



The Implementation, Policy Sanctions for No-Smoking Area at Pertamina Bintang Amin Hospital Lampung Bandar Lampung

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ABSTRACT

Cigarette consumption in Indonesia, especially in Lampung Province and Bandar Lampung City is still high. Policies in the form of laws, provincial regulations and Bandar Lampung City regulations regarding non-smoking areas (NSA) aimed at suppressing the growth rate of cigarette users have not shown success. Pertamina Bintang Amin Hospital Lampung (PBAH) is an area that is required to implement the NSA policy, but visitors are still found smoking. The aim is to determine the implementation of the no-smoking area policy in the hospital. The study utilized a qualitative research method with a case study approach. The data collection was through in-depth interviews, document review, and field observations. Nine informants were selected purposively. Data analysis used a thematic analysis approach. The results of the data analysis obtained information that the PBAH had implemented the NSA policy with the decision of the director of hospital number 007.AKR/PDM/2019 and as the supervisory team with number 005a/KPTS-S8/PBA-A10/04.01.19. The policy foundations of the hospital are the Health Law, Provincial Local Regulation and Bandar Lampung City Local Regulation. The monitoring process in the building has been going well, as evidenced by the absence of employees/visitors smoking, but outside the building, especially in the parking area, it has not been maximized, this is because the area is quite large and cannot be reached by the supervisor. Sanctions for hospitals that do not implement the NSA policy can be subject to administrative sanctions in the form of a warning and can be up to the revocation of operational permits. More severe sanctions can be in the form of fines or corporal punishment. It can be concluded that the implementation of the NSA policy at the PBAH has generally been going well. It is recommended that additional NSA signs in the parking area and an expansion of the number of supervisors are needed.

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ABSTRAK

Konsumsi rokok di Indonesia, khususnya Provinsi Lampung maupun Kota Bandarlampung masih tinggi. Kebijakan berupa UU, Perda Provinsi maupun Perda Kota Bandarlampung mengenai kawasan tanpa rokok (KTR) bertujuan untuk menekan laju pertumbuhan pengguna rokok belum menunjukkan keberhasilannya. Rumah Sakit Pertamina Bintang Amin Lampung (RSPBA) termasuk kawasan wajib menerapkan kebijakan KTR, namun masih ditemukan pengunjung merokok. Tujuan untuk mengetahui implementasi kebijakan kawasan tanpa rokok di RS tersebut. Metode penelitian kualitatif dengan pendekatan studi kasus. Pengumpulan data melalui wawancara mendalam, kajian dokumen, serta observasi lapangan. Informan sembilan orang, dipilih secara purposif. Analisis data menggunakan pendekatan analisis tematik. Hasil analisis data diperoleh informasi RSPBA telah menerapkan kebijakan KTR dengan keputusan direktur RS No. 007.AKR/PDM/2019 dan sebagai tim pengawasnya dengan SK 005a/Kpts-

S8/PBA-A10/04.01.19. Landasan kebijakan RS adalah UU Kesehatan, Perda Provinsi dan Perda Kota Bandar Lampung. Proses pengawasan dalam gedung telah berjalan dengan baik dibuktikan tidak ada lagi pegawai/pengunjung yang merokok, namun untuk luar gedung khususnya di area perparkiran belum maksimal, hal ini disebabkan kawasannya cukup luas dan tidak terjangkau oleh pengawas. Sanksi RS yang tidak melaksanakan kebijakan KTR dapat dikenakan sanksi administrasi berupa teguran dan dapat sampai pencabutan ijin operasional. Sanksi yang lebih berat dapat berupa pidana denda atau badan. Disimpulkan implementasi kebijakan KTR di RSPBA secara umum telah berjalan dengan baik. Disarankan perlu penambahan rambu-rambu KTR di area perparkiran serta perluasan angkauan pengawas.

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INTRODUCTION

Smoking is one of health problems because the level of its use is still high in Indonesia (Health Ministry, 2022). Cigarette users in 2019 (356.5 billion cigarettes) sharply increased, previously only 331.9 billion cigarettes in 2018 (Department of Finance, 2022). Every year, around 225,700 Indonesians die from smoking or tobacco-related diseases (WHO, 2020)

Cigarette is still a problem in Lampung Province, and even trigger poverty (BPS, 2017). To overcome this, the Lampung Provincial Government issued a Lampung Provincial Regulation Number. 8/2017 concerning Non-Smoking Areas (NSA). The policy is to organize areas that must be free from cigarette smoke, such as hospitals, education sites, and so on. Health service facilities that must be free from cigarette smoke include hospitals, maternity clinic, clinics/polyclinics, community health centers, medical centers, laboratories, integrated service point (posyandu), pharmacies, doctor/midwife practice places and other health care facilities (Article 6 Perda No. 8 /2017). As a follow-up to the regulation, the Bandar Lampung City Government issued a policy on Non-Smoking Areas (NSA) contained in the City Regulation no. 05/2018. Everyone is prohibited from smoking in health facilities, including hospitals, maternity homes, polyclinics, Community Health Centers (Puskesmas), medical centers, integrated service point (Posyandu), and private health practices (Article 17).

Pertamina Bintang Amin Hospital (PBAH) Lampung is a type C hospital which is strategically located not far from the center of Bandar Lampung City. PBAH is one of the hospitals that has an open area or a large garden, with patient waiting room facilities spread outside the care building. This has become one of the challenging factors for PBAH management in implementing the NSA policy throughout the hospital environment. The pre-observations in the hospital environment showed that there were smoking people/visitors and cigarette butts in the car and motorcycle parking area, the canteen area and the BNI Bank area (hospital supporting facilities). In the observations, it was not seen that officers took reprimands either directly or indirectly through loudspeakers. The purpose of the study was to determine the implementation of the NSA policy in the RSPBA.

METHOD

This is a qualitative research with a case study approach. The research was conducted at PBAH Lampung, with nine informants (a hospital leader, three area/hospital building supervisors, two hospital security officers, and three visitors).

The informants selected purposively were security officers and visitors. Data collection technique was through in-depth interview and observation. The data analysis was through thematic analysis method, indicating that the information obtained was identified into themes to draw conclusions.

RESULT AND DISCUSSION

Informant Characteristics

The gender of the informants was dominated by male, aged 28 to 50 years; the majority were in their 30s. Most of the educational backgrounds were higher education (Associate Degree to Master). Almost all of the informants worked in a formal institutional environment, only one person worked at home (housewife). These characteristics were categorized as a productive period, able to produce various products or creative ideas in their lives and having a good opinion about NSA.

Background of the NSA Application

All informants (hospital leaders and NSA policy supervisors) stated that the implementation of NSA in the hospital was motivated by national and regional policies (Health Law, Provincial Regulations, and Bandar Lampung City Regulations), as well as the importance of clean air so that all hospital residents and visitors are healthy. The following are some of the informants' statements:

"At that time, hospital representatives were invited to a meeting to socialize this NSA regulation and asked that all hospitals, both public and private should implement it. This NSA has a clear legal basis; the health Law also has a Bandar Lampung City Regulations. I still remember Number five of 2018. That is what must be followed. This hospital is a place for sick people, hence, to be healthy they must be treated, they are not allowed to smoke, so they can get healthy quickly."

"To keep our air clean. This cigarette smoke makes the air dirty. It can also be inhaled by non-smokers, so it's important to implement this regulation."

Act Number 36/2009 concerning Health, Lampung Province Region No. 8/2017 and Bandar Lampung City Regulation No. 05/2018 were the background for the implementation of NSA in PBAH. These laws and regulations require that health services (hospitals) are one of the NSAs,

therefore the hospital management established the hospital as an NSA and forms a team as supervisors/policy enforcers. The steps taken by the hospital leadership prove that the hospital complies with the policies that govern it. Hospitals are focused on environmental cleanliness, especially the air in and around the hospital; therefore NSA is one way to keep the air clean in hospitals. In broader sense, the objectives of the NSA policy at the PBAH are: (a) reducing the morbidity and/or mortality rate by changing the behavior of the PBAH community (patients, families, staff, and visitors) to live a healthy life; (b) increasing optimal work productivity; (c) realizing healthy and clean air quality free from cigarette smoke; (d) realizing a healthy PBAH community (PBAH NSA Guidelines, 2019). This is in line with the NSA policy objective which is to create a clean and healthy space and environment (Article 4 (a) Lampung Provincial Regulation No. 8/2017). More broadly, the NSA policy is to: (a) protect public health from the harm caused by smoking; (b) cultivate a healthy life; and (c) suppressing the growth rate of novice smokers (Article 3 of the Bandarlampung City Regulation No. 5/2018).

NSA Policy at PBAH

As a follow-up to the policies of the central and local governments, the hospital responded by compiling hospital policies. The results of the hospital document review that the follow-up to this matter. The hospital leaders have set guidelines for the implementation of NSA with Number. 007.AKR/PDM/2019 dated January 14, 2019 (PBAH Guidelines, 2019). In order to enforce the policy, a three-person and one supervisory team was formed. Each of them was in charge of supervising building A, B, and C. The security team was to secure the entire area of the PBAH, with Decree 005a/Kpts-S8/PBA-A10/04.01.19 concerning the Appointment of the Smoker Supervisor of the PBAH, dated January 04, 2019 (Decree PBAH, 2019). The foundation of hospital policy was stated in Act No. 36/2009 on Health, it was confirmed that health service facilities are one of the NSA (Article 115 (1) letter (a)). Policies in the form of Lampung Provincial Regulation No. 8/2017 concerning Non-Smoking Areas, it emphasizes that health service facilities are one of the NSA (Article 5 (1) letter (a)). Policies in the form of Regional Regulation of Bandar Lampung City No. 05/2018 concerning Non-Smoking Areas, it emphasizes that health service facilities are one of the NSA (Article 10 letter (g)). The aim of the policy is to ensure that the air in the hospital is clean, free from cigarette smoke, to optimally increase the work productivity of health workers and other supporting staff, and to create healthier residents of the PBAH (PBAH Guidelines, 2019).

Supervisory team and main tasks

Most of the informants stated that the hospital had formed a supervisory team tasked with monitoring hospital residents and smoking visitors in the hospital area (both inside the building and outside the hospital environment like garden/parking lots). If a visitor or anyone was smoking in the hospital environment, he must be reprimanded not to continue and stop smoking. The following are some of the informants' statements.

“Those teams formed by the leaders were asked to carry out supervision at their workplaces. Those who work in the building, supervise the building. The one outside oversees the outdoor.”

“If we find people who smoke, we will reprimand them, to throw it away. Don't smoke here anymore.”

Based on the Decree on the formation of a smoking supervisory team within the hospital, it did not mention the duties of the supervisor, only that supervisors were asked to carry out their duties to always coordinate with related parties (officials) in the hospital environment (PBAH Guidelines, 2019). The leaders and/or a person in charge of the workplace must prohibit staff and/or employees from smoking in the workplace. NSA supervision was carried out by the leaders and the active role of the entire PBAH community, in accordance with their respective duties and functions (PBAH Guidelines, 2019). This is in line with the Bandarlampung City Regulation which explains that the leaders carried out internal control at the places and/or locations that are their responsibility and prohibited all smoking in their area (Article (7) No. 5/2018).

The results of the study are in line with Dinata (2021) stating that the Mohammad Natsir Regional General Hospital (MNH) has formed a team to monitor visitors who smoke in the hospital environment. In contrast to Samino (2018), the implementation of NSA supervision is carried out by the Head of the Internal Supervision Sub-Section with the Head of Development Supervision Affairs and the Head of Service Operational Supervision. There was a team to ensure that the policy will run according to the objectives. A policy without a guard, then the policy is not effective, it will only become a document. The supervision carried out by the supervisory team has been running, but has not been effective and firm in enforcing sanctions on visitors who violate the NSA policy. The sanctions given were generally only reprimanded, without any follow-up (Dinata, 2021). The results of the study are in line with Habibi (2016), Stella Maris Hospital has a special team to supervise NSA consisting of OHS and HHP (Hospital Health Promotion). Supervision was also carried out by each section head and nurses in their respective work units so that their implementation was optimal.

NSA Policy Socialization

Most of the informants stated that they had carried out socialization to PBAH employees, and visitors at each building location (A, B, C, and the hospital area), and had installed signs prohibiting smoking in the hospital area. Observation results explained that above the entrance (below the second floor) crossing from building A and B or vice versa, large writing has been installed regarding hospitals as NSA, including in other places such as parking lots.

“Ever since I was appointed as a supervisor, my team started putting up signs first. There are writings, there are also pictures, and signs that prohibit smoking. If there is a disobedience, meet the leader.”

“We do socialization, but it is limited, our leaders remind the internal and external teams as well as visitors”.

Dissemination of information and socialization about NSA is carried out using various methods and media. Orally, on various occasions, it was conveyed to the target so that they understand and can implement the policy. The socialization of NSA policies carried out directly (face to face) or indirectly (via print media, electronically) is part of the indicators for the implementation of NSA in institutions (Health Ministry, 2011). This is in line with the Bandarlampung City Regulation which explains that leaders must put up signs or media that

are easily understood by citizens and anyone who visits (Article (7) No. 5/2018).

The presence of a no smoking sign

All informants stated that there were no smoking stickers inside and outside the building, but a small number of informants stated that there was still a need for additional NSA signs outside the building, especially in the parking area. Observation results support this.

"In the hospital, there are many pictures of smoking bans. But if it's none in the parking lot, I've never seen it"

The effectiveness of a public policy will be influenced by policy actors, how these actors manage them with various accessories so that they are understood and heeded by the target. To know the effectiveness of the policy can be explained in terms of the process, meaning that the success of a policy is determined or influenced by the policy process itself. The policy process was intended as a series of activities in preparing, determining, implementing and controlling a policy. The NSA input indicator is the existence of promotional media about smoking bans. Output indicators are the installation of NSA policy announcements/signs through posters, smoking ban signs, wall magazines, circulars, and loudspeakers (Health Ministry, 2011). The presence of sufficient signs/media will help the organizers to convey NSA information, with the hope that they can be obeyed so as to ease the burden on the organizers. The PBAH parking area is quite wide and located far from the care room, this situation provides an opportunity for visitors to violate the NSA, as evidenced by the presence of several pieces of cigarette residue. Not all of these areas are provided with NSA signs and the field supervisory team does not reach them, supported by the absence of guard posts.

NSA policy evaluation

Most of the informants stated that they did not have a written report and most of the informants stated that an evaluation was carried out once a year.

"So far, no evaluation has been carried out. So far there have been no problems. Because there is no problem, maybe if there is a new problem it will be evaluated. For example, in the past, there was a motorbike theft, security guards were gathered, and they were briefed."

"We haven't done it yet, but we are still making observations, if there is a need for improvement, for example, we fix the signs. We enlarge this example in front of the road, it's clearer, everyone knows, with the hope that they obey, so our security guards are involved."

In implementing a program, there are 5 (five) stages that must be carried out from the beginning of the program being introduced until the program objectives are finally achieved, one of which is monitoring and evaluation. This monitoring and evaluation process is very necessary to assess the success of a program's performance (Callintus & Clinton, 2018)

Sanctions for Hospital Not Enforcing NSA

The results of observations and review on the documents showed that the director has issued two policies, the first has set NSA guidelines Number 007.AKR/PDM/2019 dated January 14, 2019, regarding Guidelines for the Implementation of NSA

in PBAH, and secondly, has established a supervisory team with Director's Decree Number 005a/Kpts-S8/PBA-A10/04.01.19 dated January 04, 2019 regarding the Appointment of Smoker Supervisors PBAH. The results of the observation found that the hospital had installed various types of media for prohibiting smoking in various places, both inside and outside of the building. Based on the results of the document review and field observations, the hospital has complied with and implemented the NSA policy. If the hospital does not implement the policy, it means that it has violated various policies; Acts, government regulations, Lampung provincial regulations and Bandar Lampung City regulations.

Sanctions can be applied to those who violate the NSA policy in the form of administrative or criminal. The administrative sanction is in the form of a warning or leaving the NSA location, if a legal entity that does not prohibit those who smoke and does not install information media about smoking bans at the NSA location is their responsibility. If an administrative sanction is imposed three times consecutively, seven days apart each, and it is not heeded, then the business license will be revoked (Article 26 of Bandar Lampung City Regulation No. 5/2018)). The stipulations of administrative sanctions up to the revocation of hospital permits have actually been understood by the informant, he explained: "What I remember about the administrative sanctions. It was in the form, if I'm not mistaken, if Bintang Amin Hospital did not want to implement this No Smoking Area, and the supervisory team came. So the establishment permit of this hospital can be temporarily revoked. So it cannot operate as usual."

A maximum imprisonment of seven days or a maximum fine of 10,000,000 IDR (Ten million rupiah) if any NSA manager who does not carry out internal control, allows people to smoke, does not remove ashtrays or the like, and does not put up a no smoking sign in a place or area that is declared an NSA (Article 28(3) of Bandar Lampung City Regulation No. 5/2018). The same thing applies in DKI Jakarta. DKI Jakarta Governor Regulation No. 88/2010 concerns Non-Smoking Areas that managers of hospitals, school buildings, and shopping centers who violate will be given sanctions in the form of verbal warnings, in writing and revocation of permits (Rafie, 2022). The existence of administrative sanctions, fines and corporal punishment was intended so that the subjects who are the targets of the policy comply. This is in line with Salihah, (2017) stating positive and negative sanctions can be used to support the implementation of a policy (law).

CONCLUSION AND RECOMMENDATIONS

The formal implementation of the NSA policy at PBAH with the NSA (2019) policy was followed up by forming a supervisory team (2019), as well as placing NSA signs. The monitoring process in the building has been going well, as evidenced by the absence of employees/visitors smoking, but outside the building, especially in the parking area, it has not been maximized, this is because the area is quite large. Hospitals that do not implement the NSA policy may be subject to administrative sanctions or criminal fines/corporation.

The PBAH leaders should add NSA signs in the parking area, and the supervisory team (security element) should more often control the parking area to always remind the visitors not to smoke.

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