IMPLEMENTATION OF NO-SMOKING AREA POLICY IN THE REGIONAL DEPARTMENT OF EDUCATION AND CULTURE NORTH MOROWALI

Eli Sudrajab Petalolo[1], Nuraisyah[2]*, Dandan Haryono[3]
Tadulako University, Indonesia
*Corresponding Author: nuraisyah1212@gmail.com

Abstract

This research is to determine the implementation of the Smoke Free Area Policy in the North Morowali Regency Regional Education and Culture Office. The type of research used is descriptive qualitative. Data types use primary data and secondary data. Data collection techniques are carried out through observation, interviews and documentation. The informant withdrawal technique uses purpose. The data analysis used is the Miles, Huberman and Saldana model, namely data collection, data presentation, data condensation and drawing conclusions. Based on the research results, it was found that the implementation of the smoke-free area policy in the North Morowali Regency Regional Education and Culture Office was relatively ineffective, namely the lack of intense communication and the lack of comprehensive and continuous outreach, only a few employees and visitors/community knew about it. regarding the existence of a smoke-free area policy. Meanwhile, regarding the resource aspect, the Regional Education and Culture Office of North Morowali Regency does not have the readiness to implement this policy due to the lack of resources. For example, there is no formation of an anti-smoking task force, there are no special smoking rooms for employees and visitors/public who want to smoke. Furthermore, the disposition factor is the leadership's lack of firmness in imposing fines and sanctions on policy violators. The final factor is the bureaucratic structure where there are no guidelines for implementing Standard Operating Procedures (SOP) in implementing these policies and cooperative relations between institutions are still very lacking.

Keywords: *Communication, Resources, Disposition, Bureaucratic Structure.*

INTRODUCTION

Health is an investment to support development with efforts to improve the quality of human resources. The great efforts of the Indonesian people in realigning the direction of national development that have been undertaken require total reform of development policies in all fields. Development is essentially continuous change which is progress and improvement towards the goals you want to achieve. The aim of health development to be achieved is to increase the awareness, will and ability to live healthily for everyone in order to achieve an optimal level of public health through the creation of an Indonesian society, nation and state which is characterized by its population living in an environment with healthy living behavior.

The 1945 Constitution of the Republic of Indonesia regulates and protects health as a human right (HAM). This mandate is contained in Article 28H paragraph (1) which states, "every person has the right to physical and spiritual prosperity, to live and have a good and healthy living environment and the right to receive health services". In accordance with the right to health mentioned above, health is an important aspect of Human Rights (HAM) and capital for the successful development of a nation. Because without health, the implementation of comprehensive and complete national development will not be realized.

One way to achieve a healthy life is through preventive efforts. Prevention againstThe cause of illness can be done by starting a healthy life and avoiding the factors that cause disease. The increasing number of diseases that appear and often result in death, makes it necessary for everyone to prevent them and live a healthy lifestyle. We can create a healthy lifestyle by making the environment around us free from trigger factors, one of which is avoiding the dangers of cigarette smoke.

Cigarette smoke has become an urgent health issue in many countries around the world. The bad effects of smoking are not only felt by active smokers, but also by those who are passively exposed to cigarette smoke. The World Health Organization (WHO) reports that more than 7 million people die every year from smoking-related diseases, and around 890,000 of them are victims of secondhand smoke. Facing this serious threat, many countries have adopted Smoke Free Zone policies as an effort to protect the public from the dangers of cigarette smoke.

The Ministry of Health of the Republic of Indonesia released the results of a global survey on tobacco use in adults (Global Adult Tobacco Survey-GATS) which was carried out in 2011 and repeated in 2021 involving 9,156 respondents. In its findings, over the last 10 years there has been a significant increase in the number of adult smokers by 8.8 million people, namely from 60.3 million in 2011 to 69.1 million smokers in 2021. The GATS survey results also show an increase in the prevalence of smokers. electronics up to 10 times, from 0.3% (2011) to 3% (2021). Meanwhile, the prevalence of passive smoking has also increased to 120 million people. Furthermore, data from the Ministry of Health of the Republic of Indonesia states that the percentage of exposure to cigarette smoke in several public places such as restaurants, households, government buildings, workplaces, public transportation, and even in health service facilities also appears to still be high. (Indonesian Ministry of Health, 2021). Below, researchers display a table of the number of smokers based on the 2023 screening results.

Table1. Number of Smokers Based on Screening Results

No	Regency	Number of Visits	Number of Smokers Aged 40+	Number of Smokers Aged 10-18 Years	Number of Smokers	People with COPD	Note
1.	Regency. Banggai	42133	5730	230	5960	13	
2.	Regency. Banggai Islands	6824	605	0	605	2	
3.	Regency. Banggai Laut	5256	820	37	857	2	
4.	Regency. Boo	21171	4452	95	4547	17	
5.	Regency. Donggala	39051	5346	151	5497	12	
6.	Regency. Morowali	40084	9978	134	10112	5	
7.	Regency. North Morowali	17470	3317	68	3385	10	
8.	Regency. Paris Moutong	39476	5399	145	5544	78	
9.	Regency. Poso	11990	1117	49	1166	0	
10.	Regency. Sigi	35553	8085	226	8311	0	
11.	Regency. Tojo Una Una	9664	1816	51	1867	0	
12.	Regency. Toli-Toli	25493	3675	55	3730	0	
13.	Palu City	52441	5949	80	6029	47	

	Central Sulawesi	346,606	56,289	1321	57,610	186	

Secondary Data Source: North Morowali District Health Service, 2023

Based on the table above, it is known that visits from January-August 2023 amounted to 346,606 people. The number of smokers aged 10-18 years was 1,321 people and the number of smokers aged 40+ was 56,289 people. So, the total number of smokers based on screening results is 57,610 people. Meanwhile, there are 186 people with COPD (chronic obstructive pulmonary disease).

The survey results show the number of exposures to health warnings from 77.2% (2011) to 77.6% (2021). Another finding is that cigarettes have a big impact on the socio-economic impact of society. Currently, cigarettes are the second largest expenditure for poor people, higher than spending on nutritious food. Based on this data, it is very important to create a Smoke Free Area policy which aims to create a smoke free environment in public places, such as workplaces, shopping centers, restaurants, and recreation areas. This approach aims to reduce exposure to passive cigarette smoke, create awareness about the dangers of smoking, and encourage smokers to stop smoking or reduce cigarette consumption. This policy is not only about protecting health, but also about creating social norms that support a smoke-free lifestyle.

Smoking is a serious problem that has a negative impact on public health and the environment. Cigarette smoke contains various toxic substances that can cause lung disease, cancer and other health problems. To protect the public, many countries and regions have implemented smoke-free area policies. North Morowali Regency, as one of the regions in Central Sulawesi, also realizes the importance of protecting the health of its citizens, one of which is within the North Morowali Regency Regional Education and Culture Service. Therefore, the government is expected to make efforts to formulate various regulations and policies that can be implemented to overcome the dangerous impacts of smoking, including through Law of the Republic of Indonesia Number 36 of 2009 concerning health. Based on these various policies, one of the policies that must be implemented by all regions in Indonesia is to establish No-Smoking Areas (KTR) which can be started from health institutions, education and other public places.

A non-smoking area is a room or area that is prohibited for smoking or the activities of producing, selling, advertising and promoting tobacco products. A smoke-free area is known to be a room or area that is prohibited for smoking activities or activities for producing, selling, advertising and/or promoting tobacco products. Meanwhile, smoking is the activity of burning cigarettes and/or inhaling cigarette smoke. This activity is liked by many people and is fun, as well as being the biggest contributor to the country's foreign exchange, even though it can be dangerous for the health of people who smoke and those around them.

As a follow-up to the impact of smoking on human health and the environment, the North Morowali Regency government issued Regional Regulation Number 1 of 2016, Concerning Smoking-Free Areas. This regulation cannot be separated from a number of

Eli Sudrajab Petalolo[1], Nuraisyah[2], Dandan Haryono[3]

considerations, including that in order to improve public health, we must always get used to a healthy lifestyle. The establishment of Regional Regulations on Non-Smoking Areas is the legal basis for every person or entity to obtain the same rights to a healthy non-smoking area, and every person or entity carries out the obligation to maintain and implement the regulations that have been made to preserve the environment.

KTR implementation policies have been identified as the main intervention strategy for controlling non-communicable diseases. A non-smoking area is a room or area that is prohibited from smoking, producing, selling, advertising, promoting and/or promoting tobacco products. The impact of cigarette smoke has become an important issue in recent years. Many studies have published the dangers of cigarette smoke for smokers and for the people around them. The smoking habit is a behavior that is difficult to change because of the addictive effects of nicotine, but it is realized that in order to reduce its negative impact, especially on the environment, for the sake of public health, it is important to have a policy.

Lowi in Mayer and Greenwood (1984:4), defines policy as a general statement made by government authorities with the intention of influencing citizen behavior by using positive and negative sanctions. Titmuss (Suharto, 2010:7), defines policies as principles that regulate actions directed towards certain goals. According to Titmuss, policy is always problem-oriented and action-oriented. Thus, it can be stated that the smoke-free area policy (KTR) is a decree that contains principles to direct ways of acting that are planned and consistent in achieving certain goals.

After 8 (eight) years of enactment of North Morowali Regency Regional Regulation Number 1 of 2016, concerning No-Smoking Areas, it turns out that its implementation has not been relatively effective. It can be seen that there are still many violations committed by employees of the North Morowali Regency Regional Education and Culture Service against these regulations, such as many cigarette butts being found in the office environment. In fact, when this regional regulation was first formed, the government had carried out cross-sector communication and outreach to the community at a number of points in Kolonodale City. The operation involved a number of related agencies from the Health Service, Civil Service Police Unit and the Police. Communication was carried out in the first 3 (three) months, but after that there was no more.

The phenomenon of many violations committed by employees and the public within the DepartmentRegional Education and Culture of North Morowali Regencyrelated to the implementation of the smoke-free area policy, due to several things, such as a lack of knowledge and public awareness to comply with the rules that have been set. Based on initial observations made by researchers, it shows that there are problems and obstacles in implementing the no-smoking area policy in the DepartmentRegional Education and Culture of North Morowali Regency. If related to Edward III's theory (1980: 10-11) which consists of communication, resources, disposition and bureaucratic structure, these four dimensions are relatively ineffective according to initial observations made by researchers.

First, communication aspects vizThe Head of the Regional Education and Culture Service of North Morowali Regency to employees and the community is less intense, that is, he is relatively not very communicative in supporting the KTR policy. According to

researchers, until now there are still many prohibited smoking areas within the North Morowali Regency Regional Education and Culture Office that are not yet sterile from smoking activities. In fact, of the many rooms in the Department, there are only 2 (two) rooms that do not have smoking activities in them, namely the Head of Department's room and the Culture Sector Room. In addition, there is a conflict between policy implementers and orders issued by policy makers.

Second, The resource aspect is that there is not yet an adequate smoking area available due to the limited budget to build a special room for smokers. An anti-smoking task force has not yet been formed, so many employees still smoke everywhere. This means that failures often occur in implementation, one of which is caused by staff/employees who do not support the policy.

Third; The disposition aspect is that administrative sanctions are still weak given to employees and the public who commit violations within the North Morowali Regency Regional Education and Culture Service and weak support from government agencies in implementing this policy. Even though the regional regulations clearly state administrative sanctions (fines) and imprisonment that will be imposed on employees and members of the public who deliberately commit these violations, such as the provisions of Article 15, namely every person who smokes in a place or area declared as a KTR. as intended in Article 2, shall be sentenced to imprisonment for a maximum of 3 (three) days or a fine of a maximum of Rp. 50,000 (fifty thousand rupiah). The provisions of Article 16 are that every person/entity that promotes, advertises, sells and/or buys cigarettes in a place or area declared as a KTR as intended in Article 7 paragraph (2) shall be punished with imprisonment for a maximum of 7 (seven) days or a fine of a maximum a lot of Rp. 5,000,000, - (five million rupiah). Meanwhile, the provisions of Article 17 are that every KTR manager who does not carry out internal supervision allows people to smoke, does not remove ashtrays or the like, and does not put up no smoking signs in areas declared as KTR as intended in Article 5 letters a, b, c , and letter d, shall be punished with imprisonment for a maximum of 15 (fifteen) days or a fine of a maximum of Rp. 10,000,000, - (ten million rupiah).

However, the reality is that up to now there are still many employees/staff and members of the public who deliberately smoke in non-smoking areas within the North Morowali Regency Regional Education and Culture Service but are not prosecuted and given sanctions in accordance with those in the regional regulations. Fourth; aspects of the bureaucratic structure, namely cross-sector coordination, are increasingly unclear, even standard operational procedures for smoking prohibitions which are generally used as a basis for giving warnings, giving administrative sanctions and giving criminal sanctions do not appear to apply within the North Morowali Regency Regional Education and Culture Service.

Based on the description of the problems above, the researcher is interested in conducting research with the title implementation of the smoke-free area policy at the Regional Education and Culture Office of North Morowali Regency. So, the aim of this research is to find out how the Smoke Free Area Policy is implementedNorth Morowali Regency Regional Education and Culture Service.

LITERATURE REVIEW

Sitti Rafiati's research (2017). The main problem in this research is how to implement Barru Regency Regional Regulation Number 1 of 2016 concerning No-Smoking Areas, seen from the communication aspect, resource availability aspect, disposition aspect and organizational structure support so that the implementation of this policy can be implemented. The method used in this research is a descriptive method with a qualitative approach. Data was collected using research instruments; interviews, observations and document reviews, then the data was collected using the interactive model of data analysis from Miles and Huberman which consists of Data Reduction, Presentation of Data in descriptive form, Data Display and the final stage of Verification and Confirmation of Conclusions.
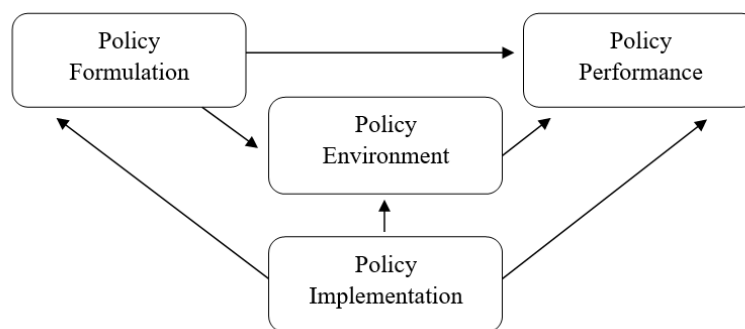
Public Policy Process

The public policy process is a series of intellectual activities carried out in the process of political activities. This political activity appears in a series of activities that cover various things. According to Anderson (Subarsono, 2011:12-13), it is determined that the public policy process has several stages, namely as follows:

1. Problem formulation: what the problem is, what makes it a policy problem and how the problem can get on the government's agenda.
2. Policy formulation (formulation); how to develop options or alternatives to solve the problem and who participates in policy formulation.
3. Policy determination (adoption); how alternatives are determined, what requirements or criteria must be met, who will implement the policy and what is the process or strategy for implementing the policy and what is the content of the policy that has been determined.
4. Implementation, who is involved in implementing the policy, what they do and what is the impact of the policy content.
5. Evaluation (evaluation); how the level of success or impact of the policy is measured, who evaluates the policy, what are the consequences of evaluating the policy and are there demands for change or cancellation.

The model developed by Anderson above regarding the public policy process does not include "policy performance" but directly "policy evaluation". One possibility is that "policy performance" is a process that "inevitably occurs" in public life, without even having to be mentioned. Meanwhile, Effendi (Nugroho, 2008:352) provides the locus of "policy performance" in the policy process, as shown in the following picture:

Figure 1. Policy Process

Source: Effendi (Nugroho, 2008:352)

From the explanation above, it can be seen that the public policy process can be seen as an activity that will later determine the future of a (certain) public life, whether it will be better or vice versa. Therefore, the public policy process cannot be considered a playful activity.

Definition of Public Policy

Basically, there is a difference between the terms policy and wisdom in everyday life. The term policy is a series of alternatives that are ready to be chosen based on certain principles, while policy concerns a decision that allows something that is actually prohibited based on certain reasons such as humanitarian considerations (Keban, 2008: 58).

Abidin (2012: 193) states that in general a policy is considered quality and capable of being implemented if it contains several elements, namely:

1. Rational, namely goals that can be understood or accepted by common sense. This is mainly seen from the available supporting factors, where a policy that does not consider supporting factors cannot be considered a national policy.
2. Desirable, that is, the goal of the policy concerns the interests of many people, so that it gets support from many parties.
3. The assumptions used in the policy formulation process are realistic, they are not made up. Assumptions also determine the level of validity of a policy.
4. The information used is quite complete and correct, whereas a policy will be inappropriate if it is based on incorrect or outdated information.

If we look closely, all policies are normatively problem solving, meaning that each policy is actually intended to solve or at least reduce the complexity of public problems, namely corrective problems that have been identified and succeeded in being included in the government's agenda. Knoepfel et al (Wahab, 2012: 10), define policy: A series of decisions or actions as a result of structured and repeated interactions between various actors, both public or government and private or private, who are involved in various ways of responding, identifying and solving a problem that is politically defined as a public problem.

From the definition above, it can be concluded that the current focus of our attention in studying or analyzing public policy is more on what the government actually does, and not just on what it thinks or wants to do.

Policy Implementation

Etymologically, implementation can be meant as an activity related to completing a job by using means (tools) to obtain results. If the definition of implementation above is combined with public policy, then the word implementation of public policy can be interpreted as the activity of completing or implementing a public policy that has been determined or approved by using means (tools) to achieve goals.

Grindle (1980:7) states that implementation is a general process of administrative action that can be researched at a specific program level. Mazmanian and Sabatier (Widodo, 2010: 87), explain the meaning of implementation by saying that: "To understand what actually happens after a program is enacted or formulated is the subject of policy implementation. Those events and activities that occur after the issuance of authoritative public policy directives, which include both the effort to administer and the substantive impacts on people and events". The main essence of policy implementation is understanding what should happen after a program is declared effective or formulated. This understanding includes efforts to administer it and to have a real impact on society or events.

Based on the meaning of implementation above, Mazmanian and Sabatier further stated that this definition does not only involve the behavior of administrative bodies responsible for implementing programs and engendering obedience among target groups, but also concerns direct networks of political, economic and social power. or indirectly can influence the behavior of all parties involved and ultimately have an impact on what is expected (intended) or unexpected (unintended) from a program."

Nugroho (2008:432), said that in principle policy implementation is a way for a policy to achieve its goals. Nothing more and nothing less. To implement public policy, there are two steps available, namely implementing it directly in the form of a program or through the formulation of derivative policies or derivatives of the public policy.

Salusu (1996:409) says that implementation is a set of activities carried out following a decision, meaning that implementation can only be carried out if the decision has been made or what will be implemented has been realized. Without a decision it is impossible to implement it.

Browne and Wildavsky (Usman, 2002:70) suggest that implementation is an expansion of activities that adapt to each other. From this definition it can be seen that policy implementation consists of policy objectives or targets, activities, or activities to achieve goals, from the results of activities. So, it can be concluded that implementation is a dynamic process, where policy implementers carry out an activity or activity, so that in the end they will get a result that is in accordance with the goal or target of the policy itself. The success of a policy implementation can be measured or seen from the process and achievement of the final result (output), namely: whether or not the goals to be achieved are achieved.

Udoji (Agustino, 2012: 140), said that implementing policies is something important, perhaps even more important than policy making. Policies will just be dreams or good plans stored neatly in the archives if they are not implemented.

Thus, policy implementation is a very important stage in the overall policy structure, because through this procedure the overall policy process can influence the level of success or failure in achieving goals. Therefore, the policy implementation process is much more difficult compared to the policy making stage. In essence, in the public policy process, policy implementation is a practical stage and is distinguished from policy formulation which can be seen as a theoretical stage. Thus, the implementation of public policy needs to be carried out by considering various factors so that the public policy in question can truly function/be useful as a tool for realizing the desired expectations. In other words, the implementation of public policy is an effort to realize a decision or agreement that has been previously determined.

Van Meter and Van Horn (Winarno, 2008: 146), say that policy implementation is actions carried out by individuals (or groups) of the government and private sector which are directed to achieve the goals set in previous policy decisions. .

These actions include efforts to convert decisions into operational actions within a certain period of time as well as in the context of continuing efforts to achieve large and small changes determined by policy decisions. What needs to be emphasized here is that the policy implementation stage will not begin before the goals and suggestions are set or identified by policy decisions.

Policy Implementation Models
Van Metter and Van Horn Policy Implementation Model

The top-down approach model formulated by Donald Van Metter and Carl Van Horn is called A Model of Policy Implementation. This implementation process is an abstraction or performance of policy implementation which is basically deliberately carried out to achieve high public policy implementation performance which takes place in the relationship of various variables. This model assumes that policy implementation proceeds linearly from available political decisions, implementers and public policy performance.

These dimensions of implementation are explained by Van Metter and Van Horn (Agustino, 2012:142-144), as follows:

1. Policy standards and targets. The level of success of policy implementation can be measured if and only if the size and objectives of the policy are realistic with the socio-culture that exists at the policy implementing level. When policy measures or policy objectives are too ideal (even too utopian) to be implemented at the citizen level, then it is quite difficult to realize public policy to the point that it can be said to be successful.
2. Resource. The success of the policy implementation process is highly dependent on the ability to utilize available resources. Humans are the most important resource in determining the success of an implementation process. Certain stages of the entire implementation process require the presence of quality human resources in accordance with the work required by policies that have been determined apolitically. But when the

competence and capability of the sources is nil, then the performance of public policy is very difficult to expect. But apart from human resources, other resources also need to be taken into account, namely financial resources and time resources. Because whether we want it or not, when competent and capable human resources are available while disbursement of funds through the budget is not available, then it becomes a complicated problem to realize what the public policy objectives are intended to aim for. Likewise with time resources. When human resources are working diligently and funds are available well but are faced with the problem of too tight time, then this can also be the cause of unsuccessful policy implementation. Apart from that, equipment resources are also very necessary to support policy implementation. Therefore, the resources above cannot be simply ignored, because they can hamper the implementation process if one of these resources is removed.

3. Characteristics of the implementing agency. The focus of attention on implementing agents includes formal organizations and informal organizations that will be involved in implementing public policy. This is very important because the performance of public policy implementation will be greatly influenced by the appropriate characteristics and suitability of the implementing agents. For example, the implementation of public policies that seek to change human behavior or behavior radically, the project implementing agent must be characterized by being strict and strict about legal rules and sanctions. Meanwhile, if the public policy does not really change basic human behavior, then it is possible that the implementing agent that is revealed will not be as tough and firm as in the first description. Apart from that, the scope or area of policy implementation also needs to be taken into account when determining the implementing agent. The wider the scope of policy implementation, the greater the number of agents involved.

4. Implementer's attitude. The attitude of acceptance or rejection of the implementing (agent) will greatly influence the success or failure of the performance of public policy implementation. This is very likely to happen, because the policies implemented are not the result of formulations by local residents who really understand the issues and problems they feel. However, the policy that the implementer will implement is a policy that comes from the "Top down" where it is very possible that the decision makers will never know (even be unable to touch) the needs, desires or problems that citizens want to solve.

5. Inter-organizational communication and implementing activities. Coordination is a very powerful mechanism in implementing public policy. The better the coordination and communication between the parties involved in an implementation process, the assumption is that errors will be very small to occur, and vice versa.

6. Economic, social and political conditions. The final thing that also needs to be considered in order to assess the performance of public implementation from the perspective offered by Van Metter and Van Horn is the extent to which the external environment contributes to the success of the public policies that have been established. A social, economic and political environment that is not conducive can be the cause of failure in the performance

of public policy implementation. Therefore, efforts to implement policies must also pay attention to the conducive conditions of the external environment.

Edward III Policy Implementation Model.

The policy implementation model introduced by Edward III (Indiahono, 2009:31-34), points to four dimensions that play an important role in achieving successful implementation. The four dimensions are communication, resources, disposition, and bureaucratic structure.

1. Communication, namely indicating that each policy will be implemented well if there is effective communication between program (policy) implementers and the target group (target group). The goals and objectives of programs/policies can be socialized properly so as to avoid distortion of policies and programs. This is important because the higher the target group's knowledge of the program, the lower the level of rejection and mistakes in applying programs and policies in the real world. In communication, there are three important aspects, namely transmission, clarity and consistency.

   a. Transmission (transmission). Before a public official implements a decision, he must be aware that a decision has been made and an order for its implementation has been issued.

   b. Clarity (clarity). If policies are to be implemented as desired, then implementation instructions must not only be accepted, but must also be clear. The clarity of the information conveyed will minimize the possibility of distortion or deviation of the information from what the information provider should or desires. Through clear information and communication processes, it is hoped that misinterpretations will not arise so that the policy implementation process can be carried out more easily in achieving its goals.

   c. Consistency (consistency). If policy implementation is to take place effectively, implementation orders must be consistent and clear. Several factors that produce unclear communication also cause inconsistent communication, namely: (1) complexity of public policy; (2) difficulties in starting a new program; (3) the many objectives of various policies.

2. Resources, namely indicating that every policy must be supported by adequate resources, both human resources and financial resources. Human resources are sufficient quality and quantity of implementers to cover the entire target group. Financial resources are sufficient investment capital for a program. Both must be considered in implementing government programs. Because without the reliability of the implementer, policies will be less energetic and run slowly and haphazardly. Meanwhile, financial resources guarantee the sustainability of the policy. Without adequate financial support, the program cannot run effectively and quickly in achieving goals and objectives.

3. Disposition, namely designating characteristics that are closely attached to policy implementers. The important characteristics that an implementor has are honesty and commitment. Implementers who have high commitment and are honest always persist despite the obstacles they encounter. Honesty directs implementers to remain within the

program levels outlined in the program guidelines. His commitment and honesty made him even more enthusiastic in implementing the program stages consistently.

Figure 2. Edward III Policy Implementation Model
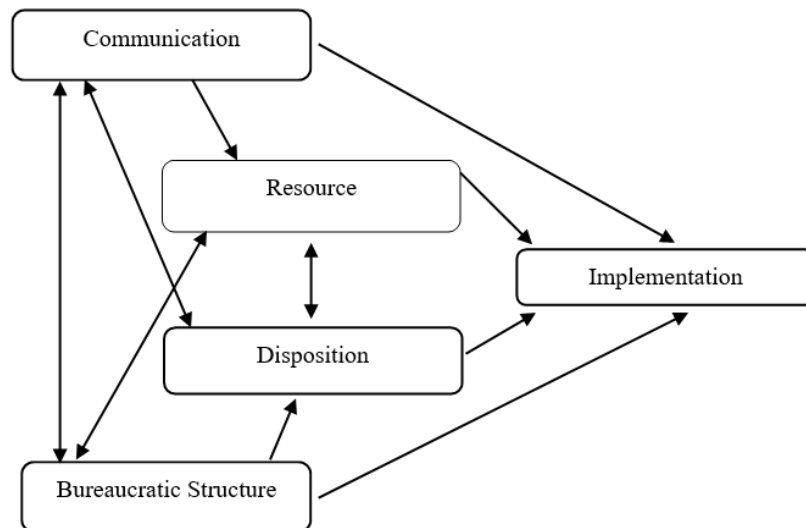
Source: Edward III (Indiahono, 2009:34)

4. Bureaucratic Structure, which indicates that bureaucratic structure is important in implementing policies. This dimension of bureaucratic structure includes two important things, first is the mechanism and structure of the implementing organization. The program implementation mechanism is usually determined through standard operating procedures (SOP) which are included in the program/policy guidelines. A good standard operating procedure (SOP) includes a framework that is clear, systematic, not complicated and easy to understand by anyone, because it will be a reference for the implementor's work. Meanwhile, the implementing organizational structure, as far as possible, avoids things that are convoluted, long and complex.

All of the aspects above are related to each other in achieving policy goals and objectives. Everything synergizes with each other in achieving goals and one dimension will greatly influence other aspects. This implementation model from Edward III can be used as a tool to measure how effectively and optimally the program is implemented in various places and times.

No-Smoking Area Policy

The legal basis for non-smoking areas in Indonesia, namely Law of the Republic of Indonesia Number 36 of 2009 concerning Health, mandates that in efforts to create a healthy environment, every person is obliged to respect the rights of other people in obtaining a healthy environment, both physical, biological and social, and Every person is obliged to behave in a healthy way in realizing, maintaining and promoting the highest level of health. A healthy environment can be realized, among other things, by implementing No-Smoking

Areas (KTR) in health service facilities, teaching and learning places, children's play areas, places of worship, public transportation, workplaces and public places as well as other designated places.

A non-smoking area is a place or room where smoking, producing, selling, advertising and/or promoting cigarettes is prohibited. The specific aim of implementing KTR is to reduce morbidity and mortality due to smoking, while in general implementing KTR can help create a clean, healthy, safe and comfortable environment; provide protection for non-smokers; reducing the number of smokers; preventing new smokers and protecting the younger generation from the abuse of Narcotics, Psychotropics and Addictive Substances (NAPZA).

The Regional Education and Culture Service is one of the regional work units (SKPD) in North Morowali Regency which should have implemented a No-Smoking Zone (KTR), but in reality, up to now there are still many employees/staff and even people who carry out smoking activities in the area. office area and even in the workspace which shows that there is no compliance with the regulations set by the North Morowali Regency government. Therefore, it is hoped that the implementation of No-Smoking Zones in the Regional Education and Culture Office consistently can improve the level of public health, especially controlling the risk factors for disease and death caused by smoking and increasing the culture of employees and the community in living clean and healthy. Apart from that, it will improve the good image (view) of the general public towards the region and its government by increasing discipline, order and compliance with regulations. From an environmental aspect, the implementation of KTR will have an impact on improving air quality, especially indoor air quality. In the economic sector, it will be able to increase the economic level of families due to reduced spending on cigarettes, especially in poor families. Likewise, local governments will reduce regional government spending on health financing in dealing with smoking-related diseases.

As a follow-up to the impact of smoking on human health and the environment, the North Morowali Regency government issued North Morowali Regency Regional Regulation Number 1 of 2016, Concerning Smoke-Free Areas (KTR). This regulation cannot be separated from a number of considerations, including that in order to improve public health, we must always get used to a healthy lifestyle. The establishment of Regional Regulations on Non-Smoking Areas is the legal basis for every person or entity to obtain the same rights to a healthy non-smoking area, and every person or entity carries out the obligation to maintain and implement the regulations that have been made to preserve the environment.

METHOD

This research uses a qualitative descriptive method, which aims to get an overview of current conditions and the relationship between variables. The research location was chosen at the North Morowali Regency Education and Culture Office because the smoke-free area policy is often violated there. The research informants were selected as 5 people who had understanding and experience regarding the policy.

Data collection techniques used include observation, in-depth interviews, and documentation. Observations are carried out systematically on the phenomena observed, while in-depth interviews use interview guides to ensure all relevant aspects are discussed. Documentation includes a variety of written sources related to the research.

The research instrument in qualitative research is the researcher himself, who must be validated in understanding research methods, mastery of the field being researched, and readiness to enter the field. Data analysis was carried out interactively with stages such as data collection, data condensation, data presentation, and drawing conclusions/verification. This process is cyclical and repeats itself during and after data collection, with a focus on verifying the meaning that emerges from the data.

RESULTS AND DISCUSSION
Implementation of the Smoke Free Area Policy at the North Morowali District Education and Culture Office

The North Morowali Regency Education and Culture Office is one of the regional work units in North Morowali Regency which should have implemented 100% non-smoking areas, but in reality, up to now there are still visitors who smoke anywhere, even in office spaces. which shows that there is no compliance with the regulations set by the government. In fact, based on North Morowali Regency Regional Regulation Number 1 of 2016 concerning Non-Smoking Areas, smoking is not permitted in areas that have been designated as non-smoking areas, including office areas.

Therefore, it is hoped that the consistent implementation of No-Smoking Areas in the North Morowali Regency Regional Education and Culture Service can improve the level of public health, especially controlling risk factors for disease and death caused by smoking and increasing the culture of employees/staff and the community in living clean and healthy. Healthy. Apart from that, it will improve the good image (view) of the general public towards the region and its government by increasing discipline, order and compliance with regulations. From an environmental aspect, the implementation of KTR will have an impact on improving air quality, especially indoor air quality. In the economic sector, it will be able to increase the economic level of families due to reduced spending on cigarettes, especially in poor families. Likewise, local governments will reduce regional government spending on health financing in dealing with smoking-related diseases.

A non-smoking area is a place or room where smoking, producing, selling, advertising and/or promoting cigarettes is prohibited. The specific aim of implementing KTR is to reduce morbidity and mortality due to smoking, while in general implementing KTR can help create a clean, healthy, safe and comfortable environment; provide protection for non-smokers; reducing the number of smokers; preventing new smokers and protecting the younger generation from the abuse of Narcotics, Psychotropics and Addictive Substances (NAPZA).

Based on the description above, the implementation of the smoke-free area policy in North Morowali Regency, one of which is at the Regional Education and Culture Service, is expected to provide very significant benefits for the community. The theory used by

researchers as an analytical tool is Edward III's theory, which consists of communication, resources, disposition and bureaucratic structure. These four aspects will be explained through a research study, namely as follows:

Communication

Communication is defined as the process of conveying information from the communicator to the communicant. Policy communication means the process of conveying policy information from policy makers to policy implementers. Public policy information needs to be conveyed to policy actors so that policy actors can know, understand what the content, objectives, direction, target groups of policies are so that policy actors can prepare correctly what must be prepared and done to implement public policy. so that the policy goals and objectives can be achieved as expected. Policy communication itself has several dimensions, including the dimensions of transformation (transmission), clarity (clarity) and consistency (consistency). The transmission dimension requires that public policies be conveyed not only to policy implementers, but also to policy target groups and other parties who have an interest, either directly or indirectly, in the public policy. Therefore, the communication dimension includes policy transformation, clarity, and consistency. The transformation dimension requires that public policy can be transformed for implementers, target groups and other parties related to the policy. The dimension of clarity (clarity) requires that policies transmitted to implementers, target groups and other parties who have a direct or indirect interest in the policy can be received clearly so that they know what the aims, objectives and targets are as well as the substance of the policy. the public. If it is not clear, they will not know what should be prepared and implemented so that policy objectives can be achieved effectively and efficiently.

Based on what was conveyed by the informant above, it turns out that it is not completely in accordance with the facts on the ground. Information obtained by researchers is that there are still many employees who have not received information regarding the existence of the KTR Regional Regulation, especially newly appointed employees. Thus, it can be seen that there is a lack of coordination so that information on a strict prohibition against smoking in office areas is not well coordinated with the target group. In fact, communication is a powerful mechanism in implementing a program. Because the better the communication and delivery of information between the parties involved, the greater the possibility that the smoke-free area (KTR) policy in the Regional Education and Culture Office will run effectively.

According to Edward III in Tangkilisan (2003:12), in order for program implementation to be effective, those whose responsibility is to implement a decision must know what they should do. Commands to implement policies must be transmitted to appropriate personnel, and these policies must be clear, accurate, and consistent.

To strengthen the argument presented by the informant above, regarding the weak coordination of the implementation of the smoke-free area policy at the Regional Education and Culture Service to the target group, the researcher cross-checked with several people who were not included in the research informants and they said that coordination was very

important carried out both vertical coordination and horizontal coordination and so far this coordination has not been relatively effective in its implementation. According to the researcher, the answer given by Sarmoli N. Patinggi above is relevant to the definition of public policy put forward by Thomas R Dye, namely that public policy is whatever the government chooses to do or not to do. The policy interpretation of policy according to Dye must be interpreted in two important ways: first, that the policy must be carried out by a government agency, and second, the policy contains a choice whether or not to be carried out by the government.

According to researchers, the lack of coordination between leaders and employees means that previously set targets and goals will not be achieved. In fact, through communication, various problems and obstacles in providing services to the community can be identified, and appropriate and appropriate solutions can then be formulated. Employees and the public know about the existence of these regulations easily, but not all employees and visitors understand the boundaries in the No-Smoking Area area and what harsh sanctions will be given if they violate them. Because of this ignorance, there are still smokers who dare to violate these regulations. Policy delivery is not conveyed optimally to employees so it can make people forget it easily. Communication that occurs between institutions or related fields is often not heard, which causes people to pay less attention to the No-Smoking Area Policy. Message delivery by policy implementers must be conveyed to the target politely, clearly and understandably. Next, the researcher asked whether the policy for smoking-free areas had been communicated by the Technical Service,

Starting from what the informant stated above, the researcher is of the opinion that the lack of communication and socialization related to the smoke-free area (KTR) policy means that many employees and the public do not know about the sanctions and impacts that will occur if this policy is not complied with. Based on information obtained by researchers from an employee at the Regional Education and Culture Service who did not wish to be named, the KTR policy at the Education and Culture Office is not working as it should, this is because there are no strict sanctions for employees and the public who commit violations, in fact there are still many employees who do the same thing, namely smoking in office areas.

According to the researcher, what was stated by the informant above should be taken into consideration by the Regional Education and Culture Service officials in implementing the KTR policy, because there are still employees and visitors who come to the Education and Culture Office who do not know about the existence of this policy and the dangers and impacts for smokers if they smoke. smoking behavior is not stopped from now on. Meanwhile, one of the guests who came to the Education and Culture Department said that it would be impossible to stop the behavior of people who smoke in office areas if the sanctions given were only limited to ordinary warnings, which is why many employees and visitors left the room to look for a place to smoke because strict sanctions were not enforced. Researchers learned this information from the Diskdikbud cleaning staff that every morning when they were cleaning, they found many cigarette butts scattered around the office.

Basically, communication within the Disdikbud environment is the process of conveying information to every employee within the Disdikbud environment. Policy

communication is the process of conveying policy information from policy makers to policy implementers and then socializing it to target groups. Regarding the informant's answer above, researchers can draw the conclusion that there are no prohibitions or strong warnings given by the Education and Culture Office so that many employees and the public as visitors still smoke in office areas. However, strict warnings given to employees and the public can minimize violations.

From the answers above, it is known that communication between the leadership and employees is rarely carried out, and even then, only occasionally because the leadership feels that employees already know the rules and all the consequences they will receive if the implementation of the smoke-free area policy is not adhered to. Thus, it is important for the leadership to hold another meeting to discuss the imposition of sanctions and fines on anyone who commits violations in smoke-free areas within the North Morowali Regency Regional Education and Culture Service. Then the researcher asked what the simplest form of communication was carried out by the leadership regarding smoke-free areas at the North Morowali Regency Education and Culture Office,

Based on the answers given by the informant above, communication is rarely carried out to all Disdikbud employees regarding the smoking ban. Meanwhile, with the public/visitors, employees at the Education and Culture Department do this in the form of socialization, namely placing stickers in several corners of the workspace. Thus, it can be understood that communication and socialization greatly determine the success of achieving the goals of a policy. However, if communication or delivery of information is not carried out, this will result in the policy being hampered and not running as it should. Therefore, effective implementation will occur if decision makers already know what they are going to implement. Based on information obtained by researchers from an informant who has worked at the Education and Culture Department for a long time, when this policy was first implemented, many employees and the public were not aware of the existence of this policy, due to a lack of communication and socialization. Therefore, stakeholder involvement is highly demanded in the delivery of this policy because they are the main key in the successful implementation of this policy. If you look at the reality, communication and socialization are only carried out at the beginning of the implementation of this regional regulation.

Resource

According to Van Meter and Van Horn in Subarsono (2011: 100), policy implementation requires support from human resources and support from non-human resources. Apart from human resources, other resources should also be taken into account in implementing the smoke-free zone (KTR) policy, such as financial resources and time resources, because while competent and capable human resources are available, they are not supported by financial resources. and facilities and infrastructure in implementing the policy, it will be a complicated problem to realize what is intended to be the goal of the smoke-free area policy. Edward III in Widodo (2010:98) stated that this resource factor also has an important role in policy implementation. Edward III further emphasized that, no matter how clear and consistent the provisions or rules are, and no matter how accurately the delivery of

these provisions or rules is, if the policy implementers who are responsible for implementing the policy lack the resources to carry out work effectively, then the implementation of the policy will not be effective. The resources referred to in this research include human resources, financial resources, and equipment/facilities and infrastructure resources needed to implement the smoke-free zone (KTR) policy at the North Morowali Regency Education and Culture Office.

1) Human Resources

Human resources are one of the variables that influence the success and failure of policy implementation. Edward III emphasized that "probably the most essential resource in implementing policy is staff". Human resources (staff) must be sufficient (number) and capable (expertise). Thus, the effectiveness of policy implementation is very dependent on the human resources (apparatus) responsible for implementing the policy. Even if the rules for implementing policies are clear and policies have been transformed appropriately, if human resources are limited in terms of both quantity and quality (expertise), policy implementation will not be effective. However, in order to obtain effective policy implementation, one must not only rely on a large number of human resources, but one must have the skills necessary to carry out the tasks and functions for which they are responsible.

Referring to the statement above, the Disdikbud has made efforts to carry out its duties and functions as a community service, namely prohibiting anyone from smoking in the Disdikbud area, even though in reality there are still many members of the public who continue to commit smoking violations in the Disdikbud. According to researchers, the implementation of this policy will not be effective if there is no seriousness from the leadership to take action against those who deliberately commit violations. As seen by researchers, there are still many employees and members of the public who smoke in any place and this should be an important note for all of us to be willing and brave to prohibit employees and members of the public from smoking in any place. If this is allowed to happen, it will set a bad precedent for the Department of Education and Culture because it will not carry out its duties properly.

According to researchers, the Education and Culture Department does not yet have an anti-smoking task force team so that when all employees are busy there is no one on duty to guard or monitor violations in smoke-free areas. The busyness of every employee at Disdikbud who must always serve guests and the public and other duties that cannot be neglected means that there are no people who are prepared to monitor various kinds of violations, this is because at Disdikbud there is also a shortage of employees to act as supervisors.

What was stated by the informant above is very related to what I witnessed as a researcher, namely that employees at the Education and Culture Office are still half-hearted in giving warnings to people who smoke in the Education and Culture Office area. It's just that the willingness to impose strict sanctions has not been fully measured, because many still use the approach of feelings and cultural relationships, so that the hope of implementing the smoke-free area policy is not running consistently. The success of a policy is not only measured by the quality of officers/employees and the number of personnel, but the will to

act will be the key to success in implementing this policy. So that the objectives of the smoke-free area (KTR) policy can be implemented optimally, human resources in the form of the Anti-Smoking Task Force are no less important than other resources because they are the ones who will be given the mandate to reprimand anyone who violates the KTR rules.

2) Budget Resources

Resources that influence the effectiveness of policy implementation, apart from human resources, are funds (budget) and equipment needed to finance the operationalization of policy implementation. The limited budget available means that the quality of public services that must be provided to the community is also limited. This condition also causes policy actors to be unable to carry out their duties and functions optimally and they do not receive incentives as expected, causing program implementation to fail. These limited incentives will not be able to change the attitudes and behavior (disposition) of policy actors. Therefore, in order for policy actors to have a high disposition (attitude and behavior) in implementing policies, sufficient incentives are needed.

In conditions as stated above, it can be concluded that limited financial resources (budget) will affect the success of policy implementation, so that the hope of having a special building for smokers cannot be realized due to the lack of available funds. In addition to the program not being implemented optimally, the limited budget causes the disposition of policy actors to be low, and there will even be goal displacement carried out by policy actors towards achieving the stated policy goals and targets.

3) Equipment Resources (facilities)

Equipment resources are the means used to operationalize the implementation/implementation of a policy which includes buildings, land and facilities, all of which will make it easier to provide services in implementing the policy. The question that arises then is how limited facilities and equipment influence policy implementation. Limited facilities and equipment needed to implement a policy will cause policy implementation to fail. Why is that? Because with limited facilities, it will definitely be difficult to obtain accurate, precise, reliable and trustworthy information, which will be very detrimental to the implementation of accountability. The limited facilities available, do not support efficiency and do not encourage the motivation of actors in implementing the policy, that there is a room that has been prepared for smokers, only that room is only intended for Disdikbud employees while a special smoking room for the public/visitors is not yet available, so People who want to smoke sometimes take positions outside the room and some even smoke while standing near the entrance. Based on what the researchers witnessed, there was not a single room prepared for people who wanted to smoke. According to researchers, the Department of Education and Culture may give people the opportunity to smoke in special rooms made for employees who want to smoke so that they do not smoke anywhere.

The results of interviews conducted with the two informants above stated that up to now, there is no room for smoking that has been specially made by the Education and Culture Office, with the consideration that in order for the Education and Culture Office to be free

from cigarette smoke, it is only the leadership's discretion to lend a room at the back for used as a smoking area. According to researchers, because there is no room prepared by the Department of Education and Culture for smokers, many employees and members of the public deliberately smoke in any place. Thus, there is a kind of dilemma that arises regarding people's attitudes when it comes to smoking in a hospital environment. Because there is no special place for smoking prepared by the North Morowali Regency Education and Culture Office, this has resulted in people smoking in any place not heeding warnings from employees not to smoke in office areas. Apart from the facility resources needed to provide protection to employees and the public who are passive smokers, the public also needs sufficient information, not only relating to how to implement policies, but also knowing the importance (essence) of data regarding other parties' compliance. involved in applicable rules and regulations. The human resources of policy actors (implementers) must influence other people involved in implementing the policy. In addition, human resources who implement policies must also have the necessary authority to implement policies.

Based on what was stated by the informant above, it can be seen that the equipment used to implement the smoke-free area policy requires a combination of the necessary sources, in the sense that on the one hand it must be guaranteed that there are no obstacles to all the necessary sources, and on the other hand At each stage of the implementation process, a combination of these sources must be truly available. According to researchers, the existence of computers and close circuit television (CCTV) is very necessary to be able to carry out surveillance in the hospital environment. But so far, the need for CCTV is still very limited, the existence of CCTV in the hospital environment is still very small so that people who commit violations cannot be monitored optimally. So the main responsibility for implementing policies lies with the policy implementer, and generally must be equipped with a number of certain administrative technical skills. So that obstacles that will occur can be anticipated in advance, and fast and appropriate action can be taken immediately. Therefore, without adequate resource support, it is impossible to achieve policy implementation in accordance with the organization's wishes.

Disposition

Edward III in Widodo (2010:104) states that a high disposition influences the level of success of policy implementation. Disposition is defined as the tendency, desire or agreement of implementers to implement a policy. Therefore, the success of a policy implementation is not only determined by the extent to which the policy actors (implementors) know what must be done and are able to do it but is also determined by the willingness of the policy actors to have a strong disposition towards the policy being implemented. This disposition is the will, desire and tendency of policy actors to implement policies democratically, honestly, fairly and transparently so that the policy objectives can be realized in accordance with the interests of the target group, especially the implementation of the smoke-free zone (KTR) policy in the Department. Regional Education and Culture.

According to the researcher, what was stated by the informant above, apparently does not match the results of observations and interviews conducted by the researcher, in this case

the informant said that the desire or agreement of the implementers (implementors) to implement the policy was not very serious, it can be proven that there are still many employees/ visitors who smoke anywhere in the hospital environment. The views of Van Meter and Van Horn, as quoted by Widodo (2010: 105), explain that understanding the general meaning of a standard and policy objectives is important. Successful policy implementation can fail (frustrate) when the implementers (officials) are not fully aware of the policy standards and objectives. Policy standards and objectives have a close relationship with the disposition of implementers. The direction of the implementers' disposition towards policy standards and objectives is also crucial. Implementors may fail to implement policies, because they reject or do not understand the aims of a policy.

The differences in opinion expressed by the two informants above can be concluded that the lack of communication between fellow Education and Culture Department employees has resulted in the implementation of the KTR policy not being optimal. Therefore, an honest and fair attitude is needed in implementing a policy and it is a must for every policy implementing officer, so that the objectives of the policy can be achieved. The disposition or attitude of the implementer is the third critical factor in the approach to implementing the smoke-free zone (KTR) policy at the Regional Education and Culture Service. If implementation is to proceed effectively, not only must implementers know what must be done and have the capacity to do this, but also they must be willing to carry out a policy.

As previously mentioned, the aim of the smoke-free area (KTR) policy is to provide health services to employees and the community. According to researchers, the commitment of the Department of Education and Culture is still low, because researchers observe that there is still low enthusiasm for changing bad habits into positive things. Likewise, the public seems to not want to listen to orders and does not want to hear input and warnings from employees if they commit violations. Next, the researcher askedactions or sanctions given to employees or members of the public (visitors) who commit violations related to the implementation of the smoke-free area policy at the North Morowali Regency Regional Education and Culture Service,

Disdikbud has not strictly imposed sanctions on employees and members of the public who commit violations, this is also confirmed by the researcher's observation that the lack of strict sanctions has made employees and the public without fear of smoking anywhere in the Disdikbud area. Even though these sanctions really have an influence on those who commit violations, it's just that the contents of the policy have not been fully realized. Almost all the time we see target groups who smoke without paying attention to the people around them. The incessant promotion of cigarettes in various mass media and socio-economic convenience have almost caused the habit of smoking to become widespread in almost all target groups, especially among children and teenagers. This shows that the problem of smoking has become increasingly serious, considering that smoking can cause various health risks both to the smoker himself and to other people around him. For this reason, serious efforts are needed in prevention so that people can be protected from cigarette smoke.

In theory, the approach taken by the Disdikbud will not have a deterrent effect on employees and the public/visitors who deliberately commit violations (smoking at the Disdikbud) because there are no strict sanctions from the Disdikbud itself. According to researchers, strict sanctions are the wisest and most effective step that should be given to those who commit violations, namely smoking in the Education and Culture Department area. The legal basis for non-smoking areas in Indonesia, namely Law of the Republic of Indonesia Number 36 of 2009 concerning Health, mandates that in efforts to create a healthy environment, every person is obliged to respect the rights of other people in obtaining a healthy environment, both physically, biologically and socially, and every person obliged to behave in a healthy lifestyle in realizing, maintaining and promoting the highest possible health. A healthy environment can be realized, among other things, by implementing No-Smoking Areas (KTR) in health service facilities, places for teaching and learning processes, places for children to play, places of worship, public transportation, workplaces and public places as well as other designated places.

Based on observations made by researchers, the total number of employees who smoke at the Education and Culture Department is 21 people and there are still employees and visitors who smoke in the Education and Culture Department area. This is because not all visitors to the Education and Culture Department care about and are willing to comply with these rules. In fact, Disdikbud as an educational service facility should not be contaminated by cigarette smoke which can disturb non-smokers, especially women. However, in reality, it is often seen that the behavior of visitors to the Education and Culture Department does not indicate compliance with these regulations. This shows that there has been no firm action from the Department of Education and Culture to take firm action against employees and visitors who smoke in the Disdikbud area. Thus, the policy of implementing Smoke-free Areas must also be supported by compliance and concern of employees and the public regarding the policy, so that the government policy regarding smoke-free areas will be able to save the fate of passive smokers.

Based on what was stated by the informants above, according to Edward III, this disposition will emerge among policy actors, when it will benefit not only their organization, but also themselves. They will know that the policy will benefit the organization and themselves, if they have enough knowledge (cognitive) and they really understand and understand it (comprehension and understanding). Knowledge, deepening and understanding of this policy will give rise to attitudes of acceptance, neutrality and rejection towards the policy. This attitude will give rise to a disposition in policy actors.

Bureaucratic Structure

Even though the resources to implement a policy are sufficient and the implementers know what and how to do it, and they have the desire to do it. According to Edward III in Widodo (2010: 106), policy implementation may still not be effective due to inefficient bureaucratic structures (deficiencies in bureaucratic structure). This bureaucratic structure includes aspects such as organizational structure, division of authority, relationships between organizational units within the organization concerned, and organizational relationships with

outside organizations and so on. Therefore, the bureaucratic structure includes dimensions of fragmentation and standard operating procedures which will facilitate and standardize the actions of policy implementers in carrying out their duties. The fragmentation dimension emphasizes that a fragmented bureaucratic structure can increase communication failures, where policy implementers will have a greater chance that their instructions will be distorted.

Standard operational procedures are a fairly clear and detailed description of what is required of employees when carrying out their duties as well as standards for achieving quality and quality assurance processes as well as certainty in the application of various rules. According to researchers, SOPs are very important to have because they are written guidelines that explain the steps that must be followed in carrying out a process or task consistently. Standard Operating Procedures (SOP) for non-smoking areas are a series of steps and policies established to ensure that an area or area is free from cigarette smoke and smoking activities. This SOP aims to protect the health and comfort of people in the area, as well as encourage healthy living habits and reduce exposure to the dangers of smoking.

In accordance with the researcher's observations, standard operational procedures and forms of sanctions for people who smoke at the Education and Culture Department have not been posted on the notice board. Thus, people do not know what consequences and sanctions they will receive and receive when they commit these violations. Therefore, it is very important to provide outreach to the public in the form of billboards or in the form of leaflets that clarify the function of standard operating procedures (SOP). Basically, standard operating procedures (SOP) are a dimension of the bureaucratic structure. Clarity of policy substance and standard operational procedures for implementing policies will make the disposition of regional health insurance policy actors clearer. The clearer the substance and standard operating procedures (SOP) for implementing policies, the easier it is for policy actors to accept, not want to know, or reject the presence of regional health insurance policies, thus encouraging the emergence of a person's disposition to implement the policy. However, the reality is that what is explained above, regarding the standard operating procedure (SOP) for the prohibition of smoking at the Education and Culture Office, is not yet available.

From the various answers presented above, it can be seen that several informants stated that the absence of standard operational procedures resulted in employees and the public committing violations at will. In fact, standard operating procedures are written instructions to serve as guidelines for completing routine tasks effectively and efficiently, in order to avoid variations or deviations in the process of completing activities by each apparatus implementing the smoke-free zone (KTR) policy at the Morowali Regency Education and Culture Office. North. Viewed as one part of the glue, alignment or integration of the work implementation of each work unit so that it becomes a unified work mechanism that is compact and directed towards a previously determined goal and target. Apart from that, through working relationships between institutions, various problems and obstacles to the smoke-free zone (KTR) policy can be minimized. According to researchers, the lack of cross-sector and cross-agency cooperation means that this policy does not work well, all forms of punishment and sanctions contained in North Morowali Regency Regional

Regulation Number 1 of 2016 cannot be realized. However, the most important thing is that the Education and Culture Department must be willing and able to carry out all the mandates of the regional regulation. Thus, the prospects for effective policy implementation are largely determined by accurate and consistent inter-organizational relationships (accuracy and consistency). Apart from that, communication and coordination are mechanisms that have quite an important position in implementing the smoke-free area (KTR) policy. The better the coordination and communication between the parties involved in implementing the smoke-free zone (KTR) policy, the smaller the errors/mistakes will be, and vice versa.

CONCLUSION

Based on the results of research conducted by researchers at the Regional Education and Culture Office of North Morowali Regency, it can be concluded that the implementation of the smoke-free area policy is relatively ineffective. Several factors are still the causethere are many violations committed by employees and the public/visitors, such as a lack of knowledge and awareness of employees and the public/visitors to comply with the rules that have been set. The reason is the lack of cross-sector communication and minimal outreach to the public/visitors. The resources available are still very limited, there is no anti-smoking task force, smoking rooms for the public are not yet available, there is a minimal budget to implement the smoke-free area policy. Apart from that, fines and sanctions against smokers have never been implemented consistently in accordance with those in the Regional Regulation.Another obstacle is the absence of clear standard operating procedures that can be used as a reference in acting and providing sanctions to people who violate it and the lack of cooperative relations between institutions to support the policy of smoke-free areas within the North Morowali Regency Regional Education and Culture Service.

REFERENCES

Abidin Zainal Said. 2012. Kebijakan Publik. Jakarta. Salemba Humanika.

Afifuddin dan Saebani Beni Ahmad. 2012. Metodologi Penelitian Kualitatif. Bandung. Pustaka Setia.

Agustino Leo. 2012. Dasar-Dasar Kebijakan Publik. Bandung. Alfabeta.

Ali Faried. Alam Syamsu Andi. Wantu M, Sastro. 2012. Studi Analisa Kebijakan: Konsep, Teori dan Aplikasi. Sampel Teknik Analisa Kebijakan Pemerintah. Bandung. Refika Aditama.

Dye R. Thomas. 1972. Understanding Public Policy. New Jersey. Prentice Hall Inc. Englewood Cliffs.

Fauziyah Resky Ananda (2021) Judul dalam penelitian ini yaitu Implementasi Kebijakan Kawasan Tanpa Rokok Di Puskesmas Antang Perumnas Kota Makassar.

Grindle M. 1980. Politic And Policy Implementation In The Third Word. Princenton University Press

Hardiyansyah. 2011. Kualitas Pelayanan Publik: Konsep, Dimensi, Indikator dan Implementasinya. Yogyakarta. Gava Media.

Indiahono Dwiyanto. 2009. Kebijakan Publik: Berbasis Dinamyc Policy Analysis. Yogyakarta. Gava Media.

_____2009. Perbandingan Adminisrasi Publik: Model, Konsep dan Aplikasi. Yogyakarta. Gava Media.

Islamy Irfan M. 2009. Prinsip-Prinsip Perumusan Kebijaksanaan Negara. Jakarta. Bumi Aksara.

Keban T. Yeremias. 2008. Enam Dimensi Strategis Administrasi Publik: Konsep, Teori dan Isu. Yogyakarta. Gava Media.

Kusumanegara Solahuddin. 2010. Model dan Aktor Dalam Proses Kebijakan Publik. Yogyakarta. Gava Media.

Nazir Mohammad. 2003. Metode Penelitian. Jakarta. Ghalia Indonesia.

Nasucha Chaizi. 2004. Reformasi Administrasi Publik: Teori dan Praktek. Jakarta. Grasindo.

Masyhuri dan Zainuddin. M. 2009. Metodologi Penelitian: Pendekatan Praktis dan Aplikatif. Bandung. Refika Aditama.

Mayer, R.B. dan Greenwood, E. 1984. Rancangan Penelitian Kebijakan Sosial. Jakarta: Pustekom Dikbud dan CV. Rajawali.

Miles B. Mattew, Huberman A. Michael & Saldana. 2014. Qualitative Data Analysis. America: Sage Publication.

Nugroho Riant. 2008. Public policy: Teori Kebijakan-Analisis Kebijakan-Proses Kebijakan, Perumusan, Implementasi, Evaluasi, Revisi Risk Management Dalam Kebijakan Publik, Kebijakan Sebagai the Fifth Estate- Metode Penelitian Kebijakan. Jakarta. Elex Media Komputindo.

Parsons Wayne. 2011. Public Policy: Pengantar Teori dan Praktik Analisis Kebijakan. Jakarta. Kencana Prenada Media Group.

Pasolong Harbani. 2005. Metode Penelitian Administrasi, Untuk Organisasi Profit dan Non-Profit. Makassar. Lembaga Penerbitan UNHAS (Lepas).

Peraturan Pemerintah Nomor 109 Tahun 2012 tentang Pengamanan Bahan Yang Mengandung Zat Adiktif Berupa Produk Tembakau Bagi Kesehatan

Peraturan Daerah Kabupaten Morowali Utara Nomor 1 Tahun 2016, Tentang Kawasan Tanpa Rokok

Peraturan Daerah Kabupaten Morowali Utara No. 05 Tahun 2013 tentang Organisasi dan tata kerja Dinas

Peraturan Bupati Morowali Utara Nomor 102 Tahun 2016 tentang Tugas, Fungsi dan Uraian Tugas Jabatan Struktural Perangkat Daerah Kabupaten

Permatasari (2016) Penelitian ini bertujuan untuk mengetahui pelaksanaan implementasi Peraturan Daerah Kota Semarang Nomor 3 Tahun 2013 tentang Kawasan Tanpa Rokok di Universitas Dian Nuswantoro Kota Semarang.

Ricky Fernando (2014). Aufarul Marom, Judul: Implementasi Kebijakan Kawasan Tanpa Rokok Di Puskesmas Pandanaran Kota Semarang.

Riswan Jufri (2017). Judul: Implementasi Kebijakan Kawasan Tanpa Rokok di Dinas Kesehatan Kabupaten Kolaka utara.

Sitti Rafiati (2017). Masalah pokok dalam penelitian ini, bagaimanakah Implementasi Peraturan Daerah Kabupaten Barru Nomor 1 Tahun 2016 Tentang Kawasan Tanpa Rokok

Salusu Jonathan. 1996. Pengambilan Keputusan Strategik Untuk Organisasi Publik dan Organisasi Nonprofit. Jakarta. Arcan

Sinaga M. Anggiat. 2006. Birokrasi Dalam Sistem Administrasi Negara Indonesia. STIA-LAN. Jakarta.

Subarsono AG. 2011. Analisis Kebijakan Publik: Konsep, Teori dan Aplikasi. Yogyakarta. Pustaka Pelajar.

Sugandi Yogi Suprayogi. 2011. Administrasi Publik: Konsep dan Perkembangan Ilmu di Indonesia. Yogyakarta. Graham Ilmu.

Sugiyono. 2009. Metode Penelitian Kuantitatif, Kualitatif, dan R&D. Bandung.

Suharto Edi. 2010. Analisis Kebijakan Publik: Panduan Praktis Mengkaji Masalah dan Kebijakan Sosial. Bandung. Alfabeta.

Syafiie Kencana Inu. 1999. Sistem Administrasi Negara Republik Indonesia. Bumi Aksara. Jakarta.

Tangkilisan Hessel Nogi S. 2003. Kebijakan Publik Yang Membumi. Yogyakarta: Yayasan Pembaruan Administrasi Publik Indonesia (YPAPI) & Lukman Offset.

Thoha Miftah. 2005. Dimensi-Dimensi Prima: Ilmu Administrasi Negara. Jakarta. Rajagrafindo Persada.

Undang-Undang Republik Indonesia Nomor 36 Tahun 2009, tentang Kesehatan

Undang-Undang Republik Indonesia Nomor 13 Tahun 2012 tentang Pembentukan Kabupaten Morowali Utara

Usman Nurdin. 2002. Konteks Implementasi Berbasis Kurikulum. Jakarta. PT. Raja Grafindo Persada.

Wahab Abdul Solichin. 2012. Analisis Kebijakan: Dari Formulasi Ke Penyusunan Model-Model Implementasi Kebijakan Publik. Jakarta. Bumi Aksara.

Wibawa Samodra. 2011. Politik Perumusan Kebijakan Publik. Yogyakarta. Graha Ilmu.

Widodo Joko. 2010. Analisis Kebijakan Publik: Konsep dan Aplikasi Analisis Proses Kebijakan Publik. Malang. Bayumedia Publishing.

Winarno Budi. 2008. Kebijakan Publik: Teori dan Proses. Yogyakarta. Media Pressindo.