Dissemination of Qanun Information for Preventing Teenage Smokers in Bener Meriah Regency

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ABSTRACT

Dissemination of information in the implementation of Qanun No. 1 of 2018 concerning the preventing teenage smoker in Bener Meriah Regency has very complex challenges and problems, the empirical phenomenon related to the implementation of Qanun in the preventing teenage smokerin Bener Meria Regency, has several fundamental problems related to information dissemination, including understanding the purpose of the content of the qanun has not been understood by stakeholders, the identification of the core message to be communicated has not been conveyed well to the public, this phenomenon has implications for determining policy targets or goals, effective use of media has not been used to disseminate information related to the qanun in non-smoking areas, the E dashboard application provided by the Ministry of Health is not yet known and understood by policy makers in Bener Meriah. Based on the existing conditions, the number of smokers in the Aceh region is in 13th place with a smoking rate of 28.30%, with a total population of Aceh of 5.3 million people. in 2021. This figure is high, so it is close to the national smoking figure, specifically 28.96. More than 1 million or 20 percent of the entire population are heavy smokers.Based on information from the Central Measurement Agency (BPS) . Meanwhile, grand theory is used in the context of dissemination of policy information to support policy implementation, information is considered fuel for the running of public programs and services (Monge & Rotich: 2014).This investigation aims to determine significance, social influence, introduction of related partner groups, organization, communication, introduction of activities and dissemination of data. The instruments used in this investigation were analysts as the instrument and other instruments in the form of direct meetings. The results of in-depth interviews conducted in this investigation were analyzed using the substance investigation method. After establishing a general perception of supportive communication, the analysts evaluated the importance of supporting communication's role in empowering an open approach that supports management of a problem. The results of the research show that the implementation of information dissemination policies will run better if they are able to strengthen implementation issue factors and understand the characteristics of policies as an effort to achieve goals by prioritizing transparent governance. Comprehensive study of increasing the role of policy actors, namely the bureaucracy of mass media institutions and information groups to collaborate resources so that Information dissemination is well received by the community and empowers the community to use existing aspiration channels to continuously improve policy implementation.

Keywords: Policy, Dissemination, Implementation, Information , Preventing Teenage Smoker

1. INTRODUCTION

The The problem behind the existing conditions in this research is awareness of the importance of the environmental conditions required by society, namely a healthy environment, for example healthy in terms of air that is free from all pollution, be it vehicle pollution, factory pollution or cigarette smoke pollution. Cigarette smoke contains very dangerous substances, namely more than 4,000 dangerous chemicals, of which around 400 are toxic and 40 substances can cause cancer. [1], In line with the results of this research, according to health experts, it is explained that one cigarette contains approximately 4000 types of dangerous substances, there are 400 types of substances that are recognized, and more substances are carcinogenic, one of which is nicotine which causes

addiction. Nicotine is a substance that can penetrate the blood in the brain, causing the brain to become stimulated or aroused to release a delicious hormone in the body. A smoker who is used to having a high level of nicotine in the body, when the nicotine level decreases, the body cannot maximally release the pleasure in the body, as a result the smoker will feel dispassionate, weak and addicted. Within the first 7 minutes of smoking a cigarette, nicotine has penetrated the blood in the brain.

The state is an organization in an area that has supreme authority that is legitimate and obeyed by its people. The aim of the state is to realize the welfare of its people, so in carrying out its functions the government is supported by regional governments to make various public policies to solve problems that exist in society through various approaches. so that the policy is implemented optimally. In the context of the study of smoke-free areas policy is regulated in the mandate of Law no. 36 of 2009 and PP No.109/2012 that regional governments are obliged to determine KTR in their areas in 7 settings in public facilities and spaces, namely health service facilities, teaching and learning places, children's play areas, places of worship, public transportation, workplaces and other designated public places. Then in KPPA Ministerial Regulation Number: 12/2011 it is stipulated that one of the indicators of a Child Friendly City (KLA) is the existence of Regulations on Non-Smoking Areas and no cigarette advertising or sponsorship.

Indonesia is the country with the third largest number of smokers in the world, after India and China. Where more than 70 million adult tobacco smokers in Indonesia are at risk of contracting infectious and non-communicable diseases, for the implementation of central government policies well, each region in the province and district/city is supported by its own regional regulations. The establishment of a smoke-free area policy in Aceh Province was confirmed by the issuance of the Aceh Province Qanun Number 4 of 2020 from 23 districts/cities in Aceh, 19 of which have started to implement this Qanun, strengthened by the issuance of Regent regulations and mayor regulations, there are four regions in Aceh which are currently policy formulation process related to No-Smoking Areas (KTR).

Considering the importance of this policy. So the dissemination of policy information is a very urgent aspect so that the message from the contents of the KTR policy is well conveyed to the public, especially local governments, especially the policy of disseminating information to the public. Information dissemination policies support other policies, information is considered as fuel for the running of public service programs (Munge & Rotich, 2014), from various research results on policy dissemination that have been carried out by (Murthada, 2009), the findings explain that obstacles in the dissemination of information management Due to the duplication of implementing agencies, where there is overlapping implementation of tasks, research conducted in Norway explains the issues that become the content of information, whether through the presentation of music, films, news or infotainment, which are considered important in the public communication process, so that interventions are carried out. by political leaders, bureaucratic leaders and organizing apparatus in determining the implementation of media policies (Sanberd et all, 2002). In the communication context, the aim of a communication process is the educational and informative aspect (Liliwerri, 2011). Research in Nigeria states that electronic and information technology-based information dissemination is an effective communication system but is stated to be only suitable in urban areas, not in rural Africa. The concept of digitalization in the dissemination of information in the country cannot be implemented due to inadequate facilities and infrastructure or the culture of the community (ifukor, 2013). Research on non-smoking areas was also carried out by Putrid Agustinawati & Wijaya (2022). The large number of smokers causes cigarette smoke production to increase and can endanger public health.

From the several studies above, it can be analyzed the novelty of this research where in previous research no one has studied the dissemination of information policy in the context of policy implementation in the realm of public administration. Where previous research related to dissemination focused more on mass media, media use policies and aspects of policy implementation only. The existence of elements of mass media, the content of information management are things that should be considered in the implementation of non-smoking area policies. The theories or models of policy implementation that are often used today, whether with a top-down approach, bottom up or synthesis, actually offer many choices of crucial factors in policy, differences in each model have the potential to create ambiguity in the use of implementation models to study information dissemination events. . Bearing in mind that every policy is basically information, and in every policy implementation there is always the potential to cause problems. New models are created which can narrow down the choice of using implementation models because they take into account various factors, or as a complete package of policy implementation models.

The implementation of information dissemination policies does not run smoothly, most developing countries such as Indonesia have almost the same problems, namely that in carrying out implementation they do not pay attention to the right time. If it is an emergency, the policy can be implemented immediately without socialization, but if it is not an emergency, it should be implemented in a reasonable implementation process (Nugroho, 2014; 698). Information sharing is easy to say, but harder to do well (Dawes et al, 2010) and also information delivery is not a one way affair (Ifukor, 2013). One of the interesting loci in the dissemination of qanun information policies in non-smoking areas. Data contained in the Sustainable Development Goals (SDGs) report shows that the number of smokers in Indonesia is in the top three in the world after China and India.[2]. This data also shows that Indonesia is the country with the highest prevalence of adult male smokers in the world at 68.8%. Smokers in the younger generation should also

receive special attention, because the percentage of smokers aged 15-19 years has increased in 2021. There are 10.61% of the population aged 15-19 years who smoke in 2021, up from 10.54% in 2020. The majority are smokers. Indonesia smokes for the first time at the age of 15-19 years [3].

Based on data from the Central Statistics Agency (BPS), Aceh Province is ranked 13th with a smoking percentage reaching 28.30%, with the population of Aceh amounting to 5.3 million people in 2021[3]. This figure is high, approaching the national smoking figure, namely 28.96. More than 1 million or 20 percent of the total population are heavy smokers. The number of smokers in Aceh is 25.0%, consisting of 4.3% who occasionally smoke, 2.5% who used to smoke, while 68.2% who are non-smokers. The proportion of smokers in Banda Aceh City is 27.3%, those who previously smoked were 2.9% and those who were non-smokers were 69.8% [4].

The age of 10–15 years is early adolescence (Arif et al., 2020), where teenagers are easily influenced by the school environment. This environment includes peers, families who smoke, the influence of cigarette advertising media along the road from home to school, and cigarette advertising in other media (Marchel, 2019). School is a means to participate in the formal education process in order to increase knowledge and skills that will be used as provisions for the future of students (Arif et al., 2020). Junior High Schools (SMP) have the second largest population after Elementary Schools (Sd), that is 25% of all students in Indonesia. The number of people aged 10–14 years has reached more than 22 million people (BPS, 2021). The percentage of junior high school students in Aceh reaches 30%, while in Bener Meriah Regency it reaches 26%. The implementation of No-Smoking Areas (KTR) in schools has not been implemented optimally and only 57.2% of districts/cities have regulations regarding KTR. The percentage of schools that have implemented KTR in municipal government areas nationally is only 24.1% and 48.3% have not implemented KTR. In district government areas in Indonesia, 13.9% have implemented KTR and 53.3% have not implemented KTR in schools. Bener Meriah Regency has 28 state and private junior high schools (SMP), 20 state and private Madrasah Tsanawiyah (MTs). According to information from the Bener Meriah District Education Office, regarding schools that implement KTR, basically not all schools have implemented the No-Smoking Zone rule.

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It is important to understand the perspective and contribution of each stakeholder in achieving the policy objectives. By understanding the roles and interests of the stakeholders involved, the parties responsible for policy implementation can design effective strategies for the successful dissemination of information on non-smoking area qanuns as an empirical case to explain the means of conveying information for successful implementation of non-smoking area qanuns. Based on empirical data, there are several phenomena in the dissemination of policy information, including through information dissemination methods programs with a classic approach, the school socialization process by regional education councils, health services and education services in synergy to socialize the dangers of smoking, another method is raids carried out by schools. and security forces if a student is found smoking, they will be returned to school and the parents of the student concerned will be summoned. And in some public places smoking is prohibited.

2. LITERATURE REVIEW

Public Policy Theory Discourse

In general, the depiction of public policy ideas began with John Dewey, quoted from (Thoha, 2008; 104). Explained through trials as a benchmark for action and decision (policy), and illustrated in his ideas. Then Lasswell (1986) sharpened the idea of policy science as a scientific discipline that is related to other sciences, in each study always receiving contributions from the thoughts of other sciences, thereby enriching the repertoire of policy science. The further development of policy studies is influenced by the increasing complexity of public problems, policy scientists and policy makers, policy studies as a new discipline of policy studies, most of the analysis is still descriptive. One of the current policy debates to date concerns top-down, hybrid and bottom-up debates where these theoretical debates have become studies that have been seriously analyzed by public

policy scientists, each providing color and contribution to the implementation discourse as solving social problems. In general, the policy process goes through several processes, starting from the process of setting the agenda for policy issues by the political elite, then formulating it in accordance with real data and conditions, to determining approval, reviewing policy implementation, even in certain parts. This study will explain in detail the policy content which is the result of policy formulation, while the public policy process is an intellectual activity to solve public problems (Anderson: 1979).

The indicators that have been determined represent the general policy process including: the process of analyzing data, determining, implementing policies, and evaluating policies. Parsons (2000) describes an approach that can be used as a reference in explaining how the political context influences policy making, through studies, through stagist, pluralist-elitist, neo-marxist, sub-system and policy discourses approaches. Sub-system approach theory, a theory that analyzes policy making into a new metaphorical pattern from the concepts of networks, communities and sub systems, was pioneered by many figures, including Heclo, 1978; then Richardson & Jordan, in 1979; the concept was also introduced by Rhodes, in 1988; next Atkinson and Coleman, in 1992; then Smith in 1993, Baumgartner & Jones, 1993; then this concept was also introduced by Sabatier & Smith, 1993). The sub-system approach is widely used by decision makers in analyzing data for formulation in decision making.

Policy input comes from the environment in the form of political demands, issues that develop in society are then processed as policy issues and become political agendas that are ratified by the government as public decisions, therefore the success of a policy is greatly influenced by relations between actors, both individual and collective. then it really depends on the availability of resources (Menzel, 1987). The influence of cooperation between actors starting from policy formulation and implementers is very important, because with support from the authorities and implementing parties, policies will be easily implemented.

Public Policy Implementation Theory

Implementation is an action after a policy is passed as a legal product as authorization for a policy, program or output. Implementation refers to a series of activities carried out by the government based on guidelines with targets and objectives to be achieved. Implementation is an action or non-action by actors and implementing institutions such as bureaucracy, which is deliberately designed to achieve an impact (Ripley, 1986: & Russell, 1997: 58). Definition of implementation according to Goggin, et.al. (1990). has several approaches, including a communication process carried out through a series of

state decisions and actions directed at carrying out a predetermined mandate. Implementation in an expert perspective is explained as state compliance, or a fulfillment of the demands of legal procedures in accordance with a predetermined time. Implicitly there is no modification or change to a policy decision which could actually be contrary to the intentions of the policy makers.

Based on the views of these experts, it can be interpreted that dissemination of policy information is the most urgent stage and the determining stage for the success and failure of implementation, in the context of implementation performance related to the smoke-free area policy, which is a very important phrase, even more important than policy making. because the policy formulation process is bottom up. Implementation is a process that bridges policy formulation with the expected results. In summary, implementation is a strategy to achieve policy goals, where the policy goal is essentially the realization of the hopes that have been decided together. as an act or act of intervention.

Information Dissemination

The meaning of the word information dissemination is the dissemination of information. Dissemination of this information can be done through various types of activities, including meetings, socialization, media such as books, magazines, newspapers, films, television, radio, music, games, and so on. Basically, the aim of information dissemination is more focused on "telling" or at least with this information the communicant can change attitudes. Dissemination is an activity aimed at groups or individuals so that they obtain information, raise awareness, accept and ultimately utilize the information. It has become a necessity that in disseminating information, communicants must pay attention to the principles of management and design of communication elements properly so that the message can be conveyed effectively. Therefore, communication planning plays an important role. Communication planning is basically the process of making operational plans because it involves implementing programs to achieve a predetermined goal. One of the purposes of communication is to disseminate a policy and gain understanding from the public. The process of disseminating information is closely related to communication activities. The line of similarity between communication and information lies in the elements that play a role when the activity takes place.

Quoted from the journal Pani Apriani, Sastropoetro (1990: 21-22) states that the dissemination of information is the dissemination of messages containing facts so as to create correct and clear explanations, as well as fostering a common understanding regarding the message being disseminated. The ongoing effective dissemination of

information requires conditions that must be met, as stated by Sastropoetro (1990), namely: 1. The message being disseminated must be structured clearly, firmly and concisely so that it is easy to understand. It should be understood that each person has a different grasping power. Thus, disseminating messages must compose messages according to calculations that can be captured by other people or the majority of interested people. 2. The symbols used must be understandable, understood by those who are targeted, meaning that if you use language, use language that can be understood. 3. The message conveyed or distributed should be able to arouse interest, 4. attention and a desire in the recipient of the message to do something. 5. The messages conveyed or distributed should create a desire to solve the problem, if there is a problem.

3. METHODOLOGY

This study uses a research approach from Robert K. Yin's theory, namely an approach through case studies and using several data collection techniques to achieve research objectives. Data collection was carried out by uncovering the phenomena that were the focus of the research and using triangulation techniques by combining data collection techniques, namely, observation, documentation, and in-depth interviews. The method used is descriptive-qualitative analysis [7], [8].

4. RESULTS AND DISCUSSION

The results of the research show that policy dissemination in implementing the smoke-free area qanun has been carried out through socialization and information dissemination carried out by the regional education council to elementary schools in Bener Meriah Regency. The approach used in understanding and analyzing information dissemination is through placing a smoking ban in the department and installing pamphlets in several schools in Meriah Regency.

Figure 2. Bener Regency Government Celebrates Socialization of Qanun on Smoke-Free Zones
Source:
https://aceh.tribunnews.com/2019/05/02/pemkab-bener-

meriah-segera-tetapkan-kawasan-bebas-rokok.

Based on the results of field observations, there is still very little dissemination of information about smoking-free area policies that can be known and understood by the public. Apart from that, information was also obtained that smokers are aware of the dangers of smoking, where smoking is a behavior that has a negative impact on health, not only for smokers, but also for the people around them who are also exposed. The birth of the smoking-free area qanun has played a major role in reducing passive smoking and helping teenagers beat the trap of smoking. Support for the smoke-free area policy is very important to instill a sense of ownership, instill awareness so that behavior changes occur. The research findings show that perceptions of cigarette industry advertising, culture and peers of smokers contribute to smoking behavior in adolescents. In general, stakeholders support the implementation of the smoke-free area policy in the school environment. Implementing a smoke-free area policy in schools can reduce passive smoking and help overcome the smoking problem.

Information dissemination policy has its own characteristics which are of course very important in a policy, policy characteristics to see the clarity of the policy content and consistency of objectives, namely the ability of policy decisions to appropriately structure the implementation process (Mazmanian & Sebastier; 1983), policy characteristics such as distribution and timing issues (Grindle & Thomas; 1991) in information dissemination in the form of intensity or exposure to information is not a big problem, because the frequency on the government's agenda tends to be constant every year or even decrease due to lack of budget.

In line with the opinion of this theory. Data from field findings shows that budget availability for the socialization of the smoke-free area qanun was allocated by the regional government at the beginning of 2019, 2020 and 2021 at the beginning of the process of implementing the smoke-free area qanun, then during the last two years budget resources for monitoring and evaluating success Implementation was eliminated, which was an implication of the limited District Revenue and Expenditure Budget in Bener Meriah District. Meanwhile, the availability of human resources in charge of disseminating information on Qanun implementation is sufficient, but the weakness is that each implementor's interpretation of the objectives and contents of Qanun is not yet well understood. This is indicated by field data, where the implementers or policy implementers are not yet aware of the E-Monev application in the form of a dashboard prepared by the Ministry of Health to monitor the level of compliance for smokers in implementing the smoke-free area policy. This application is completely unknown and there has been no socialization at the regional level in Bener Meriah Regency. This

observation data has implications for data from the central government where Bener Meriah Regency is included in the level of smoking violations in that area.

Apart from that, it is related to the availability of resources for implementing actors, where what is meant by resources in the narrow sense here are human resources, equipment and budgets used for information dissemination activities. Based on field findings, the policy implementing actors, policy tools, and regulatory tools determined by the state and related frameworks are adopted by stakeholders. Policy interpretation between actors is understood through freedom of thought, action and action, so that actors and stakeholders can prepare themselves from now on with certainty. The synergy between implementing actors in the dissemination process can be seen in the picture below;
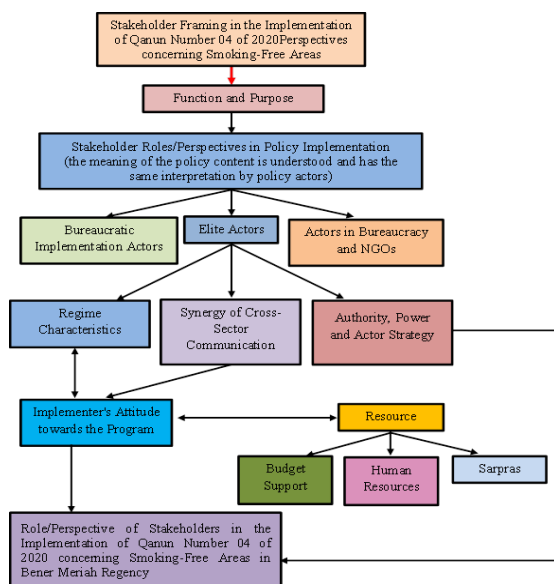

Figure 2.
Model of involvement between actors in the dissemination of information on the smoke-free area policy

Based on the picture above, the actors implementing the smoke-free area qanun, referring to the content of the policy or content, are a combination of stakeholders, namely implementing actors, both bureaucratic implementing actors, elite actors, as well as actors in the bureaucracy and NGOs. The actors involved at that time were the executive, in this case the Regent and related agencies, the executive or City People's Representative Council, the Bener Meriah Regency Education Service, the Ulama Education Council, the Regional Education Council, School Principals and Teachers as well as community institutions such as the Indonesian Teachers Association and the Association. Teacher of the Republic of Indonesia. While other actors communicate with each other, communication between these actors then establishes cooperation. Each uses power and strength to implement the collaborative concept in accordance with the contents of the policy.

The research results show that there are still deficiencies in communication and disposition, namely socialization that has not reached all levels of society and there are no rewards and incentives for employees. Even though there are driving factors such as the legality of the law regarding No-Smoking Areas, and awareness from the public regarding the importance of clean air from exposure to cigarette smoke, this policy has several obstacles in its implementation, both in terms of the person in charge of each area who is not yet clear, lack of awareness from the public regarding the rules regarding areas that are included as No-Smoking Areas, as well as the sanctions contained in regional regulations have not been regulated in detail for violators of this policy.

CONCLUSION

Based on Qanun Number 1 of 2018 concerning Smoking-Free Areas regarding the instructions for implementing this Qanun, especially among educational circles at the elementary, middle and high school levels, the Bener Meriah Regency government has carried out dissemination and outreach as one of the efforts to overcome the anti-smoking movement at an early age, especially for those who still in school. The campaign efforts and actions that have been implemented by the Bener Meriah Regency government in collaboration with Bener Meriah Regency Public Middle School Teachers will continue to be carried out on an ongoing basis.

Smoking behavior influences support for smoke-free area policies in schools. As an educational institution, a no smoking policy can be implemented as a first step in overcoming the smoking problem. Dissemination of policy information in the implementation of qanun No. 1 of 2018 concerning smoking-free area qanun, where the actors involved in implementing the smoke-free area qanun are elite actors, implementing actors and non-governmental actors such as education and health observers. These actors collaborated against the background of the same desires and beliefs formed based on the historical and socio-cultural experience of the people of Bener Meriah Regency to realize the elaboration of Qanun No. 1 of 2018 concerning non-smoking areas.

The obstacles to the dissemination of this policy information are problems between actors in building networks for implementing dissemination, namely stakeholders are not fully involved, communication is still less effective, socialization activities are still minimal, there is a lot of conformity, lack of mutual trust between stakeholders, and limited resources.

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