior high schools in Labuhan Batu Selatan Regency that have implemented a non-smoking areas policy, but in the initial survey it was found that the implementation was not optimal compared to other junior high schools in Labuhan Batu Selatan Regency, namely SMP Negeri 3 SP 2 Teluk Panji and MTs Al-Hidayah Sidodadi.

The research sample was selected using purposive sampling, a technique of non-probability sampling, that is the selection of samples that are considered to be able to provide information in accordance with the research objectives. The sample in this study is hereinafter referred to as informants, which consists of main informants and supporting informants. The total number of informants is 14 people from both junior high schools, consisting of 4 main informants and 3 supporting informants from each school. The main informants are: principal, deputy principal, guidance and counseling teacher and teacher/class teacher, while supporting informants are: cafeteria manager, school security guard and a student.

Data collection methods were conducted through in-depth interviews with selected informants using instruments such as general interview guidelines, observation sheets, stationery, cameras, and recording devices. Data analysis was conducted through 3 stages including data condensation, data presentation, and conclusion drawing.

Results and Discussion

The analysis of non-smoking areas policy implementation in junior high schools at Labuhan Batu Selatan Regency is based on Edwards' theory: the implementation of a policy is influenced by four important factors including communication, resources, disposition, and bureaucratic structure (Edwards, 1980).

Communication

Communication is a process of transferring information or ideas among policy implementers in order to achieve goals. Communication is necessary so that policy implementers know what to prepare and do to implement the policy. In addition, policy objectives must be



communicated to the target group and other interested parties in order for policy implementation to be effective (Edwards, 1980).

The research results showed that there was no form of communication from the government regarding the non-smoking areas policy in schools, but rather the community health center and regency health office visited schools to provide education on the health effects of smoking and urge schools to implement the non-smoking areas policy. According to the information received, the health center and the regency health office also provide posters regarding the prohibition of smoking in the school environment. Another informant mentioned that the 'No Smoking Area' stickers were provided.

"There is no communication from the government directly coming into schools and providing education to schools, such as what the impact of smoking is on health or giving stickers or posters of non-smoking areas in schools, but there is such communication from the community health center to schools together with the regency health office in the form of providing education to each school by showing videos about the dangers of smoking for health and providing posters regarding the prohibition of non-smoking areas in schools and appealing to implement a non-smoking area policy in schools."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"There is no government funding, but there is funding from the community health center and the regency health department to educate schools and to appeal and implement the non-smoking area policy in schools and provide posters in the form of smoking bans in the school environment."
(Informant from MTs Al-Hidayah Sidodadi)

"As far as I remember, it was in the form of education, but from the community health center and only gave stickers in the form of 'No Smoking Area'."
(Informant from MTs Al-Hidayah Sidodadi)

In the school environment itself, there is a school regulation prohibiting smoking, which is a reference for teachers to warn students not to smoke in the school. According to other informants, the school has also conducted socialization regarding the prohibition of smoking in the school environment for all parties in the school environment and has provided stickers that declare 'No Smoking Area'.

"There is indeed an orderly regulation for students not to smoke in the school environment, which is a non-smoking area. I have conveyed to all teachers and students that no one is allowed to smoke in the school environment, but not everyone follows what is conveyed, there are still students who smoke in the bathroom"
(Informant from SMP Negeri 3 SP 2 Teluk Panji)



"The information was conveyed to all parties in the school environment both in the form of socialization, 'No Smoking Area' stickers and other instructions including giving punishment if caught smoking in the school environment."
(Informant from MTs Al-Hidayah Sidodadi)

In addition, based on the information obtained, the school also communicates to cafeteria managers not to sell cigarettes to support the implementation of the non-smoking areas policy in the school environment.

"The school gives an instruction not to sell cigarettes and prohibits or gives a warning to those who are caught smoking."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"The school prohibits the sale of cigarettes and gives a warning to students who are caught smoking."
(Informant from MTs Al-Hidayah Sidodadi)

Although there are rules about not smoking in the school and the school has provided socialization, not all parties have implemented and enforced the policy, which can be seen from the fact that there are still students who are caught smoking in the school environment, such as the cafeteria and the bathroom. Other informants mentioned that not only students but also teachers smoke during working hours at school. This shows that the implementation of the non-smoking areas policy in schools is still not properly implemented.

"There is a lot of enforcement through school rules and regulations, from the beginning the school implemented a non-smoking area policy in the school environment, direct information was also given to all parties, but students are still found smoking in the school environment such as in the cafeteria and in the bathroom."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"The school has given an order and ban on smoking for teachers during working hours in the school and provides a ban on students smoking in the school environment, but teachers are still found smoking indoors."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

Policy communication has several dimensions that need to be met, such as transmission, clarity and consistency. Policy should be transmitted to the implementers as well as to the target groups and other stakeholders, both directly and indirectly, in a clear and repetitive manner to avoid confusion among stakeholders and to ensure that all stakeholders know the purpose and content of the policy. The policy has been communicated to schools, as policy implementers, through community health center and regency health office. The target group, that is all parties in



the school environment, including teachers and students, as well as other interested parties, including cafeteria managers, have received information, but the clarity of the information provided and the consistency of information provision have not been fully met, where there is no planned form of socialization carried out both from the community health center and regency health office to the school, from the school to students and teachers, or from teachers to students. There is a school regulation, but it is not socialized on a scheduled basis and is only used as a reference for teachers to give warnings to students who are caught smoking so that they do not smoke in the school environment. In addition, there is no direct communication from the Labuhan Batu Selatan Regency government, which is the higher policy actor, directly to the school, so the obligation to implement this non-smoking area policy has not been fully met by the school.

The results of this study are in line with the research conducted by Sandi (2019) and Khairatunnisa & Telaumbanua (2021), which suggests that the lack of direct socialization from the government as the policy maker causes schools as the policy implementers to understand less about the obligations of implementing non-smoking area policy in schools. Research conducted by Yanthi et al. (2021) also found that lack of policy communication to target groups can affect policy implementation. The study suggested that even though the school had collaborated with external parties such as community health center, police, and the National Narcotics Agency in conducting non-smoking areas policy socialization in schools, the implementation was not routine and unscheduled, causing the implementation of the non-smoking areas policy in schools to still be ineffective.

Resources

Edwards' policy implementation model states that policy implementation will not be optimal without adequate resources. Resources that can support the success of policy implementation include qualified and accountable human resources, facilities and infrastructure resources to operationalize policy implementation, budget resources or funds, and resources of authority for policy actors in implementing the policy (Edwards, 1980).

Based on the results of the study, it is known that schools do not have a special allocation of funds for the implementation of non-smoking areas policy, either from the government or from the school itself. The budget spent is only in the form of funds for the needs of making posters and stickers for non-smoking areas in the school environment when needed.

"I don't think there has been any special allocation from the government so far, but there may be budget funds that are organized by each school, for example, funds for the production of posters or stickers in the form of a no smoking area in the school environment that are affixed to various school walls amounting to 1 million IDR every six months."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)



"Regarding the budget, as far as I know, there is no special allocation fund from the government, but if there is a budget fund, it may be held by each school, but at least it is only for important needs such as making stickers for the 'No Smoking Area' in school."
(Informant from MTs Al-Hidayah Sidodadi)

According to the information obtained, the facilities and infrastructure available at the school to support the implementation of a non-smoking area are banners, stickers and posters that read 'No Smoking', but some are not in good condition and some are no longer installed.

"There is a sticker on the wall that says 'No Smoking', there is no banner in the school saying that smoking is prohibited."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"There are only 'No Smoking' stickers in the school environment."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"There are no 'No Smoking' banners, only small stickers prohibiting smoking."
(Informant from MTs Al-Hidayah Sidodadi)

"As far as I know, there is a banner, but it is no longer installed, there are only small stickers on the walls around the school."
(Informant from MTs Al-Hidayah Sidodadi)

Based on the observations conducted by the researchers, at SMP Negeri 3 SP 2 Teluk Panji, there were no non-smoking area banners or posters, but small stickers saying 'No Smoking' were found in several rooms, such as classrooms and teachers' rooms, but there were no banners, posters or stickers saying 'No Smoking' or 'Smoke-Free Area' in the principal's room, the hall, the corridor in front of the classroom, the sports field and the parking lot. At MTs Al-Hidayah, there were 'No Smoking' posters and small stickers in several classrooms and teachers' rooms, but there were no banners, posters, or stickers in the parking lot.

From the results of the research, it is also known that there are no teams, organizations or individuals that specifically supervise the implementation of non-smoking area policy in schools, but all school parties such as principals, teachers and guidance and counseling teacher are jointly involved in monitoring students who are caught smoking in the school environment. The student council is also involved in monitoring the implementation of non-smoking area policy in coordination with the guidance and counseling teacher.

"In my opinion, the organization here is all involved, which cooperates with the guidance and counseling teacher and the teachers on duty to supervise students who are caught

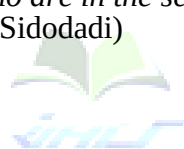


smoking in the school environment, but there is no special organization made by the school to supervise students in the implementation of the non-smoking area policy in school."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"In my opinion, there is a student council that cooperates with the guidance and counseling teacher to supervise the students during class time, but it is not a duty for the student council team to supervise, only if the teacher or principal requests it, then the student council moves, otherwise there is nothing."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"In my opinion, the involvement of the student council in cooperation with teachers, such as guidance and counseling teachers to supervise students, is quite helpful so that students do not smoke in the school environment, but it is likely that students are still often caught smoking."
(Informant from MTs Al-Hidayah Sidodadi)

"One of the organizations involved is the student council, which works with the guidance and counseling teacher and teachers on duty to supervise students, but not specifically made only to supervise students who are in the school environment."
(Informant from MTs Al-Hidayah Sidodadi)



The results showed that from the resource aspect, both budget resources, infrastructure, and human resources were all inadequate, causing the implementation of NSA policy in schools to be less effective. This is in line with research conducted by Marchel (2019) and Nurfadilla & Aidha (2022), which shows that the availability of financial resources and infrastructure support are related to the implementation of NSA policy in junior high schools. Good non-smoking area policy implementation is more likely to be found in schools that have sufficient financial resources and adequate infrastructure support. The availability of funds is mainly needed for the implementation of socialization and the procurement of NSA policy-supporting infrastructure. Infrastructure such as banners, posters or stickers that say 'Smoke-Free Area' or 'Non-Smoking Area' or 'No Smoking' or contain information about the dangers of smoking and smoking restrictions can make smokers feel uncomfortable and serve as a form of warning that the rules apply in the school environment so that they can be followed and that non-smoking areas policy implementation can be expected to run well. Another study conducted by Sundoro et al. (2020) and Nurfadilla & Aidha (2022) also found that the absence of a special team to monitor the implementation of non-smoking area policy in schools and the absence of a special allocation of funds for the implementation of non-smoking area policy are factors that contribute to the ineffective implementation of non-smoking area policy in the school environment.



Disposition

A good disposition of policy actors is necessary for effective and efficient policy implementation. Disposition is the desire, willingness and commitment of policy actors to implement the policy seriously so that what is the policy objective can be actualized (Edwards, 1980). Disposition in the implementation of non-smoking areas policy in schools can be seen from the rules made by the school to actualize the policy. The provision of sanctions and penalties for those who violate the smoking ban order in school is an effort to increase compliance, which reflects the school's commitment to achieve effective policy implementation.

This study results showed that the provision of sanctions and penalties in the form of reprimands, guidance, summoning parents and various other forms of punishment were carried out to increase compliance with the implementation of non-smoking area policy in schools.

"Giving sanctions in the form of reprimands and summoning parents if they violate the rules and are caught smoking is one of the punishments so that there is a deterrent effect."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"The form of sanction that we provide for the students is a reprimand if they are caught smoking once and if they are caught smoking three times, the form of sanction is to call the parents to school."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"The form of sanction that we give is to give the first warning in the form of guidance from the guidance and counseling teacher."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"For those who violate the sanction given is the first warning to clean all the toilets in the school."
(Informant from MTs Al-Hidayah Sidodadi)

"For those who violate the sanctions, the first sanction given is to sunbathe in front of the flagpole until the end of class."
(Informant from MTs Al-Hidayah Sidodadi)

"If the students break the rules more than 3 times, the sanction we give is to call the parents to come to school."
(Informant from MTs Al-Hidayah Sidodadi)

Following the Technical Guidelines for Smoke-free Areas, every head or person in charge of the non-smoking areas in the place of teaching and learning process or school is obliged to reprimand, warn and/or take action against any student, teacher, educational staff or any person in



the area of teaching and learning process or school for which they are responsible, if they are found to be smoking, promoting, advertising, selling and/or buying cigarettes (Kemenkes RI, 2020b). The implementation of strict sanctions shows the strong commitment of policy actors as part of the disposition aspect to improve policy implementation. The results of this study show that schools have established sanctions that are sufficient to create a deterrent effect, but need to be implemented more firmly. In addition, it is necessary to involve all school members in enforcing the rules and imposing sanctions, including teachers and staff who violate them.

The results of this study are in line with the research conducted by Purnomo et al. (2020), which shows that passive actions by school residents when they see someone smoking in the school area, such as not reprimanding, not reminding, and not reporting to the authorities, cause the implementation of non-smoking areas policy in schools to be ineffective. Another study conducted by Yanthi et al. (2021) and Khairatunnisa & Telaumbanua (2021) also mentioned that providing stronger sanctions for students, teachers and even parents who violate the non-smoking areas policy in the school environment can improve the implementation of this policy.

Bureaucratic Structure



The bureaucratic structure leads to the suitability of the organization that carries out the implementation of the policy, for example, the provision of an organizational structure in the form of division of labor and authority, as well as standard implementation procedures (Edwards, 1980).

Based on the results of the study, it is known that there is no division of authority among school components to determine who is responsible for the implementation of non-smoking areas policy in the school environment. The information gathered shows that all teachers, staff and school security guard are involved in monitoring the implementation of non-smoking areas in the school. One informant mentioned that the guidance and counseling teacher and the teachers on duty are the ones who have the authority to discipline students who are caught smoking. In addition, the school does not have a specific standard operating procedures (SOP) for the implementation of non-smoking areas policy in the school.

"In my opinion, there is no specific SOP for the non-smoking areas policy implementation."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"There is no SOP that specifically regulates the implementation of the non-smoking area policy in the school."
(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"There is no specific SOP for the non-smoking area policy implementation here."



(Informant from SMP Negeri 3 SP 2 Teluk Panji)

"In my opinion, there is no specific SOP for the implementation of smoke-free areas in this schools."

(Informant from MTs Al-Hidayah Sidodadi)

"There is no SOP specifically made here, but there is a guidance and counseling teacher who is authorized to provide guidance to students regarding the non-smoking areas policy along with teachers on duty at the school."

(Informant from MTs Al-Hidayah Sidodadi)

"There is no SOP for specific working group for the non-smoking area policy implementation, but everyone works together to comply with the non-smoking area regulations in the school."

(Informant from MTs Al-Hidayah Sidodadi)

The results of this study showed that the bureaucratic aspects had not been fulfilled, including the absence of organizational structure of the non-smoking area policy supervisory team and standard operating procedures for the implementation of this policy in the school environment. The findings of this study are in line with the research conducted by Sari et al. (2023) and Khairatunnisa & Telaumbanua (2021), which states that the absence of clear regulations and SOPs for the non-smoking areas policy in schools leads to suboptimal implementation of this policy. Another study conducted by Purnomo et al. (2020) suggests that the implementation of non-smoking areas policy in high schools has not been able to be carried out properly, due in part to the absence of a SOP for the implementation of the policy and the absence of a specifically responsible organization. The bureaucratic organizational structure and the SOP should be designed to provide clear information on the implementation of non-smoking areas policy, reporting procedures, and facilitate supervision.

Conclusion and Recommendation

The implementation of the non-smoking areas policy in junior high schools at Labuhan Batu Selatan Regency has basically been carried out, but it is still not effective and optimal. This can be seen due to communication, resources, disposition, and bureaucratic structure factors, which still need to be improved in terms of implementation and supervision. The local government of Labuhan Batu Selatan Regency is expected to communicate the implementation of non-smoking areas policy as a clear and consistent message to policy implementers regarding the implementation of non-smoking area, especially in places of teaching and learning or schools.

School principals should carry out the socialization of the implementation of the non-smoking areas policy on a regular and scheduled basis, apply stricter sanctions against NSA policy



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violations committed not only by students but also by other school residents, form committees or working groups of policy makers and supervisors to support the implementation of the non-smoking areas in schools, improve and enhance the infrastructure supporting the non-smoking areas policy implementation in schools, and develop regulations or SOPs for the implementation of the non-smoking areas policy in schools to achieve effective implementation of this policy. Students are also expected to participate in the implementation of non-smoking areas policy by following the rules and participating in the supervision of the implementation of non-smoking areas policy in schools.



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