



PROCEEDING

conference and exhibition

Addressing Tobacco Problems in Developing Countries

Economic Impact of Tobacco Use
Social Determinants of Tobacco Use and Demand Reduction Interventions
Culture, Employment and Agriculture: Between Tobacco Myth and Reality
Tobacco Use and Health
Youth, Cigarettes, and Drugs



Wednesday - Thursday, December 5-6, 2012

University of Muhammadiyah Yogyakarta

conference and exhibition

Addressing Tobacco Problems In Developing Countries

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Abstract

THE EVALUATION OF YOGYAKARTA SPECIAL PROVINCE GOVERNOR REGULATION NO. 42 YEAR 2009 IMPLEMENTATION

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ABSTRACT

Background : Smoking behavior has been a part of daily life of Indonesian people, including they who live in Yogyakarta. The consumption rate is high. In the year of 2008, Indonesian consumption on cigarette was 240 billion sticks equivalent with 658 million sticks per day. There are about 65 million Indonesian people smoking now (Lembaga Demografi FE UI, 2010). Based on the Riskesdas (base health survey) 2010, the prevalence of smoker aged ten years old and above in Yogyakarta was 20.8% (regular smoker) and 70% (occasional smoker). In the area of Yogyakarta, the MPOWER strategy is emphasized on the effort of protection from cigarette smoke. This effort was done by designing the Province Regulation No. 5 Year 2007 about air pollution control. Based on the regulation, the Governor of Yogyakarta has decided Governor Regulation No. 42 Year 2009 about the non smoking area.

Research objectives: The objective of this research is to get a description about the Governor Regulation implementation and its effectiveness in Yogyakarta area, and also the barriers in implementing it. The other objective is to get a description about the effort to restore no smoking regulation in Yogyakarta.

Research method : This is a descriptive research with mixed methodology approach. Quantitative method by survey and qualitative method by in depth interview are used as well as the focus group discussion (FGD). Determining the location of the research is based on two considerations. First, the location of the research for the provincial level taken by the places set out in the annex regulation No. 42 of 2009 as no-smoking areas, which include public places (Adisucipto airport, railway station, and terminals), children playground (Taman Pintar, and Kids Fun), places of worship, and public transport (transport in the province, inter-provincial transportation, taxis, etc..). Second, research is done in the place of learning processes such as workplaces and health services in the city of Yogyakarta and the District Kulonprogo. Data, both quantitative and qualitative are being analyzed descriptively.

Result : Based on qualitative and quantitative findings, it can be stated that the implementation of regulation about No Smoking Area in DIY is not effective yet. The number of violations in almost all places declared as no-smoking areas and the ignorance of some people in Yogyakarta about regulation becomes an indicator of the ineffectiveness of this rule. Barriers to the implementation of regulation are also found associated with the weak supervisory mechanism and sanctions. Essential efforts are demanded to improve the regulation effectiveness to be able to meet the Yogyakarta community expectations.

Keywords: evaluation, implementation, regulation

Full Paper

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BACKGROUND

Smoking behavior has been a part of daily life of Indonesian people, including they who live in Yogyakarta Special Province. The consumption rate is high. In the year of 2008, Indonesian people consumption on cigarette was 240 billion sticks equivalent with 658 million sticks per day. There are about 65 million Indonesian people smoking now (Lembaga Demografi FE UI, 2010). Based on the Riskesdas (base health survey) 2010, the prevalence of smoker aged ten years old and above in Yogyakarta Special Province was 20.8% (regular smoker), and 70% (occasional smoker). This high cigarette consumption gives high risk of many diseases. The amount of smokers in Yogyakarta Special Province ranked second nationally (Riskesdas, 2010). There are as many as 4.4% of smokers are in the age of 5 - 9, the second rank after Bangka Belitung Province. In the age of 15 - 19, 20 - 24 and 25 - 29, there were as many as 38.7%, 15.3% and 5.6% respectively (ranked fifth after West Sumatra, Nangroe Aceh Darussalam, Bangka Belitung and Riau Provinces). It is obvious that the smokers in Yogyakarta Special Province started their smoking behavior at very young age, 5 - 9 years old, far below the national (15 - 24). This also indicated that teenagers (15 - 19 years old) were the first rank of smoker in Yogyakarta Special Province. The data emphasize the importance of protection from cigarette addiction in children and teenagers in Yogyakarta Special Province..

Smoking behavior, other than dangerous for active smokers, may also have an impact on second-hand smoke. This is because the smoke of cigarettes smoked by current smokers will be exposed to people around him, called passive smokers. In the year of 2001, it was estimated 40,134 deaths occur in Indonesia due to passive smoking (Kosen et al., 2004). The number of passive smokers in Indonesia was also high. It is estimated that 66% of women in Indonesia were secondhand smoke, and 70% of children aged 10-14 years were secondhand smoke in their environment (TCSC-IAKMI, 2008). Based on these facts, clear and systematic efforts are needed in order to protect from the dangers of secondhand smoke.

Based on the experience of many countries, in 2008 the WHO formulated practical control strategy called MPOWER. MPOWER stands for six effective efforts to reduce the consumption of cigarettes, namely:

1. Monitor tobacco use and prevention policies
2. Protect people from tobacco smoke
3. Offer help to quit tobacco use
4. Warn about the dangers of tobacco
5. Enforce bans of tobacco advertising promotion and sponsorship
6. Raise taxes on tobacco

Due to protection against exposure of tobacco smoke, various efforts have been made by the national and local government. At the national level through Act No. 36 of 2009 on health, particularly Article 113 paragraph (2) which clearly states that smoke is one of the addictive substances. The article states: "Addictive substances referred to in paragraph (1) includes tobacco, products that contain tobacco, solid, liquid, and gas use is addictive, which can cause harm to themselves and or the surrounding community." In Yogyakarta Special Province, the problem of smoke danger has actually acted upon by the Provincial Government of Yogyakarta Special Province, by issuing a Regional Regulation No. 5 of 2007 on Air Pollution Control. Article 11 Paragraph (1) states that: "It is forbidden to smoke in no-smoking areas." Then in paragraph (2) states: "The establishment of no-smoking areas referred in paragraph (1) is regulated by the Governor or Regent / Mayor within their authority". Based on the mandate of the article, then The Governor Regulation No. 42 Year 2009 of No Smoking Area was established. The areas referred are public places, health facilities, educational places, worship places, work places, children's playground, and public transportation. The regulation that was set on October 14, 2009 in accordance with Article 7 shall become effective one year after its enactment, which means it will effectively ruling since October 2010.

As a regulation that aims to change people's behavior, especially smokers, the Regulation No. 42 of 2009 requires an evaluation of the implementation process. Evaluation of the governor's regulation becomes strategic because: firstly, the governor regulation is effective for two years, and so far there has been no evaluation conducted by the executive as the carrier of the regulation and the society as the social object of the regulation; and secondly, the result of the governor regulation evaluation will be a valuable materials for higher regulations as a protection from the dangers of secondhand smoke in accordance with m POWER strategy. The higher regulation in the regional context is local regulation, considering that in 2012 this regulation draft of Smoke Free Area (KTR) is in the regional legislation program (prolegda) of Yogyakarta Special Province parliament. Areas designated as no smoking areas will be physical objects in the evaluation of this regulation, while the stakeholders associated with no smoking area will be the social object of this regulation.

RESEARCH METHOD

Data collection was performed with mixed method, qualitative and quantitative methods. The qualitative method was conducted by in-depth interviews and focus group discussion, whereas the quantitative method was conducted by survey.

RESULTS

As many as 1,032 respondents were involved in this research for the survey method. There were 15 respondent s for the in depth interview and 4 groups for FGD. The characteristics of the respondents can be seen below.

Table 1. Respondents' characteristics

Characteristics	N (1.032)	%
Sexes		
Male	630	61,0
Female	402	39,0

Characteristics	N (1.032)	%
Age		
< 25 years	396	38,4
25 – 35 years	323	31,3
36 – 45 years	189	18,3
> 45 years	124	12,0
Occupation		
Civil servant	77	7,5
Retired	17	1,6
Housewife	155	15,0
Student	290	28,1
Employee	91	8,8
Entrepreneur	321	31,1
Teacher	17	1,6
Labor	43	4,2
Farmer	14	1,4
Others	7	0,7

Table 2. Characteristics of the informants

Informant	Territory	Method	Status / Position	Location
1	Educational places	FGD	Teacher	Yogyakarta
2	Educational places	FGD	Teacher	Yogyakarta
3	Educational places	FGD	Guru SMP	Kulon Progo
4	Educational places	FGD	Guru SMA	Kulon Progo
5	Health services	Indepth int	The head of PHC	Yogyakarta
6	Health services	Indepth int	The head of PHC	Kulon Progo
7	Public transportation	Indepth int	Person in charge (taxi)	Province
8	Places of worship	Indepth int	Person in charge (church)	Province
9	Work places	Indepth int	The Head of Health Office	Yogyakarta
10	Work places	Indepth int	The Head of Health Office	Kulon Progo
11	Work places	Indepth int	The Head of Enviromental Off	Kulon Progo
12	Work places	Indepth int	Legislator	Province
13	Children playground	Indepth int	Person in charge	Province
14	Children playground	Indepth int	General manager	Province
15	Public places	Indepth int	The head of bus station	Yogyakarta

Based on the survey result as shown in Table 3 below, the majority of respondents (60.5%) were already know the rule about no smoking area, but only a few of them knew the type of the rule. It's only 14% of respondents knew that the rule was Governor Regulation. That is, although the regulation has been long announced, many are not aware of these rules. Many respondents thought that no-smoking rule is a rule in the DIY school, college, office, health center / hospital, health department rules, and some have claimed that this type of rule is the rule of the village. This is because many of the respondents were aware of the no-smoking rules markers (stickers) were installed at the site.

Table 3. Understanding and opinions about the smoking prohibition rule in Yogyakarta Special Province

Understanding & opinions of respondents	N	%
Knows the rule of no smoking	624	60,5
Knows about the Gov Reg on no smoking area	144	14,0

Table 4. Public compliance to no smoking area regulation

Compliance rate		N Total (%)		N Knows the regulation (%)	
Public compliance to no smoking area regulation	Already	40	(3,9)	34	(5,4)
	Not yet	932	(90,3)	573	(91,8)
	Does not know	60	(5,8)	17	(2,7)

The Table 4 above shows the respondent's compliance of the Governor Regulation on the smoke free area. The respondent's compliance, as shown in Table 4 above, most of them (90.3%) stated that the regulation about no-smoking area has not obeyed by the people.

There were barriers in the implementation of the Governor Regulation, such as the regulation not so clear itself; there was no good example from the role models, and so on. Besides the issue of socialization, many respondents (53.4%) argued that the barrier in the application of the regulation was the absence of enforcement of the regulation. Some of respondents believed that the barrier in the implementation of the regulation was the awareness of community that still low and lack of hard penalty.

Table 5. Barriers of the implementation of Governor Regulation

Barriers to the application of the rule of no smoking area	N	%
The rule is not so clear	173	16.8
Socialization of regulationis is lacking	641	62.1
The absence of role models from the stakeholder	235	22.8
The lack of enforcement of regulations	551	53.4
Others	215	20,8

CONCLUSIONS AND RECOMMENDATIONS

Based on the facts and discussion of research on the evaluation of the implementation of Governor Regulation No. 42 Year 2009 about No Smoking Area in Yogyakarta Special Province, some conclusions can be drawn, namely:

1. Regarding to the effectiveness of the implementation of this regulation, it can be stated that the application of this regulation has not been running effectively. It was based on the number of people who did not know about the regulation, although it has been established since 2009. In addition, the regulation has not been effective that can be seen from the number of violations against the regulation, for example in school in that was declared as 100% no smoking area, there was found smoker who smoke in the area. As the same as that was found in public transportation that was also declared as absolute no smoking area, there were common to found the presence of smokers in the public transportation. More information can also be concluded that the ignorance of the public about the regulation because the lack of socialization. Yogyakarta Special Province community, according to the results of this study, only knew the regulation on smoking ban that was established in the capital city Jakarta.
2. Regarding to the implementation of this regulation, it can be seen that the control mechanisms that were not so clear could be one of the barriers to the implementation of this regulation. This ambiguity has made as if the supervision on this regulation has no power to regulate. Furthermore, the absence of penalties for noncompliance is also an obstacle to the enforcement of this regulation. Even people who already knew about the regulation could break it, since there was no threat to the offender. The vary commitments among agencies in implementing this regulation were the next obstacle. Different commitments were actually due to the figure of the head of the agencies that have no intention to implement this regulation. The unwillingness of the agencies leaders were usually due to the factors that they were still smoke.
3. In connection with the efforts to improve the regulation, there were some things that need to be fixed. In terms of process, it is necessary to give more intense socialization in all societies. Socialization should include the reasons why smoking was not allowed inside the room. Socialization is also expected to do from early age through early childhood education (ECD), which can cause early awareness. Considering Yogyakarta is a tourist destination and the cultural city, the socialization media should be made using the Javanese language and English, in addition to the Indonesian language. In addition, the symbols of smoking ban areas should be multiplied, since the presence of this symbol can be the basis of the regulation enforcement. From the governor regulation content, the improvement that needed was related to the control mechanisms. The monitoring mechanism mainly on the authority of supervision and regulation enforcement, that when it was been applied, there should be officials who have been given authority to monitor the implementation of this regulation.

The scope of the study entitled "Evaluation of the Implementation of regulation No. 42 year 2009 about No Smoking Area at Yogyakarta Special Province" was certainly limited, made suggestions relating to the future more research is needed to determine the type and content of regulation desired by the Yogyakarta Special Province community. It was based on the fact that people want regulation that more thoroughly and consistently related to the smoking ban. The following suggestions to the government, both the executive and legislative, in terms of making policy refer to the policy cycle of Walt (1994) which stated that the four stages in process and

policy are: identification of problems and issues, policy formulation, regulatory implementation, and evaluation of policies. As a policy cycle, the stakeholders, both executive and legislative, certainly can apply the method for reviewing the Governor Regulation No. 42 Year 2009 on No Smoking Area in Yogyakarta Special Province

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