



## IMPLEMENTATION OF A SMOKE-FREE AREA POLICY IN A SENIOR HIGH SCHOOL

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ABSTRACT	Keywords
<p><b>Background:</b> Smoke-free policies in a school established to protect and reduce young students' smoking rates from cigarette smoke's harmfulness. This research to describe the implementation of smoke-free policies in school and determine factors influencing the policy's implementation. <b>Method:</b> Qualitative research design and descriptive. Informants determined to use purposive sampling. Subjects research was headmaster, student vice headmaster, counseling teachers, homeroom teachers, employees, and students. Technique data collection was observation, interviews, and documentation. Validity data was checked with the triangulation technique. Qualitative data analysis used an interactive model based on the theory of George C. Edward III, which consists of communication, resources, dispositions, and bureaucratic structures. <b>Result:</b> Smoke-free policies in school haven't been implemented optimally, especially in the resource. There are some teachers and employees who still smoke. There isn't a specific budget for the implementation of smoke-free policies. Billboards facilities with no smoking or smoke-free area are still limited. Supporting factor is communication; smoke-free area policy always communicated to school residents. Disposition factor; there is a commitment of policy implementers. Bureaucratic structure factor; there is SOP's existence in implementing the policies. <b>Conclusion:</b> Implementation of smoke-free policies in school has not been maximized, so it needs to be supported by all factors, both communication factors, resource factors, disposition factors, and bureaucratic factors.</p>	<p><b>Implementation, Policy, Smoke-free area</b></p>

### INTRODUCTION

Health is a human right, and one of the welfare elements that must be realized (UU RI, 2009). Everyone has the right to a healthy environment for achieving health status (Kemenkes, 2011). According to Tomasevski, the right to health is related to efforts to minimize environmental impacts on human life. A healthy environment is still far from expectations. One of the behaviors

that are increasingly harming to the environment is smoking (Palutturi, 2010).

Smoking is one of the biggest concerns to face in the health world because it causes nearly 6 million people to die in a year. Smoke not only attacks smokers but also attacks people around smokers due to the inhalation of cigarette smoke (passive smoking) (WHO, 2012). Cigarettes are a relatively high level of consumption in society, both men and women, young and

old. Smoking people are easy to find, such as at home, office, cafe, public places, in vehicles, even in schools. Smoking is still a national problem, and efforts to overcome it are prioritized because it involves various aspects of life problems, that is economic, social, political, and health aspects (Kemenkes, 2011).

According to The Tobacco Atlas 3rd Edition, 2012, the largest percentage of smokers population in ASEAN countries is in Indonesia. The number of cigarettes smoked per day in Indonesia  $\geq 10$  years old is 12.3 sticks (equivalent to one pack). The proportion of people aged  $\geq 15$  years who smoke and chew tobacco tends to increase in Riskesdas 2007 (34.2%), Riskesdas 2010 (34.7%), and Riskesdas 2013 (36.3%). The number of young smokers increases from year to year. The results of the 2018 Basic Health Research (Riskesdas) conducted by the Ministry of Health showed the prevalence of smoking in children aged 10 to 18 years reached 9.1%. Based on the 2013 Riskesdas, the prevalence in the same age group was 7.9%, and based on the 2016 National Health Indicator Survey (Sirkesnas), it increased to 8.8%. Thus, the government's target to reduce the prevalence to 5.4% in 2019 is unlikely to be achieved (Riskesdas, 2018).

In Indonesia, tobacco control policies still cause a long debate about smokers' human rights, fatwas on smoking in public places, and the impact of no-smoking on Indonesia's economy and workforce. One of the efforts to support tobacco control policies requires community empowerment or programs to protect passive smoking. This activity is to establish an area free from cigarette smoke, a room or area prohibited for smoking activities or activities to produce, sell, advertise, or promote tobacco products (Kemenkes, 2011). According to the Law of the Republic of Indonesia Number 36 of 2009 concerning

Health, it mandates the importance of developing smoking-free areas in 7 (seven) settings, that is the targets of health service facilities, teaching and learning places, places for children to play, places of worship, public transportation, workplaces, and general places (UU R1, 2009). Regulations about smoke-free areas in schools further regulated in the Regulation of the Minister of Education and Culture of the Republic of Indonesia Number 64 of 2015 concerning smoke-free policies in school environments. Given the school's importance as a place of learning for all students, it is appropriate for all people or stakeholders to realize the school as a smoke-free area, thus creating a clean, healthy, and smoke-free school environment (Mendikbud, 2015).

SMA Negeri 2 Nganjuk, as one of the schools in Nganjuk Regency, also implements a smoke-free area policy in the school environment as mandated in Nganjuk Regent Regulation Number 44 of 2018 concerning smoke-free area (Peraturan Bupati, 2018). The implementation of the smoke-free area policy in SMA Negeri 2 Nganjuk should be able to create a clean, healthy, and smoke-free school environment by helping smokers stop smoking and reducing smokers among teenagers.

## METHOD

The design of this research uses qualitative with narrative research type. Bogdan and Taylor define qualitative methodology as a research procedure that produces descriptive data in written or spoken words from people and observable behavior (Moleong, 2013). Determine informants using a purposive sampling technique. Based on Spradley, the informant must have criteria that must be considered: a) the informant has long been and attached to an activity or place of activity that is the target; b) the informant is still fully engaged and active in the environment and activities

that become the target or research; c) the informant has sufficient time and opportunity to be asked for information. The informant criteria in this study were: 1) people who are willing to be respondents in the study; 2) people who have activities or are in the location of activities which are the source of information; 3) people who provide information according to the focus of the research; 4) people who are willing to give their time or opportunity to be interviewed, 5) people who have knowledge related to the smoke-free area. The informant included the headmaster, student vice headmaster, counseling teacher, homeroom teacher, employees, and students of SMA Negeri 2 Nganjuk.

The study was conducted at SMA Negeri 2 Nganjuk on April to May 2020. According to Lofland and Lofland, the main data sources in qualitative research are words and actions, the rest is additional data such as documents and others. Techniques of data collection with observation, interviews, and documentation. Observation is an attempt to collect portraits of empirical phenomena and direct observations in the place of research to obtain truly accurate data. In this study, interviews and questions and answers used an "interview guide" with the intention that the conversation could be controlled according to the direction and objectives of the study. Before conducting the interview, the researcher first explains the aims and objectives of this study. Furthermore, if the answer from the informant feels floating and too general, the researcher tries to guide the informant's answer to make it more accurate and all aspects of the research problem are covered in the answer. This interview using additional questions or probing. The documentation is by looking for data about notes, documents, reports, etc. that are needed in this research.

Technique checking of validity data used the source triangulation technique. Source triangulation is used to examine data by comparing data from one source with

other data sources. The validity of the data in this study was obtained by conducting a cross-check by comparing the conditions and perspectives between the implementers of the smoke-free area policy in SMA Negeri 2 Nganjuk with the views of the community. Beside that, it also refers to various sources of document data obtained to corroborate various existing information. The qualitative data analysis technique uses an interactive model of data analysis technique based on the theory of George C. Edward III, which consists of communication, resources, dispositions, and bureaucratic structures. This study passed the ethical test conducted on April 9th, 2020 at the Institute of Health Science STRADA Indonesia with No 1919-KEPK/IV/2020.

## RESULTS

### Staff of SMA Negeri 2 Nganjuk

Staff in SMA Negeri 2 Nganjuk on academic year 2019/2020 as shown in the table as follows:

**Table 1. Staffing Data in SMA Negeri 2 Nganjuk on Academic Year 2019/2020**

No.	Position	Amount
1.	Headmaster	1 person
2.	Teacher (PNS)	51 people
3.	Teacher (GTT)	13 people
4.	Employees (PNS)	1 person
5.	Employees (PTT)	21 people
Amount		87 people

Source: SMA Negeri 2 Nganjuk on academic year 2019/2020

### Student of SMA Negeri 2 Nganjuk

The student in SMA Negeri 2 Nganjuk on academic year 2019/2020 as shown in the table as follows:

**Table 2. Student Data in SMA Negeri 2 Nganjuk on Academic Year 2019/2020**

No.	Class	Amount
1.	Class X	354 students
2.	Class XI	354 students
3.	Class XII	354 students
Amount		1,062 students

Source: SMA Negeri 2 Nganjuk on academic year 2019/2020

### **Implementation of Smoke-Free Area Policy in SMA Negeri 2 Nganjuk**

Almost all of the implementers of the smoke-free area policy in SMA Negeri 2 Nganjuk already know the contents, purposes, and targets of establishing a smoke-free area in schools. What is meant by smoke-free area in a school environment is a room or area that is declared prohibited from smoking or producing, selling, or promoting cigarettes in the school environment because the school is a place where the learning process or learning and teaching activities take place, both of an inter curricular nature, co-curricular, and extracurricular.

Given the school's importance as a place of learning for all students, it is appropriate for all people or stakeholders to realize the schools as the smoke-free areas to become cleaner, healthier, and free from smoking. The smoke-free area policy principles in SMA Negeri 2 Nganjuk are all school members consisting of the headmaster, teachers, employees, students, and other people in the school environment (security guards, school guards, canteen managers, or others) and all people who come to school.

Headmaster as the leader, person in charge, and manager of the school where the teaching and learning process takes place must be an example and a role model for all people in the school because the success of implementing the smoke-free area policy in schools is very dependent on the

headmaster's ability to manage human resources and the environment.

### **Affecting Factors Implementation of Smoke-Free Area Policy in SMA Negeri 2 Nganjuk**

#### **a. Communication**

Implementation of the smoke-free area policy involves the participation of all people in the school. Therefore, the communication factor becomes essential so that policy objectives can be achieved. The Health Office at Nganjuk Regency Government consistently communicates regulations or appeals related to smoke-free areas to SMA Negeri 2 Nganjuk to be implemented in the school environment. SMA Negeri 2 Nganjuk also clearly communicates the regulations related to smoke-free areas to all school members found in the student academic regulations and rules book.

The regulations are communicated to new students during the school environment introduction period or new student orientation, and to all students, teachers, and school employees during flag ceremonies or other school activities carried out by the headmaster or teacher. The prohibition of carrying cigarettes are also communicated to parents on a specific meeting occasion.

Regulations and appeals regarding the smoke-free area policy have been communicated, both verbally during school events and in writing in the form of school rules and billboards. All people in the school, especially students, have implemented the regulations and appeals. They are prohibited from bringing cigarettes and smoking in the school environment. Ashtrays are not provided in the living room for guests who come to school. However, some teachers and school employees still smoke in the school environment, and there are even designated smoking areas in the

dining room. This behavior indirectly violates the provisions stipulated in the smoke-free area policy.

#### **b. Resources**

Resources that affect the smoke-free area policy in the school environment include financial resources, people, information, authority, and facilities. From the interview results, information was obtained that the funding resources for the implementation of the smoke-free area policy in SMA Negeri 2 Nganjuk did not have special funds. The funds used were school operational government assistance funds (BOS), integrated with other school program funds, Adiwiyata program. Existing funds are usually used for supporting facilities, for example, purchasing billboards and replacing damaged billboards. Meanwhile, students do not know whether there is a special fund or not to implement the smoke-free area policy in schools, but usually, for writing articles posted in schools, such as the Adiwiyata program, sometimes students make it together.

Human resources in implementing the smoke-free area policy in SMA Negeri 2 Nganjuk are headmaster, teachers, school employees who are given the authority to enforce regulations and sanctions for violations in the school environment. The school committee and OSIS (Intra School Student Organization) as organizations that overshadow students at SMA Negeri 2 Nganjuk, also have the authority to implement the smoke-free area policy in the school environment, as parties that can provide criticism and suggestions, and provide input and information needed to implement the smoke-free area policy in the school environment.

Information regarding smoke-free area policy in SMA Negeri 2 Nganjuk is Regent regulations, the book of academic regulations, and student rules and

information in billboards about smoke-free areas in the school environment. So, the smoke-free area policy's implementation and in making decisions are always guided by existing regulations. Authority over the implementation of the smoke-free area policy by making a book of academic regulations and student rules and establishing disciplined team which aims to enforce all regulations in schools.

Facility resources about the smoke-free area policy in SMA Negeri 2 Nganjuk already exist but are insufficient in numbers, such as billboard facilities that read no smoking or smoke-free area. Facilities for implementing the smoke-free area policy should be added, not only billboards, maybe posters, stickers, or others related to smoking warnings or smoke-free Area areas written in strategic places and easily readable by people.

#### **c. Disposition**

The attitude of the smoke-free area policy strongly supports the policy well. It proved by the implementers' attitude who always socialize the smoke-free area policy by explicitly inserting material on the dangers of smoking for health in several subjects, such as biology, Indonesian language, physical education, and health sports, as well as counseling guidance. And also, the implementation of a smoke-free area policy is instilled in students by always getting supervision and implementing sanctions from the discipline team. Students who violate the prohibition of carrying cigarettes and smoking in the school environment by recording violations and applying sanctions by the regulations listed in the academic regulations book and student rules, starting from a warning, counsel until calling parents to school. The smoke-free area policy implementers have carried out responsibly, supported each other, and always collaborated with outsiders.

#### **d. Bureaucratic Structure**



The success of implementing the smoke-free area policy in SMA Negeri 2 Nganjuk is due to good coordination and cooperation among policy implementers who have a bureaucratic structure. Bureaucratic structure in running smoke-free areas in the following order headmaster, student vice headmaster, discipline team, and students. The smoke-free area policy implementers in SMA Negeri 2 Nganjuk carry out their duties properly and are organized because the implementation is based on standards operational procedure.

## DISCUSSION

### Implementation of Smoke-Free Area Policy in SMA Negeri 2 Nganjuk

The study results show that almost all of the smoke-free area policy implementers in SMA Negeri 2 Nganjuk already know the contents, purposes, and targets of implementing the smoke-free area policy. The smoke-free area is rooms or areas that are declared prohibited from smoking or producing, selling, advertising, or promoting tobacco products that allow people to enjoy clean and healthy air and avoid various risks detrimental to health and life. The smoke-free area policy's goal in SMA Negeri 2 Nganjuk is correct, that is all school residents and all people who come to school (guests).

Smoke-free areas in schools are critical because they aim to: 1) Achieve healthy and clean air quality free from cigarette smoke; 2) Changing people's behavior to live healthily; 3) Reducing smoking rates and preventing novice smokers, 4) Creating a healthy young generation, 5) Increasing optimal work productivity, 6) Reducing morbidity and mortality, 7) Protecting children and nonsmokers from risks to health, 8) Prevent discomfort, odor, and dirt from the smoking room. The regulation on implementing a smoke-free area aims to: 1) Provide a

reference for local governments in establishing a smoking free area, 2) Provide adequate protection from the dangers of cigarette smoke, 3) Provide a clean and healthy space and environment for the community (Kemenkes, 2011).

According to Solichin Abdul Wahab (2008), the smoke-free area policy is called a policy because a) Policies must be distinguished from decisions, b) Policy are not necessarily distinguishable from the administration, c) Policy include behavior and expectations, c) Policy include absence action or action, d) Policy usually has the result to be achieved, e) Each policy has individual goals or objectives, either explicit or implicit, f) Policy arises from a process that lasts all the time, g) Policy covers the relationships that inter-organizational and intra-organizational, h) Public policy although not exclusive to the critical roles of government agencies, i) The policies are formulated or defined subjectively (Wahab, 2008).

Thus the smoke-free area policy must be implemented in the environment of SMA Negeri 2 Nganjuk to create a school environment that is cleaner, healthier, and free of smoking. The participation of all school members is required to implement the smoke-free area policy to run well.

### Affecting Factors Implementation of SmokeFree Area Policy in SMA Negeri 2 Nganjuk

#### a. Communication

SMA Negeri 2 Nganjuk implements the smoke-free area policy in the school environment as mandated in the Nganjuk Regent Regulation Number 44 of 2018 concerning smoke-free area (Peraturan Bupati, 2018). The school also clearly communicates the regulations related to smoke-free areas to all school members, according to the book of academic

regulations and student rules (Peraturan Akademik, 2019).

According to George C. Edward III in Winarno (2005), the explanation above shows that policy information needs to be conveyed to policy actors so that policy actors can know, understand what is the content, purpose, direction, target group of policies so that policy actors can prepare correctly what the goals and objectives of the policy can be achieved as expected.

The school has submitted a smoke-free area policy both orally and in writing. Ashtrays are not provided in the living room for guests who come to school. However, there are still some teachers and school employees who still smoke in the school environment. Thus, information related to the smoke-free area policy's implementation in the school environment must be continuously communicated to all school members as the target group, and the school discipline team must act decisively against policy violations.

#### **b. Resources**

Resources are one factor that influences the implementation of the smoke-free area policy in school environments. Resources that affect the smoke-free area policy in the school environment include financial resources, people, information, authority, and facilities. There are no special funds for implementing the smoke-free area policy in SMA Negeri 2 Nganjuk. This policy's funds are from school operational government assistance funds (BOS) integrated with other school program funds. Existing funds are usually used to purchase billboards and replace damaged billboards.

According to George C. Edward III in Winarno (2005), it cannot be denied that funds are a determining factor in implementing any policy program. An activity or program planned can run well or not depending on whether there are funds available or not. Every educational

institution manager feels funds for routine operational activities and sustainable development of school programs. The more activities carried out at the school. The more funds are needed. Thus, each school manager's creativity in obtaining funds from various sources will significantly assist the smooth implementation of school programs, both routine and development at the institution concerned (Darma, 2007). The implementation of the smoke-free area policy in SMA Negeri 2 Nganjuk has not been maximized. If there were special funds for the smoke-free area policy, then the number of facilities in the form of billboards with no smoking or smoke-free area in the school environment would be fulfilled.

Human resources are also very supportive of the implementation of the smoke-free area policy in the school environment. According to George C. Edward III in Winarno (2005), human resources are staff, which refers to the number, quality, skills of employees or personnel involved in the policy. This factor is not only related to the number of staff but, more importantly, related to the quality of its human resources, such as competence and other skills possessed. According to Hasibuan (2003), human resources have the meaning of integrated expertise from the power of thought and physical power possessed by everyone who does. Human resources are a crucial element in various activities carried out. Even though the equipment is quite sophisticated, it will not be significant without qualified human resources because thinking power is the primary capital carried from birth, while experts can be obtained from business (learning and training). A person's intelligence can be measured from the level of Intelligence Quotient (IQ) and Emotional Quality (EQ).

Headmaster, teachers, and school employees are human resources as

implementers of the smoke-free area policy in SMA Negeri 2 Nganjuk because they have the ability and authority to enforce regulations and sanctions for violations in the school environment. Meanwhile, the school committee and OSIS as the organizations that overshadow students also have the authority to provide advice or input and information needed to implement the smoke-free area policy in SMA Negeri 2 Nganjuk.

The availability of resources in the form of information also influences a policy. SMA Negeri 2 Nganjuk has provided information regarding the Smoke-Free Area policy in the form of regulations both verbally and in writing. According to George C. Edward III in Winarno (2005), the relevant information is an essential factor in policy implementation, especially for new policies or policies that involve technical problems. In this case, information has two forms, information about how to implement a policy, and information about data about the compliance of other personnel with regulations.

The next resource is authority. The aspect of authority is closely related to the power to make decisions in policy implementation. For this reason, in implementing policy, an institution that is given sufficient authority must be appointed to make its own decisions in implementing policies within its area of authority. The authority of SMA Negeri 2 Nganjuk in implementing the smoke-free area policy includes making a book of academic rules and rules for students and establishing a disciplined team that aims to enforce all regulations in schools. According to George C. Edward III in Winarno (2005), authority is a factor that is full of risks and responsibilities.

Other resources that influence the implementation of the smoke-free area policy in the school environment are

resources in facilities. There are still limited billboards facilities that read no smoking or smoke-free area. The facility can be in the form of billboards or can use other media related to smoke-free area writing and be installed in a strategic place so that passers-by can easily read it. According to George C. Edward III in Winarno (2005), adequate facilities are needed to implement a policy. An executive may have adequate staff, understand what needs to be done, and may have the authority to do his job, but without a building as an office to coordinate. So that for policy implementation to be carried out properly, facilities related to smoke-free areas should be improved.

#### **c. Disposition**

The attitude of implementing the smoke-free area policy in SMA Negeri 2 Nganjuk strongly supports the policy well. It is proved from the implementers' attitude who always socialize the smoke-free area policy by explicitly inserting material on smoking dangers for health in several subjects. According to George C. Edward III in Winarno (2005), the disposition is the third factor that has significant consequences in implementing effective policies. If implementers are friendly to a policy, this means support, and they are more likely to implement the policy as the original decision-makers intended. But if implementers' attitudes or perspectives differ from those of decision-makers, implementing a policy can become even more difficult. The smoke-free area policy in SMA Negeri 2 Nganjuk is instilled in students by always getting supervision and applying sanctions from the discipline team for students who violate. It is imperative so that the implementation of policies can be successful following the objectives that have been set.

#### **d. Bureaucratic Structure**

In this case, the bureaucratic structure is defined as the characteristics,



norms, and patterns of relationships that repeatedly occur in the executive body, which has a relationship by implementing policies or programs. The smoke-free area policy's successful implementation in SMA Negeri 2 Nganjuk is due to good coordination and cooperation among policy implementers who have a bureaucratic structure in carrying out their duties in the following order: headmaster, students vice headmaster, order team, and students.

According to George C. Edward III in Winarno (2005), 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. The bureaucratic structure includes the dimensions of fragmentation and standard operating procedures that will facilitate and unify the policy implementers' actions in carrying out their duties are. In carrying out its duties, policy implementers should be consistent with the existing bureaucratic structure and standards operational procedure so that policy implementation can be successful.

## CONCLUSIONS

The smoke-free area policy in school are established to protect and reduce young students' smoking rates from cigarette smoke's harmfulness. The implementation of the smoke-free area policy in SMA Negeri 2 Nganjuk has not been maximized, so it needs to be supported by all factors, both communication factors, resource factors, disposition factors, and bureaucratic factors. It is recommended that there be improvements and enhancements of all factors so that policy implementation can be successful.

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