

SELF-MANAGEMENT FACTORS RELATED TO HOTELS' AND NIGHTCLUBS' COMPLIANCE WITH LOCAL REGULATION (PERDA) ON SMOKE-FREE ENVIRONMENTS (SFE) IN BOGOR CITY

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Abstract

Introduction: Since 2009, Bogor City has implemented smoke-free environments (SFEs), making the commitment to protect people's rights from smokers. However, the associated local regulation still has not been fully implemented, particularly in hotels and nightclubs. This study aimed to explore the characteristics of hotel and nightclub management in relation to compliance with the SFE local government regulation (*Perda*) in Bogor City.

Materials and Methods: A cross-sectional study, including structured interviews, was generated for the secretary of Bogor's local government and Health Office. Compliance data were collected using an observation checklist with a structured questionnaire on hotel and nightclub management.

Results: The results indicated that the compliance of hotels and nightclubs was low (44.9%). All the characteristics of the hotel and nightclub managers were not significantly related to the status of their compliance with the SFE *Perda*. The managers' knowledge was the factor most related to compliance with the implementation of the SFE *Perda* (OR_{adj} = 6.6, 95% CI = 1.161-38.700).

Conclusion: Poor socialization, improper targetting, and lack of law enforcement were the barriers to SFE *Perda* compliance in the hotels and nightclubs of Bogor City. A powerful strategy for regulation dissemination and sustainability, overseeing improvement at all levels, is essential for achieving SFE *Perda* compliance by hotel and nightclub management.

Keywords: Tobacco control, Smoke-free environment, Health law, Hotels and nightclubs, Indonesia

Introduction

The right to inhale clean air in a good and healthy environment is a basic human right (1). The Smoke-Free Environments (SFE) policy aims to provide the public with legal protection from exposure to smokers, resulting in clean and healthy spaces and environments for the community (2). In the Indonesian setting, Bogor City's Local Government issued Local Regulation (*Perda*) No. 12/2009 on SFEs and Major Regulation (*Perwali*) No. 7/2010 on Guidelines for the Implementation of the SFE *Perda* (3). However, following the implementation, not all the areas identified as SFEs are 100% smoke-free (4).

Based on the results of monitoring and evaluation by the Bogor Government in September 2014, there was a significant decrease in the compliance of nightclubs but an increase in hotels. This research determined which factors were related to SFE *Perda* compliance in hotels and nightclubs, especially management-related factors. The study acquired evidence-based input with a thorough analysis in support of the successful implementation of SFE. Hotels and nightclubs were important sites and received special attention and consideration as modern tourist sites that the public favoured.

Materials and Methods

Design and Population

This is a cross-sectional study design using structured questionnaire for interviewing SFE organizers, who included owners, general managers and managers or the executors of daily operations at all the hotels and nightclubs in Bogor City. Data were undertaken to determine the compliance levels of the hotels and nightclubs; information about the communication between the policy managers and the SFE organizers, as well as the efforts that would be necessary to improve compliance with the SFE *Perda*. An in-depth interview was also administered to eight key informants, comprising the SFE enforcement teams (which local government stakeholders of Bogor City formed), a non-governmental organization (NGO) and the Association of Indonesian Hotels and Restaurants (*PHRI*). The

research was conducted from March 2015 to June 2015.

Implementation and Data collection and analyses

Data collection involved a combination of quantitative research (questionnaires and observations) and qualitative techniques (in-depth interviews) (5). Compliance was measured using eleven indicators based on the SFE *Perda* in Bogor City (6). Multivariate analysis with multiple logistic regression principles was generated to estimate predictive factors. Meanwhile, in-depth interviews were administered to the unit responsible for the implementation of SFE *Perda*, namely, the Health Promotion Unit of Bogor City. The population for this study comprised the managers of the hotels and nightclubs in the area of Bogor City, Jawa Barat Province, Indonesia, that the Department of Culture and Tourism listed in 2014. The managers in this study included owners, managers and operational managers or holders of positions that involved decision-making for daily operations.

Ethics approval

To fulfill the research ethics, the researchers obtained a letter of application for research permission to conduct research at Bogor City's Local Government from the Mayor of Bogor City and *PHRI*. Before conducting in-depth interviews with informants, the researchers always read the guidelines for in-depth interviews with informants to obtain their informed consent. The data were confidential and only researchers could access the data. This study also passed the Ethics Review from the Faculty of Public Health at the Universitas Indonesia, No: 2901/UN2.F10/PDP.04.00/2015.

Results

The managers of the hotels and nightclubs held roles such as general manager (GM), human resource manager (HRM), front office manager (FOM), housekeeping manager (HM), executive marketing manager, human capability manager (HCM) and operational manager (OM). The managers included in this

study were the main supervisors and the representatives of each unit. All the 63 hotels and nightclubs contributed to the sample of 48 hotel managers (76.19%) and 15 nightclub managers (23.81%). However, only 49 (77.78%) managers were willing to be interviewed; they comprised 39 (81.25%) hotel managers and 10 (66.67%) nightclub managers.

Table 1 indicates that all the characteristics of the hotel and nightclub managers were not significantly related to the status of their compliance with the SFE *Perda*. The results also indicated that not all of the variables could be subjected to multiple logistic regression as multivariate analysis revealed all the p values to be greater than 0.020 (screening for multiple variables) (7).

Table 1: Characteristics of Hotel Managers and Nightclub Managers in Relation to Implementation of SFE *Perda* in Bogor City

Variables	Compliance with SFE <i>Perda</i>						p-value
	Non-compliant		Compliant		Total		
	n	%	n	%	n	%	
Age							0.634
< 36 years old	14	60.9	9	39.1	23	100.0	
≥ 36 years old	13	50.0	13	50.0	26	100.0	
Education level							0.308
≤ High school	13	65.0	7	35.0	20	100.0	
Diploma	4	36.4	7	63.6	11	100.0	
Bachelor's/undergraduate	10	55.6	8	44.4	18	100.0	
Sex							0.803
Male	18	58.1	13	41.9	31	100.0	
Female	9	50.0	9	50.0	18	100.0	
Length of time worked							0.874
< 4 years	14	58.3	10	41.7	24	100.0	
≥ 4 years	13	50.0	12	48.0	25	100.0	
Position							0.240
Manager	19	63.3	11	36.7	30	100.0	
Others	8	42.1	11	57.9	19	100.0	

Variables	Compliance with SFE <i>Perda</i>						p-value
	Non-compliant		Compliant		Total		
	n	%	n	%	n	%	
Smoking status							0.544
Yes	12	63.2	7	36.8	19	100.0	
No	15	50.0	15	50.0	30	100.0	
Total	27	55.1	22	44.9	49	100.0	

Table 2 shows predisposing factors for bivariate analysis, followed by multivariate analysis for Table 3. These results indicate that the managers' knowledge was the factor most related to compliance with the implementation of the SFE *Perda* (OR_{adj} = 6.6).

Table 2: Predisposing Factors for Hotel and Nightclub Management Regarding Compliance with SFE *Perda* in Bogor City

Variables	Compliance with SFE <i>Perda</i>						p-value	OR _{crude} (95% CI)
	Non-compliant		Compliant		Total			
	n	%	n	%	n	%		
Knowledge							0.001	
Poor	19	73.1	7	26.9	26	100.0		
Good	8	34.8	15	65.2	23	100.0		
Attitude							0.041	
Poor	20	58.8	14	41.2	34	100.0		
Good	7	46.7	8	53.3	15	100.0		
Commitment							0.303	(1.6-9.3)
Poor	8	72.7	3	27.3	11	100.0		
Good	19	50.0	19	50.0	38	100.0		
Support							0.143	
Poor	14	70.0	6	30.0	20	100.0		
Good	13	44.8	16	55.2	29	100.0		
Total	27	55.10	22	44.90	49	100		

Table 3: Multivariate Model of Hotels and Nightclubs Compliance with SFE Perda in Bogor City

Variables	B	S.E.	Wald	df	p-value	OR _{adj}	95% C.I. for OR	
							Lower	Upper
Knowledge	1.539	.709	4.711	1	0.030	6.660	1.161	38.700
Position	1.919	.889	4.658	1	0.041	4.813	1.193	18.914
Support	1.531	.903	2.872	1	0.090	4.623	0.787	27.159

This means that the likelihood of hotels and nightclubs complying with good manager knowledge was 6.6 times that of their compliance with poor management knowledge.

Discussion

Regarding the hotels' and nightclubs' implementation of SFE *Perda*, the number of compliant areas (44.9%) was lower than that of the non-compliant areas (55.1%). The results of the in-depth interviews with the informants also found that SFE *Perda* socialization was not directed at the right target; consequently, hotel and nightclub managers had biased perceptions regarding the implementation of the SFE *Perda*. Such opinions from managers and informants indicated that the enforcement of local regulations that did not fit with the existing rules affected the successful implementation of the SFE *Perda*. Otherwise, equally important factors were similarity in perception (8) and the support of PHRI for the successful implementation of the SFE *Perda* in the hotels. Therefore, effective cooperation, communication and coordination were necessary (9) among all the stakeholders associated with the managers to identify the intersections of any problems that occurred in the implementation of the SFE *Perda*.

Characteristics of Hotel and Nightclub Management in Bogor City

Based on the results of the study, the characteristics of the managers, which included age, education, gender, length of time worked and occupation, did not have any significant relationship to compliance with the implementation of the SFE *Perda* by hotels and nightclubs in Bogor City. Previous studies based on age, which is not significantly related in this study, found that adolescents believed that the use of substances, including cigarettes, made them more mature (10). The research results could indicate that the factors of age and education encouraged the smoking behaviour. It is essential to generate innovative approaches in association with the respective characteristics for the appropriate dissemination of information about the harmful effects of cigarette smoke (11).

Knowledge of Hotel and Nightclub Management in relation to Compliance with SFE Perda in Bogor City

Naturally, knowledge plays a very important role in the discipline of health. In line with the present study's results, this indicates that when managers possess good knowledge about the SFE *Perda*, the areas they manage are compliant (12). The dissemination of information to hotels and nightclubs encountered several obstacles. The perceptions among the enforcement team of SFE which consisted of the local government stakeholder offices seems varied. This opinion will affect to differ socialization towards the SFE. For instance, socialization was not directed at the right target. There was no effective communication between the local government's advisory board and the managers. In the promotion and dissemination of *Perda*-related material which was found to be not evenly distributed. A strategy for disseminating information with proper communication and clear targets for each SFE *Perda* implementation programme is necessary(13).

The Tobacco Control Support Centre of Indonesian Public Health Expert Association (TCSC-IAKMI) also reinforced the importance of promotion in 2011 with an SFE manual, which stated that, in the context of law enforcement, law enforcement teams required assurance that the community had been properly socialized and understood the contents and benefits of the local regulation/*Perda*; thus, the sanctions imposed would be based on knowledge acquired(2).

Optimizing a hotline service for a community complaint centre with the aim of solving problems quickly, easily and cheaply could be a strategic approach(14). In addition, the hotline phone system could be enabled as a medium through which complaints could be made regarding violations of the SFE *Perda*. It could also be used as a medium of information related to SFE *Perda* regulations, programmes etc.

“The perceptions of SFE objectives by the enforcement team and the hotels and nightclubs are still dissimilar; so it is up to each of them to interpret SFE by themselves” (IN7).

Attitude of Hotel and Nightclub Management towards Compliance with SFE Perda Implementation in Bogor City

This research shows that the managers' attitudes are related to compliance with SFE *Perda* by hotels and nightclubs in Bogor City. The results indicate that compliance in the region was as high as 53.3% with managers who had good attitudes and 41.2% with managers whose attitudes were not as good. These results are very interesting if we consider the assessment of knowledge: most managers lacked knowledge, and several managers had poor attitudes. The attitude assessment indicates that most managers still fear that the implementation of the SFE *Perda* will affect the hotels' and nightclubs' income and visitors. These two indicators of attitude are not included in the SFE *Perda* rules. However, they have a highly influential impact on the successful implementation of the SFE *Perda* by hotels and nightclubs, as evidenced by the fact that many hotels provide smoke-

free rooms and impose no-smoking bans on visitors at nightclubs for fear of losing visitors (15). Socialization, as yet, has been limited to sharing knowledge about the implementation of the SFE *Perda*; it has not entailed giving people a deeper understanding of the concept and purpose of SFE *Perda* implementation (12,13). In addition, with every instance of socialization termination, it is essential to evaluate the purpose of improving the managers' attitudes regarding SFE regulation and further assessing their compliance to it.

“If we are back to socialization, yes, attitude was also influenced by knowledge, so yes, it has not been included in the area of tobacco control activities maximally. The fear of loss of benefits may result from less information as long as the implementation of SFE Perda does not affect the income from abroad, for example” (IN1).

Commitment of Hotel and Nightclub Management to Compliance with SFE Perda in Bogor City

The results of the commitment analysis in connection to compliance with SFE *Perda* indicated that there was no significant relationship between them. This was the case for almost all managers who showed a good commitment. Alongside the good commitment of high or middle management, various activities have been implemented by low management levels (16). Interviews with the informants who did not participate in socialization indicated that they had good commitment but low compliance. These findings should receive the attention of and follow-up from the relevant advisory team and stakeholders so that, at every instance of socialization, the hotel and nightclub managers are present and the goal of increasing their knowledge and improving their attitudes regarding the implementation of the SFE *Perda* can be achieved more quickly.

“Well, if the commitment sounds very good, it must not depend solely on any proactive (law enforcement team) officers but also on the hotels' and nightclubs' organizers; if this

happens, it is followed by a good response” (IN6).

Support of Hotel and Nightclub Management for Compliance with SFE Perda in Bogor City

It was found that some hotels and nightclubs (59.2%) engaged in activities that took the form of internal supervision of SFE *Perda* implementation. Based on the results of the research, managers’ support had no significant relationship with the implementation of the SFE *Perda*. Further analysis revealed that there was a difference in compliance opportunities between hotels and nightclubs with managers who gave good support and those with managers who gave poor support ($OR_{adj} = 4.623$ with p value = 0.090 which argued as approaching to significance 0.05). This showed that a good manager’s support would improve compliance in the environment under his or her management. It should be supported by the good communication in a peer-discussion media between the hotels’ and nightclubs’ managers. This media will enable the information sharing about the positive outcomes of this regulation that would improve both the quality and quantity of SFE compliances in each hotel and nightclub managements. Previous studies indicated that good manager support came from good knowledge, and good support was followed by compliance with SFE *Perda* in the area under management (17–19).

“There must be reconciliation between good supporting (hotels and nightclubs) areas with the bad entities supporting themselves, so the good could share any information with the bad, and we could monitor it” (IN5).

Conclusion

Most hotels and nightclubs did not comply with the SFE *Perda*. The characteristics of the managers (age, sex, length of time worked, education, position) were not significantly related to the hotels’ and nightclubs’ compliance with the SFE *Perda* in Bogor City. Otherwise, the knowledge and attitude of the managers related significantly to the hotel and nightclub compliance with the SFE *Perda* in Bogor City. However, communication between

the SFE Advisory, SFE enforcers and stakeholders regarding the hotels’ and nightclubs’ managers had not been effective. Further effort to improve the compliance with the SFE *Perda* requires the improvement of the following studies on socialization strategies.

Conflict of Interest

The authors declared that there is no competing interests that existed.

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