

Report For:	Executive	Item No: 13
Date:	10 December 2018	
Report Of:	Corporate Director, Public Health, Procurement and Commissioning	
Report Author:	Lisa Hudson, Public Health	

Subject:	Smoke Free Initiatives	
Lead Executive Member(s):	Cllr Rachel Hopkins	
Wards Affected:	Click here to enter text.	
Consultations:	Councillors	<input checked="" type="checkbox"/>
	Scrutiny	<input checked="" type="checkbox"/>
	Stakeholders	<input checked="" type="checkbox"/>
	Others	<input checked="" type="checkbox"/>

Recommendations

1. **That Executive is recommend to consider each smoke free initiative in isolation of the other and approve the following Smoke free initiatives:**
 - (i) **Smoke free LBC owned playgrounds**
 - (ii) **Smoke free St Georges Square**
 - (iii) **Smoke free entrances at The Mall**

Background

2. This paper sets out some of the initiatives required to support Luton's vision '*To move Luton towards a smoke free generation, reducing smoking prevalence and health inequalities*' and is in line with the national Tobacco Control Plan for England.
3. Smoking is the greatest preventable harm to life expectancy and ill health and one of the largest causes of health inequalities in England.
4. The harms to health caused by smoking and of exposure to second-hand smoke are well established. Second-hand smoking causes approximately 11,000 preventable deaths per year. Smoking prevalence is highest among: lower socio-economic groups, low income earners, those in routine and manual occupations, those with mental ill health, unemployed, homeless and most marginalised and vulnerable groups.
5. The majority of people do not smoke. 14.3% of adults in Luton compared with 14.9% in England (2017); 21.2% of adults in routine and manual occupations (25.7% England, 2017) smoke and 38.6% in adults with a serious mental illness, 2014/15.
6. Annually there are around 1,740 hospital admissions in Luton related to smoking at a cost of £2.5m and total societal cost of smoking to Luton is estimated at £49.8 million (Appendix B).
7. Smoking is a tobacco addiction largely taken up in childhood with most starting as teenagers with the majority of smokers wishing to quit, yet only 30-40% manage to make a quit attempt each year.

8. Seeing adults smoking is the greatest influence on up take of smoking in children. With children whose parents smoke being 2 to 3 times more likely to be smokers themselves.
9. The Chartered Institute of Environmental Health [CIEH] is calling for 'no smoking zones' across UK where children play or learn. In a survey public opinion, not just parents, were in favour of protecting children from exposure to tobacco smoke. 89% of adults [n4,300] 'would support a smoking ban in children's play areas'.
10. Asking people to refrain from smoking in open public places is designed to be voluntary and rely on powers of social norms.

The Current Position

11. Legal requirements smoke free premises

Goals and Objectives

12. Smoke free LBC owned playgrounds:

- Promote smoke free areas for children, young people and families to enjoy and reduce children's exposure to second-hand smoke.
- Make smoking less visible reducing children's exposure to the image of adults smoking, and the potential to encourage take-up of smoking.
- To help 'de-normalise' smoking by increasing public expectation and social norms that public areas will be smoke-free.

13. Smoke free St Georges Square:

- Promote smoke free areas for children, young people and families to enjoy
- Reduce children's exposure to second-hand smoke
- Make smoking less visible reducing children's exposure to the image of adults smoking, and the potential to encourage take-up of smoking
- To help 'de-normalise' smoking by increasing public expectation and social norms that public areas will be smoke-free

14. Smoke free entrances at The Mall:

- Reduce impacts of second-hand smoke harms on visitors to The Mall as a response to complaints received by Environmental Health
- Remove bins away from entrances

Proposal

Smoke free LBC owned playgrounds

15. To engage with primary schools to promote a competition to design smoke free signs for Luton play areas and erect smoke free signs in all 54 play areas owned by Luton Borough Council.
16. Notification in advance of the change to be shared in usual way through planning notices and through current media channels with a clear communications plan will be developed.

17. All park signage is currently due an update to meet new Luton Council logo signage requirements this could reduce cost of any new signage if a collaborative approach is taken.
18. Behaviour change is achieved through the power of social norms. Current surveys suggest it is popular with public who would be happy with the idea of playgrounds becoming smoke free.

Smoke free St Georges Square

19. Providing a smoke free town centre area for children, young people and families to visit.
20. A survey to be developed in conjunction with Luton BID with shops/establishments and retailers in the immediate area – to allow for any concerns in respect of any issues due to proposed changes. With the agreement of establishments the signage/posters, designed by young people to be displayed will include polite notices 'thank you for not smoking' and of how to access smoking cessation support, should it be required.
21. Media interest in Bristol's Millennium Square, the first outdoor smoke free zone in England in 2015, experienced high media interest and employed consultants to support them. Other zones across cities and towns in the country have not experienced this same media frenzy but there is a need to be prepared for both positive and negative interest [Appendix C]
22. Notification in advance of the change to be shared in usual way through planning notices and through current media channels and a clear communications plan will need to be developed and local businesses with Luton BID to be offered ability to participate in steering group to oversee/participate in roll out

Smoke free entrances at The Mall

23. In line with the social responsibility to provide entrances free from smoke and in response to the complaints Environmental Health have received about tobacco smoke experienced when accessing The Mall, specifically the Don Miller/Greggs, Nat West Bank and Costa/St George's Square entrances.
24. The Mall are engaged and willing to fund no smoking signage on The Mall property and is happy and wanting to improve the aesthetics of entrances to The Mall, in line with Luton Investment Framework aspirations and remove bins from entrances. Agreement of repositioning of bins will be required with Highways, the Council's street cleaners and The Mall. The Mall have indicated the types of signage designs they feel may be suitable at the different entrances around the shopping centre. Through The Mall tenants network, shop/retail staff will be offered access to free help from the stop smoking service to support and advise with quit, temporary abstinence or cutting down attempts by smokers that wish to do so .
25. A steering group of key stakeholders will be developed to plan roll out and notification in advance of the change to be shared in usual way through current media channels and a clear communications plan will need to be developed.

Key Risks

Smoke free LBC owned playgrounds

26. That visitors smoke, signage is only a voluntary request and is not enforceable. People may ignore signs and still smoke. Evidence around the country suggests that smoking bans in playgrounds tend to be honoured.
27. It is important that communications before signage is erected is thorough with clear key messages. The communications plan should include support from children's centres and schools.

Smoke free St Georges Square initiative:

28. Business establishments that pay to hold activities in this space may not agree with smoke free plans for the area and withdraw their support. Business partner's support is essential. Carefully worded surveys to understand Business concerns and meetings to discuss issues further will be sought where required. Luton BID will support all activity with businesses.
29. Other areas such as Bristol Millennium Zone and Maldon high street businesses welcomed the voluntary ban making an area people want to come and enjoy.
30. A risk of this initiative is that visitors do not comply with requests to be smoke free. The signage is a voluntary request and is not enforceable by the council - observation from other areas, is that smokers will smoke on occasions but less often and likely to be when children and families are not around. Signage will include information where smoking cessation support may be accessed.
31. Enforcement Officers to give business cards to people smoking inside smoke free areas that ask people not to smoke in the smoke free zone with information of cessation services on the reverse. Enforcement Officers will issue fixed penalty notices for discarding litter.

Smoke free entrances at The Mall:

32. Moving smoking from entrances could unintentionally create other areas where second hand smoke becomes an issue, as smokers rather than temporarily abstain or quit find alternative smoking areas. Full help to staff will be offered through The Mall management distribution networks to ensure staffs have full access to stop smoking advisors and/or support. Vaping in The Mall is currently acceptable and could become a safer switch for smokers that will suit their needs.
32. Enforcement Officers to give business cards to people smoking inside smoke free areas that ask people not to smoke in the smoke free zone with information of cessation services on the reverse. Enforcement Officers will issue fixed penalty notices for discarding litter.

Consultations

33. The following groups/teams have been consulted and involved in the development of this paper:

CLMT

Public Health, Commissioning and Procurement DMT

Public health team
Place and Infrastructure DMT
Chief Executive's DMT
Customer and Commercial DMT
People DMT – view to extend initiatives to work with Heads of schools to prevent smoking outside school gates
Internal Group – suggested addition of business card to support smoke free with non-compliant smokers
Scrutiny: Health & Social Care Review Group: suggested signs to include where to obtain smoking cessation support
The Heads strategic group
Vicky Hawkes – legal requirements of a PSPO prevents 'No Smoking' being incorporated within Luton PSPO work and footprint.
Legal were contacted – no concerns raised
Steve Battlebury and Jane Conway - Parks
Liz Bailey – Environmental health
Steve Saunders on behalf of Dave Eggleton and Alex Constantinides
Christine Davy on behalf of Laurence Pratt
Gillian Davidson & Caroline Swindells for children centres
Adam Kearney [also representing Nick Prater] and Michele Marvin – on communications and surveys consultation process – surveys/consultations with public only to be arranged once agreement from Executive obtained
Live Well Luton Stop smoking managers
Tobacco Free Luton Partnership
Management at The Mall
Fergus McLardy from Luton BID

34. If in agreement, future consultation is proposed with:

Smoke free LBC owned playground:

35. There are no plans to consult with the public on introducing the signs in the playground, it is felt there is sufficient evidence in favour across the country (Appendix C). If agreed signs will be erected. Competition for signage design will be arranged with local primary schools, thanking smokers for not smoking.

Smoke free St Georges Square:

36. Consultation in the form of a survey to be taken with shop owners and businesses in the immediate area ensuring any concerns are carefully considered, Luton BID and Luton consultation teams are in agreement and will support with this work

Smoke free entrances at The Mall:

37. There are no plans to consult, The Mall and Luton BID will support initiative and work with shop owners to gain support and engagement.

The Local Cost of Tobacco

38. According to ASH (Action on Smoking and Health), the cost of tobacco to Luton is an estimated £49.8m per year (Appendix B). Current and ex-smokers who require care in later

life as a result of smoking-related illnesses cost society £4m each year, estimated to cost the Council £2.2m and individuals who self-fund their care £1.8m.

39. Smokers that manage to quit reduce their lifetime cost to the NHS and social providers by 48%. Smoking costs individual smokers on average an estimated £2,050 per smoker per year.
40. See ASH smoking costs to Luton tool at Appendix B.

Alternative options considered and rejected (please specify)

41. These proposals have not been considered by Executive before. The Executive can Accept, reject or the amend report.

Appendices:

Appendix A - Integrated Impact Assessment:

Appendix B - Smoking costs to Luton: ASH Ready Reckoner tool

Appendix C - Examples of smoke free initiatives across Britain and estimated costs

Appendix D - Action on smoking and health [ASH, 2014] 'Second-hand smoke' fact sheet

Background Papers

There are no background papers to the report.

IMPLICATIONS

For Executive Reports:

- All grey boxes must be completed
- All statements must be cleared by an appropriate officer

For CLMT Reports:

- Only the dark grey boxes must be completed
- Clearance is not required

Legal	Clearance Agreed by:	Dated
There are no legal restrictions on smoking in playgrounds and other outdoor spaces. Therefore the initiatives outlined in this report are voluntary schemes and not legally enforceable. Highways must give careful consideration when erecting signage and/or posters on highway land to ensure all such signage and/or posters are compliant with legal requirements.	Rajesh Popat -Principal Solicitor	5 th November 2018
Finance	Clearance Agreed by:	Dated
There will be additional cost of circa £8k for various signage etc. to implement the above proposals. This cost has been included in the current year 2018/19 PH spend plan.	Atif Iqbal (Finance Business Partner People & PHCP Departments)	9 th November 2018
Integrated Impact Assessment (IIA) – Key Points		
Equalities/Cohesion/Inclusion (Social Justice)	Clearance Agreed by:	Dated
<p>Smoking prevalence is highest among: lower socio-economic groups, low income earners, those in routine and manual occupations, those with mental ill health, unemployed, homeless and most marginalised and vulnerable groups, Bangladeshi, Irish and Eastern European communities.</p> <p>Smoking has been identified as the single biggest cause of inequality in death rates between rich and poor. Smoking accounts for over half of the difference in risk of premature death between social classes. The focus of this smoke free programme is to tackle the problem of poor health and health inequalities by focusing efforts on children, young people and their families across the borough through actions aimed at giving every child in Luton the best start in life.</p> <p>Influenced by adult role models tobacco smoking is often an addiction taken up in childhood illustrating the power of social norms and perpetuating the cycle of health inequalities. Whilst smoking rates continue to decline it remains a higher prevalence in those from lower socio-economic backgrounds and amongst most vulnerable and marginalised groups in society particularly including those with poor mental health. Smoking is likely the largest cause of those with mental health concerns reduced life expectancy</p>	Maureen Drummond, Cohesion and Equalities Adviser	9 th November 2018

<p>of up to twenty years.</p> <p>It is recognised that while the majority of smokers want to quit smoking only 30-40% attempt a quit each year. Suggesting every opportunity and support should be made available to smokers to try to quit, cut down or temporarily abstain should they wish to do so, in order to support health equality.</p>		
<p>Environment</p> <p>The Government in its drive to change attitudes towards littering in its Litter Strategy 2017 suggests cigarette butts, matches and discarded, empty packets are the most littered items on Britain's streets.</p> <p>Smokers in Luton produce approximately 42kg of cigarette filter waste daily, 15 tonnes annually of which 6 tonnes is discarded as street litter that is collected by Luton street cleaning services. This does not include other smoking-related litter such as packaging.</p> <p>Whilst the incentive proposals are only voluntary and not enforceable, relying on the power of social norms. It has been agreed Enforcement Officers will issue fixed penalty notices for discarding litter.</p>	<p>Clearance Agreed by: Strategy & Sustainability Keith Dove, Strategic Policy Adviser</p>	<p>Dated 7th November 2018</p>
<p>Health</p> <p>LBC is a public health organisation and has a responsibility to reduce health inequalities. Tobacco smoking is an addiction, usually taken up in childhood that causes disease and illness and is the largest cause of preventable health inequalities and premature deaths in the UK. Smoking is the primary reason for the gap in life expectancy between those in the most deprived quintile and those in the least deprived quintile. Whilst smoking rates continue to decline it remains a higher prevalence in those from lower socio-economic backgrounds and those most vulnerable and marginalised groups in society including those with poor mental health.</p> <p>It is recognised that while the majority of smokers want to quit smoking, only 30-40% attempt a quit each year. Suggesting every opportunity and support should be made available to smokers to try to quit, cut down or temporarily abstain should they wish to do so.</p>	<p>Clearance Agreed by: Lucy Hubber, Service Director Public Health</p>	<p>Dated 5th November 2018</p>
<p>Community Safety</p>	<p>Clearance Agreed By</p>	<p>Dated</p>
<p>Staffing</p>	<p>Clearance Agreed By</p>	<p>Dated</p>
<p>Other</p>	<p>Clearance Agreed By</p>	<p>Dated</p>