



Implementation of No-Smoking Area Policy at the Cingcin Village Office, Bandung District

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Abstract

Smoking, as a personal right, poses challenges in balancing individual freedom with the rights of others not to be exposed to cigarette smoke. The health impacts of smoking, including lung disease, reproductive dysfunction, pregnancy disorders, strokes, and heart attacks, are widely known. The government implemented a smoke-free area policy, but Cingcin Village experienced implementation obstacles such as a lack of socialization, warnings, inconsistent attitudes, and bureaucratic ambiguity. In the context of Edwards III's theory (in Subianto 2020) factors such as communication, resources, disposition, and bureaucracy play an important role in policy implementation. Therefore, using qualitative methods, researchers chose this theory to study the implementation of the No Smoking Zone (KTR) policy in Cingcin Village. Cingcin Village has implemented the No Smoking Zone (KTR) policy, although the implementation is still not perfect. The most prominent obstacle is the lack of funds to support facilities for the No Smoking Zone (KTR) policy and the lack of socialization and understanding from Cingcin Village officials themselves. An effective solution is to increase socialization through special programs and media such as videos. It is hoped that this can increase understanding of the No-Smoking Zone rules in Cingcin Village.

Keywords: *Implementation, Policy, No-Smoking Areas, Bandung District.*

1. INTRODUCTION

Health is the optimal state of a person's body, mind, and soul, where all these components function in a balanced and optimal manner. It is not simply the absence of disease or disability, but also involves physical, mental, and social balance that allows a person to live a productive and meaningful life. As social creatures, humans have the right to enjoy optimal health conditions to participate fully in community life. The right to health includes equal and fair access to health services, including prevention, treatment, rehabilitation, and health information. Fulfilling the right to health for every person is part of the realization of the ideals of the Indonesian nation as stated in Article 28 H paragraph (1) of the 1945 Constitution: "Everyone has the right to live in physical and spiritual prosperity, to have a place to live and to have a good and healthy and have the right to receive health services."

Reflecting on the current situation, the supporting factors for a healthy environment are far from expectations. The air quality in Indonesia, especially urban areas, can be said to be very bad. Pollution is produced by carbon emissions, illegal burning of rubbish, burning of wild forests and cigarette smoke. Smoking is right, especially within the framework of individual freedom. However, this right must also be considered in the context of other people's rights not to be exposed to cigarette smoke. It is no longer a public secret that smoking is dangerous for health, both active smokers and passive smokers. The health impacts that smoking can cause include lung disease, impotence and reproductive organs, pregnancy problems, stroke and coronary heart attacks.

In connection with the impact of smoking on the environment and smokers themselves, to create a healthy environment, the government made a policy by issuing Law No. 46 of 2009 concerning Health which includes regulations for Non-Smoking Areas in Part Seventeen for Safeguarding Addictive Substances article 115, which states that: Non-Smoking Areas include: Health Service Facilities, Places for Teaching and Learning Processes, Places for Children to Play, Places of Worship, Transportation



General, Work Places, Public Places and Other Specified Places.

Regional governments are required to establish smoking-free areas in their areas. Based on Law no. 36 of 2009 which is contained in article 115 paragraph (2) "Regional governments are obliged to establish smoking-free areas in their territory." This is intended to create efforts to protect the community against the risk of health problems due to the environment being polluted by cigarette smoke.

Next, it is also stated in Government Regulation Number 109 of 2012 concerning Safeguarding Materials Containing Addictive Substances in the Form of Tobacco Products for Health. Implicit in Article 8 explains that "the implementation of safeguarding materials containing addictive substances in the form of tobacco products for health includes non-smoking areas." In accordance with Government Regulation Number 109 of 2012, a non-smoking area (KTR) is a room or area that is prohibited for smoking or activities for producing, selling, advertising and/or promoting tobacco products.

In this regulation it is also explained that regional governments are obliged to establish non-smoking areas as stated in Article 52 which reads "Regional governments are obliged to establish non-smoking areas in their territory by means of regional regulations". Regional government policies are considered effective in helping implement government regulations. Creating a Smoke-Free Zone is a shared responsibility of individuals, the general public, and the government to safeguard the health of future generations. There is a need to improve these measures to protect public health and reduce the prevalence of smoking

Table 1. Regulations related to Smoke-Free Areas (NSAs)

No	Rules
1	The 1945 Constitution of the Republic of Indonesia
2	Law no. 36 of 2009 concerning Health
3	Government Regulation No. 109 of 2012 Smoking-free areas
4	Bandung Regency Regional Regulation No. 13 of 2017 concerning Non-Smoking Areas.
5	Bandung Regent Regulation No. 89 of 2018 concerning Implementation Guidelines for Bandung Regency Regional Regulation No. 13 years old 2017 About Smoke Free Areas.

Source: Author's Analysis, 2024

The implementation of regional policies by local governments is a very efficient method to support the implementation of government regulations related to tobacco control. Establishing smoke-free areas is a shared responsibility of all components of society, including individuals, community groups, and the government, to protect the health of current and future generations. The existence of smoking-free areas is very significant in protecting the public from potential health risks due to exposure to cigarette smoke in the environment.

Bandung Regency issued Bandung Regent Regulation no. 89 of 2018 concerning Implementation Guidelines for Bandung Regency Regional Regulation No. 13 of 2017 concerning non-smoking areas, which states that non-smoking areas in Bandung Regency are: Health service facilities, places for teaching and learning processes, children's play areas, places of worship, public transportation, workplaces, public places and other designated places. Of the 8 classifications, the Cingcin Village Office is included in the workplace that must implement a No-Smoking Zone, considering that the Cingcin Village Office is a government institution that must be an example for the community.

Criminal provisions contained in Bandung Regency Regional Regulation no. 13 of 2017 concerning Smoke Free Areas is as follows:

(1) Any person who violates the provisions as intended in Article 7 paragraph (1) and Article 8



paragraph (1) letters a and b shall be punished with imprisonment for a maximum of 7 (seven) days or a fine of a maximum of IDR 500,000.00 (five hundred thousand rupiah).

(2) Any person who violates the provisions as intended in Article 8 paragraph (1) letter c will be punished with imprisonment for a maximum of 7 (seven) days or a fine of a maximum of IDR 50,000,000.00 (fifty million rupiah).

(3) The violation as intended in paragraph (1) is a violation.

Based on Bandung Regency Regional Regulation No. 13 of 2017 concerning Non-Smoking Areas. Researchers want to know how these regulations are implemented when applied in public areas, namely the Cingcin Village Office. How is the implementation of these regulations implemented considering that the Cingcin Village Office is a place that is never empty of activities from State Civil Servants and the community who come with their own needs.

It is important to evaluate how a regulation is implemented, because through reviewing the implementation we can understand the sustainability of the implementation of the regulation or policy by the organizer. By looking at implementation, we can observe changes or progress that have been achieved through the implementation of these regulations. Based on this description, the researcher is interested in taking the title "Implementation of smoking-free area policy in Cingcin Village, Bandung Regency (Case study of Bandung Regency Regional Regulation No. 13 of 2017)".

2. METHOD

The research method used in this research is descriptive qualitative, namely the process of solving the problem being investigated, by describing or depicting the current state of the research object, based on visible facts or as they S & Kristian, 2021). This research began with observations of the implementation of the no-smoking area policy in Cingcin Village, Soreang District, Bandung Regency. Next, the researcher analyzed this phenomenon by referring to the theory of policy implementation put forward by Edward III in Subianto (2020), which includes four indicators, namely: communication, resources, disposition and bureaucratic structure, which are relevant to the phenomenon being studied. This type of research is descriptive, aiming to analyze and explain the phenomenon of implementing the no-smoking area policy in Cingcin Village, Soreang District, Bandung Regency, systematically and clearly. Apart from using data reduction and presentation techniques, researchers also apply triangulation techniques as a method to verify the validity of the data, which means examining the data by comparing the results of interviews with the research object (Moloeng, 2004).

3. RESULT AND DISCUSSION

Concepts of Administration and Public Policy

According to Hadari in Cogge (2017) "Administration means a series of activities or process of controlling events or a system of cooperation between a numbeseveral, so that it takes place effectively and efficiently, in realizing common goals." This definition can be interpreted as Administration is a series of process activities that involve the collaboration of a several people with the aim of achieving effective and efficient results. Meanwhile, according to Hamali (2019), "Administration in a broad sense can be defined as cooperative activities carried out by a group of people based on the division of labor as determined in the structure by using resources to achieve goals effectively and efficiently"

Based on this view, administration in a broader context can be explained as a collaborative process between a group of people organized in a bureaucratic structure, as well as utilizing other resources, with the aim of achieving effective and efficient results in accordance with predetermined targets.



In its scope, this science focuses on the goals of the state and the ethics that regulate the implementation of state functions. This statement is reinforced by Pramudji's view is quoted in Mindarti (2016), which emphasizes that public administration activities have a very broad scope. It is not only limited to executive institutions, but also includes activities related to public aspects carried out by executive, legislative and judicial institutions. Thus, public administration involves various activities related to the interests of society, which are regulated and implemented by these institutions.

As for public policy according to Kraft and Furlong (2018): "Public policy is an action or decision taken by public officials in government, which also includes the citizens they represent. Public problems refer to conditions that are generally considered to be unsolvable by society itself and therefore require intervention from the government." In line with the opinion above, Shafritz and Hyde (2017) also argue that public policy includes all decisions taken by the government, whether to be implemented or not, as a response to political problems. Public programs involve all activities designed to implement public policy; sometimes, this involves the creation of organizations, public agencies, and bureaus, which are ultimately responsible for formulating more policies that provide guidance to the organization's members on how to implement them, as well as implementing the public policy as a whole.

Mazmanian and Sebastiar Sadna (2023) define implementation as: Implementation is the implementation of basic policy decisions, usually in the form of statutory regulations, and can be in the form of executive orders, decrees or decisions of judicial bodies. In this sense, according to Mazmainan and Sebastier, implementation is the implementation of basic policies, in the form of laws and similar orders, important decisions, decisions of judicial authorities, etc. This implementation process has several stages, including the law enforcement stage and finally the policy that implements the decision until improvements are made to the related policies. Implementation can also be interpreted as the action or implementation of a plan that has been worked out in detail. Implementation is usually carried out after the plan is deemed sufficient and appropriate. Therefore, in this case, policy implementation is actually the intervention itself (Pramusyia, 2022).

Implementation of the smoke-free area policy at the Cingcin Village Office, Soreang District, Bandung Regency

A smoking-free area (KTR) is an area where smoking and all forms of tobacco-related activities are prohibited, such as production, sales, advertising and promotion. This regulation is regulated by Bandung Regency Regional Regulation No. 13 of 2017 concerning smoking-free areas (KTR), which regulates implementation in eight strategic areas in the city. Non-smoking areas include places such as health services, educational places, children's play areas, places of worship, public transportation, workplaces, public places and other specified locations. The goal is to protect public health and create a smoke-free environment in places.

The Cingcin Village Office is one of the places included in the Non-Smoking Area. With this non-smoking area (KTR), it is hoped that it can help reduce the number of smokers and create healthy and clean air quality free from cigarette smoke for the surrounding community. Implementation of the no-smoking area policy in Cingcin Village, implementation of the no-smoking area policy has not yet been fully implemented. One of the problems that still occurs is that people and village officials still smoke in the village office. Success in implementing a policy is greatly influenced by various factors. According to Edward III (in Subianto, 2020), there are four main factors that determine the success or failure of policy implementation, namely communication, resources, disposition and bureaucratic structure. The following is an explanation of these four factors in the context of implementing the smoke-free area policy in Cingcin Village:



Communication

Communication is the main factor in the success of policy implementation. The communication process involves conveying information from authorized parties to policy implementers regarding the goals and objectives of the policy. In this case, the implementers of the smoke-free area policy in Cingcin Village include the village head, village officials, the community and other parties within the village environment. The Village Government has the responsibility to convey and explain the smoke-free area policy at the village office to all related parties so that the policy objectives can be understood and implemented well.

Before touching the Village, socialization regarding smoking-free areas (KTR) should be provided by the Task Force (task force) formed by the Regent which is then delegated to the Camat for socialization to all Villages in Bandung Regency. However, from the results of an interview with Mr. H. Aceng as Village Head, he stated:

"We (the village) have never received special socialization. Either from the District or Regency. But I already knew about that rule, that's why the smoking ban was posted a long time ago."

In line with the statement of Mr. Mahmud as Secretary of Cingcin Village:

"We in the village have never received any socialization regarding this policy, so we are still confused about creating an outreach program for the community. All we did was put up a sign prohibiting smoking, maybe the people who came could also read the warning. But because the office is currently undergoing repairs, the writing is no longer visible and may have been removed by the construction workers who were working."

Due to the absence of socialization, this will lead to unclear communication between the village and the community. This is proven by the statement of Mr Ridwan as a member of the public who was visiting:

"I didn't know there was such a policy, Teh. The thing is, it's rare to see no smoking written on it, but if you saw it before, it's gone now. No one from the Village employees was criticized, I think that's fine now."

From the three statements above, it can be concluded that communication in implementing the smoke-free area policy in Cingcin Village is still not optimal, causing uncertainty and causing miscommunication.

Resource

There are four components that need to be fulfilled in implementing the policy, namely: availability of adequate staff both in terms of quantity and quality; information necessary for decision making; authority (authority) to carry out duties and responsibilities; as well as the facilities needed for implementation.

In the process of implementing the smoke-free area policy in Cingcin Village, the resource aspect is related to the readiness of the implementing party, especially human resources who act as staff. This can be seen from the absence of a special task force (Task Force) tasked with implementing and supervising the smoke-free area policy. This condition is caused by the limited number and quality of human resources, especially village officials involved. As a result, the implementation of these policies cannot be monitored optimally. As stated by Mr. H. Aceng, Head of Cingcin Village:



"We don't have a special task force because all Village employees are implementers, so we just work together. But yes, because we each have other main tasks that we need to focus on more, so we are still lacking in implementation. "We also only have a few village officials, so it would be quite difficult to create a special task force for this policy."

This is related to the authority of the Village Head as the highest leader in the Village environment who is also responsible for implementing this policy. The Village Head should be able to use his authority better to form a Smoke-free Area Task Force (KTR) so that its implementation can run optimally.

Apart from these two things, the facilities needed to implement the smoke-free zone (KTR) policy have not been maximized due to the lack of funds provided by the district government. In fact, in Regent Regulation Number 89 of 2018 concerning non-smoking areas (KTR), it is written that (a) the manager or person responsible for the non-smoking area (KTR) is obliged to provide their own No-Smoking Area sign; (b) Non-smoking area signs as referred to in paragraph (1) are in the form of notice boards containing writings prohibiting smoking, selling/buying cigarettes, advertising cigarette products, offering/accepting sponsorship of cigarette products; (c) The non-smoking area sign as intended in paragraph (2) is listed in Appendix I which is an inseparable part of this Regent's Regulation. The intended facilities cannot yet be provided by Cingcin Village due to funding constraints. However, some of them already exist, such as signs prohibiting smoking and the like.

Disposition

Disposition refers to the attitude and commitment of implementers towards a program, especially those who act as implementers, in this case especially bureaucratic officials. Implementation of the smoke-free area policy in Cingcin Village involves the Village Head, Village Secretary and village officials and his staff. The parties involved in implementing this policy are expected to have high dedication and commitment to carry out their responsibilities well. The Village Head has the responsibility to supervise and make this policy a success by collaborating with all Cingcin Village Officials. However, in its implementation there is still no visible firm attitude that should be instilled, this is proven by the explanation of Mr. Mahmud as Village Secretary:

"We have given warnings through the installation of prohibition paper, we have also given warnings several times during meetings. "In public service areas it has been enforced that smoking is not allowed, except in the yard, because you can't see it..."

The results of observations in the field found that several visitors and builders who were renovating the Village office were smoking, but there were no warnings at all from the employees there. The following are the results of an interview with Mr Asep as a construction worker who is working in Cingcin Village:

"During my time working here, I've never been reprimanded, sir, it's normal for construction workers to smoke, right? So, yes, I just smoke, because everyone else smokes too."

In contrast to the previous statement, Mr. H. Aceng as Village Head said:

"We sometimes give verbal prohibitions, but that's only during meetings or at events. When the event is finished, you're relaxed, so please just go outside. Smoking is also not allowed in the service office, to maintain comfort."

Based on the various opinions and observations that have been presented, it can be concluded that the attitude or disposition of the Cingcin Village officials as policy implementers is not fully in line with the No-Smoking Zone regulations. Policy implementers still show behavior that does not support the implementation of the smoke-free area concept in the Cingcin Village office environment.



Bureaucratic Structure

In implementing a policy, there should be SOPs (Standard Operating Procedures), clear work flows and program implementation guidelines. Without these guidelines, it is difficult to achieve optimal results because problem solving tends to be temporary and requires special treatment without a standardized pattern. In addition, fragmentation or disintegration in the organization needs to be avoided and overcome through an effective coordination system.

In Regent Regulation Number 89 of 2018 concerning non-smoking areas (KTR), it is explained that every non-smoking area is free to create SOPs independently in accordance with applicable regulations. However, in implementing the smoke-free area policy in Cingcin Village, this process was not fully in accordance with the SOP. As explained by Mr. H. Aceng as Head of Cingcin Village:

"We don't yet have an SOP, but we have implemented this policy by putting up prohibitory banners and also direct warnings to those who violate it. Especially those who smoke in public service areas will definitely be reprimanded because the space is narrow. It's a pity if there are small children, women and the elderly."

In Cingcin Village, the implementation of this policy does not have a special task force that supports No-Smoking Areas, however the Village Head and his staff have collaborated with Linmas to implement this policy even though in reality it still cannot be implemented optimally. As explained by Mrs. Ria as Head of Financial Affairs:

"We have actually collaborated with Linmas, but that's it, Miss, we still can't be firm. Because Linmas also smokes."

From the various opinions that have been expressed, it can be concluded that there are no clear guidelines from the Village to regulate the implementation of the smoke-free area policy in the Village environment. Even though the Village has followed orders by including a smoking ban in its regulations and installing no smoking signs, there are still no comprehensive guidelines to direct the implementation of this policy.

Village Government in the Bureaucracy of Smoke-free Area Policy is the last place. Starting from the Regent forming a Task Force consisting of ASN from the Social Service and the Civil Service Police Unit, then down to the District led by the Subdistrict Head along with the District Civil Service Police, and finally the Village. In this case, the village admitted that it had not been provided with proper guidance, so that its implementation was less than adequate. As explained by Mr. Mahmud as Secretary of Cingcin Village when interviewed:

"I know that this policy should be monitored by Satpol PP, but until now there has never been any monitoring or request for data about who is violating it, Neng. In fact, I hope that this implementation can be better, so that we don't get confused and can help protect the environment and live healthy lives."

This statement proves that the bureaucratic structure for implementing smoke-free areas is still unclear, so that village parties who want to implement this policy have insufficient and unclear knowledge.



Obstacles in Cingcin Village, Soreang District in implementing the No-Smoking Area Policy.

An obstacle is something that can hinder the progress or achievement of something. In this case, the obstacles that will be discussed are the obstacles to Cingcin Village in implementing the No-Smoking Area Policy. Based on the results of an interview with Mr. H. Aceng as Head of Cingcin Village:

"The biggest obstacle is probably funding. The thing is, I know that this village is one of the types of workplaces that are allowed to have special smoking rooms. Because right

Many of the village employees are men and smoke, and many people who visit also like to smoke. But yes, there are not enough funds for that."

Meanwhile, according to Mr. Mahmud as Secretary of Cingcin Village, he said that the obstacles that occurred in Cingcin Village were as follows:

"Perhaps as an obstacle, we are hampered by our understanding of knowledge regarding the no-smoking area policy. So in its implementation there are still many mistakes, no one even visits the village. There's so little socialization."

Apart from that, the results of an interview with Mrs. Ria as Head of Financial Affairs for Cingcin Village stated that:

"The attitude is less firm, yes, in my opinion. The problem is that sometimes it's not good to reprimand, then sometimes there are people who insist, so it's difficult."

The lack of socialization and firmness of Village Officials in implementing the No-Smoking Area Policy is an obstacle that interferes with achieving the objectives of implementing this policy. Namely reducing morbidity and death rates due to cigarette smoke.

Efforts by Cingcin Village, Soreang District, to overcome obstacles to implementing the No-Smoking Area Policy

Effort is a problem solving effort to achieve a predetermined goal. In this case, efforts were made by Cingcin Village to overcome obstacles during the implementation of the No-Smoking Area Policy.

The results of an interview with Mr. H. Aceng as Head of Cingcin Village show that the efforts that have been made by Cingcin Village are:

"We from the village are working to build a special smoking area so that we can implement this policy more seriously."

Meanwhile, according to Mr. Mahmud as Village Secretary, he explained that:

"The effort might be to stick to the smoking ban, and also reprimand if someone violates it. Learn for yourself about this smoke-free area (KTR), even though it's not perfect, at least we're trying."

Apart from that, Mrs. Ria as Head of Financial Affairs believes that the efforts of Cingcin Village are:

"Our efforts are to try to be firm, especially the service staff must be even more firm. The problem is that the service room is narrow so it doesn't matter if someone smokes. "Then for outdoors, we have collaborated with Linmas to make it more orderly."



Based on the explanation above, Cingcin Village has been quite good at overcoming obstacles to implementing the smoke-free area policy. Even though it cannot be resolved immediately, by making these efforts, Cingcin Village is doing quite well.

4. CONCLUSION

Implementation of the smoke-free area policy in Cingcin Village, Soreang District, Bandung Regency (Case Study of Bandung Regency Regional Regulation No. 13 of 2017) has largely not gone well based on the policy implementation indicators used, namely Edwards III which has 4 dimensions of policy implementation, namely: communication, resources, disposition and bureaucratic structure. All dimensions have been carried out in the implementation of the No Smoking Policy, but it is still not optimal.

Communication factors related to the Implementation of Bandung Regency Regional Regulation No. 13 of 2017 concerning non-smoking areas in Cingcin Village has not been running well, so that Village Officials and also visiting residents still smoke in Cingcin Village. The lack of socialization and also the few banners prohibiting smoking mean that the public is less educated in implementing the smoke-free area policy in Cingcin Village. Informants revealed that Cingcin Village needs human resources as well as resources as signs of a smoking ban and guidelines for implementing No-Smoking Areas.

In the Disposition factor, the implementers in Cingcin Village still show an attitude that does not support the implementation of a smoke-free area in Cingcin Village. And the bureaucratic structure factor in the implementation of Bandung Regency Regional Regulations regarding non-smoking areas in Cingcin Village so far does not have an SOP so there are no sanctions to deter violators, which are limited to a warning.

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