

Chairperson and Committee Members

ENVIRONMENT AND COMMUNITY DEVELOPMENT COMMITTEE

Meeting Status : Public

Purpose of Report: For Decision

SMOKE-FREE PARKS AND PLAYGROUNDS POLICY

EXECUTIVE SUMMARY

In late 2007, the Council resolved that a Smoke-free Parks Policy be developed. Consultation on a potential policy has been undertaken in collaboration with health organisations.

A Smoke-free Parks and Playgrounds Policy has been developed and is recommended for adoption. The focus of the policy is education and does not require formal enforcement resources.

Three options for implementation are also provided for discussion and decision.

SIGNIFICANCE OF DECISION

1.1 The Council's Significance Policy is not triggered by this report.

BACKGROUND

- 1 It was resolved by Council on 13 December 2007 that a draft policy on smoke-free Council parks and playgrounds be developed for consideration. This was in response to a verbal submission from the Smoke-free Environment Coordinator for the Otaki Primary Health Organisation (PHO), supported by a coalition of health sector organisations.
- 2 This paper outlines the potential policy, the rationale for the policy, the consultation that has taken place and implementation options.

CONSIDERATIONS

Reasons for Considering a Smoke-free Parks Policy

- 3 Tobacco smoking is a major public health problem in New Zealand. It is estimated that active smoking and exposure to second-hand smoke causes around 5,000 deaths in New Zealand every year through heart disease, stroke and a variety of cancers, including lung, mouth, larynx, oesophagus and kidney cancer.¹ Smoking is a major contributor to inequalities in health. Maori, Pacific peoples, those with less education, and those in lower socioeconomic groups have much higher rates of smoking. Youth smoking rates are declining. In 2006, 14 percent of Year 10 New Zealand teenagers said they were smokers, down from 28 percent in 2000.

¹ 'A Guide for Local Health Promoters', Cancer Society and Health Sponsorship Council

- 4 This suggests there is a growing awareness among young people and that they can be influenced by education and information.
- 5 Smoke-free outdoor public places have a big role to play by normalising smoke-free environments and showing our young people that smoking is the exception, rather than the rule. Reasons for developing smoke-free outdoor public places policies include:
 - providing positive smoke-free modelling, and preventing negative role modelling, for children and young people
 - reducing the smoking children and young people are exposed to; it ‘de-normalises’ smoking, making it seem a less usual or common activity
 - increasing the number of designated smoke-free areas also contributes to de-normalising smoking for adults and may assist in promoting successful quitting
 - reducing the environmental impact of littering of cigarette butts and packets
 - empowering non-smokers to speak up and be more vocal about not wanting to be around smoking.

Other Smoke-free Policies for Outdoor Spaces

Since 2000 many countries around the world have introduced smoke-free legislation. While in some countries this legislation applies only to workplaces, other countries have introduced legislation that includes smoke-free sports grounds, parks and reserves, swimming pools, children’s playgrounds and sports stadia. In New Zealand, a number of Councils have adopted smoke-free policies including in the Greater Wellington Region: South Wairarapa and Upper Hutt, outside the region; South Taranaki, Queenstown, Gisborne/Tairāwhiti, Hawkes Bay, Ashburton, Timaru and Invercargill.

A Smoke-free Parks Policy promotes Community Outcome Seven: a District that has a strong health and involved community; and supports Community Outcome Six: the District is a place that works for young people.

Proposed Policy

- 6 The proposed policy is:

That the Kapiti Coast District Council adopts the concept of smoke-free Council parks and playgrounds for the Kapiti Coast District to be implemented through education and promotes awareness through signage in key parks.
- 7 While it would be legally possible under the Smoke-free Environments Act 1990 to create a bylaw and enforce smoke-free parks, this is not recommended. A more positive approach is recommended in the paper and is considered more effective. This policy is not intended to punish smokers. Council enforcement resources are limited and would be stretched to include this policy in the compliance brief.

- 8 It has been found that an education policy which uses encouraging signage and messages empowers non-smokers to speak up and be more vocal about not wanting to be around smoking. Smokers are generally willing to comply for the sake of young people.

Partnership

- 9 The development of this policy has been a collaborative process with the health sector. The Smoke-free Project Team includes representatives from Regional Public Health, the Cancer Society, Otaki and Kapiti PHOs, the National Heart Foundation and the Health Sponsorship Council. This group has liaised with and received support from community organisations, including the Kapiti Health Group Trust, other health and sporting bodies. Netball New Zealand is already smoke-free as are other organisations such as Rahui Rugby Football Club.
- 10 The health partners have undertaken a Kapiti Coast Smoke-free Public Places Pre-evaluation across the District (for a summary, see Appendix 1). Seventy-eight percent of respondents think that people should not be able to smoke at all at outdoor children's playgrounds and fifty-six percent of people think that people should not be able to smoke at all at outdoor sports fields or courts. The survey is standard and has been used extensively in other communities where the figures are very similar.
- 11 The Youth Council strongly supportive this initiative (please see Appendix 3 for their statement of support). Te Wakaminenga O Kapiti have been kept informed.

Implementation

- 12 The Council's contribution to this initiative, apart from adopting the policy, would be to share the cost of the signage, and its erection and maintenance. The health agencies will be responsible for providing the health promotion messages which will encourage compliance. There is an extensive Communication Plan to ensure the health benefits of this initiative are maximised. The health partners will run this plan in consultation with the Council. The health agencies are also making a contribution to the cost of the signage.
- 13 The timing of this initiative is important. Adopting a smoke-free parks and playgrounds policy well before summer allows the educational campaign to build up in time for the high use period of parks and playgrounds over the summer.
- 14 Signage is an important ingredient in the success of this initiative. There are numerous playgrounds and parks across the District, ranging from small cul-de-sac playgrounds to high profile, high usage district facilities such those at Haruatai, Tasman Road, Campbell, Mazengarb, Marine Gardens and Maclean Parks.
- 15 This range of spaces have been prioritised for signage as it is impractical to erect signage in all spaces at once, particularly during the very busy change over from winter to summer sports. The erection of signage in high profile areas will be prioritised and the remaining spaces will be built into the maintenance schedule. It is recommended that smoke-free signage for sports fields be incorporated into proposed signage to indicate when sports fields are closed e.g. due to wet weather or maintenance.

Playgrounds

- 16 Twenty playgrounds have been identified as suitable for signage (these are listed in Appendix 2). A few playgrounds have a too significant vandalism issue and/or have infrequent usage and have not been included. As signage needs to be close to the playground, most of the prioritised parks will need a new signpost erected. In some parks it will be appropriate to add to the existing pole. The cost of the stand alone signs is \$300 each. The cost to add to an existing pole will be \$180 each. It is expected that the total cost for playground signage would be \$5,400.

Sports Grounds

- 17 It is useful to link the request from the community for signage that indicates whether the sports grounds are open or closed with the grounds going smoke-free. This means signage costs are minimised and it will be received more positively. A list of sports grounds needing this signage is in Appendix 2. These signs would cost \$400 each. The total cost for sports ground signage would be \$4,400.
- 18 All signage will be depreciated and replaced as per the asset management plan.

Logos

- 19 The Project Team have agreed that there will be only three logos recognising the partnership in order not to confuse the message: the Kapiti Coast District Council, the highly recognisable Health Sponsorship Council logo and the very positively received Cancer Society logo.

Implementation Options

- 20 The total cost for signage in the listed playgrounds and sports grounds is \$9,800. The health coalition is able to contribute up to \$5,000, leaving a shortfall of \$4,800. It must be noted that if this funding is used for signage it is not available for the communication campaign. It is proposed that labour for installation of all signs would be contributed by Council and incorporated into the normal work programme. The recommended permanent signage has been chosen with care to ensure that it is vandalism resistant and can be built into the existing maintenance schedule.
- 21 There is no budget for this signage in the current financial year. There are three options for implementation:

Option 1

- 22 The policy is not implemented until the next financial year, subject to funding being made available through the LTCCP process. This option has the advantage of both playgrounds and sports grounds being able to go smoke-free together, which would maximise the impact of the communication strategy. It does however delay the implementation until after summer, the high use time of the playgrounds. The Council's total contribution for signage in 2009/10 (subject to the LTCCP) would be \$9,800.

Option 2

- 23 The second option is to have a staged implementation using the contribution from the health agencies this year. The health coalition funding would be used for the playgrounds to have permanent signage this financial year. The sports grounds would go smoke-free the following financial year, subject to funding being made available from the LTCCP. This would allow the playgrounds to go smoke-free in time for the summer, their peak use time. It would necessitate using health funds, some of which would otherwise have been used for communicating the policy. It may also mean that the communication campaign would be over by the time that the sports grounds went smoke-free.
- 24 The Council's total contribution for signage would be \$4,400 in 2009/10.

Option 3

- 25 The third option is that a smaller proportion of the health contribution is used for temporary signage in both playgrounds and sports grounds with some remaining for communication. The full cost of replacement permanent signage would be sought during the LTCCP process. This would allow more funding for communicating the policy and would enable the use of lower cost but more visible signage in the initial stage to be replaced by permanent signage in line with current signage in these areas and the sturdy ground closure signage. However there is likely to be a vandalism issue with temporary signage. Upper Hutt City Council reports that vandalism is no more or less likely with smoke-free signage but our experience is that temporary signage is at risk.
- 26 The Council's total contribution for signage would be \$9,800 in the 2009/10 financial year.

Financial Considerations

- 27 Financial considerations are outlined in the options given above.

Legal Considerations

- 28 There are no legal considerations at this stage, this is an educational policy.

Consultation

- 29 Given that the views of the community have been sought by the survey undertaken by the health organisations and that the Youth Council warmly supports this policy, no further consultation is required.

Policy Implications

- 30 This is a new policy for this District. It is very similar in its nature and implementation to other local authorities.

Publicity Considerations

- 31 The Council and health organisations are working together closely to ensure that this policy is well communicated.

Other Considerations

32 There are no other considerations at this stage.

RECOMMENDATIONS

33 That report SP-08-333 be received.

That Council adopts the following policy:

That the Kapiti Coast District Council adopts the concept of smoke-free Council parks and playgrounds for the Kapiti Coast District, to be implemented through education and promotes awareness through signage in key parks.

34 That the Committee approves either:

Option 1, or

Option 2, or

Option 3

For implementation of the smoke-free parks and playgrounds policy.

Report prepared by:

Approved for submission by:

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ATTACHMENTS:

13 August 2008 01:52 P.M.

Appendix One

KAPITI COAST SMOKE-FREE PUBLIC PLACES PRE-EVALUATION



SURVEYS

PARK USERS WERE SURVEYED AT MACLEAN PARK, CAMPBELL PARK, WAIKANAE PARK AND MARINE GARDENS ON WEDNESDAY 23 APRIL (DURING SCHOOL HOLIDAYS) FOR A 2-HOUR PERIOD (11.00AM – 1.00PM) AND AGAIN ON SUNDAY 4 MAY FOR THE SAME TIME PERIOD. PARK USERS WERE SURVEYED AT MAZENGARB PARK ON SATURDAY 17 MAY FOR A ONE-HOUR PERIOD. PARK USERS WERE SURVEYED AT HURATAI PARK AND OTAKI DOMAIN IN OTAKI ON SUNDAY 15 JUNE FOR A ONE-HOUR PERIOD.

104 surveys in total were collected

- 37% of respondents visit parks on a weekly basis
- 24% of respondents visit parks on a monthly basis

- 88% of respondents bring children with them to the park

- 32% Male respondents
- 66% Female respondents

- 8% 15-24 years
- 24% 25-34 years
- 47% 35-54 years
- 21% 55 years and over

- 20% of respondents identified as smokers
- 80% of respondents identified as non smokers

COMMUNITY VIEWS

- 78% of people think that people should not be able to smoke at all at outdoor children's playgrounds.
- 56% of people think that people should not be able to smoke at all at outdoor sports fields or courts.
- 46% of people think that people should not be able to smoke at all at local parks and reserves.

- 47% of people think that people should not be able to smoke at all at beaches.
- 62% of people strongly disagree with the statement, "It's okay to smoke around non smokers".
- 65% of people strongly agree that smoking should be banned in all outdoor public places where children are likely to go.
- 41% of people think that the main reason Council would introduce a Smoke-free policy would be to have positive role modelling for our children
- 38% of people think the main reason Council would introduce a Smoke-free policy would be to reduce the effects of second hand smoke on people's health.

Full pre-evaluation report available on request.

Appendix Two

The following playgrounds are recommended as best for the new signage.

Campbell Park	Tennis Court Rd
Matthews Park	Elizabeth Rose
Marine Gardens	Regent Estate
Weka Park	Information Centre Otaki
Manawa Ave	Haruatai Park
Paraparaumu Memorial Hall	Tasman Road Playground
Pohutakawa Park	Queens Drive
Mazengarb Park	Waikanae Park
Maclean Park	Waimea Domain
Te Atiawa Park	Kaitawa Reserve

Sports Fields Closure Signs

Sports fields closure signs which will incorporate space for a smoke free sign made of galvanised steel on a 3m pole would be positioned at the following grounds. The sign will also have same size available for KCDC field information and a slot to slide in a sports closed sign:

Matthews Park
 Weka Park
 Paraparaumu Domain x 2
 Mazengarb reserve
 Te Atiawa Park
 Waikanae Park
 Jim Cooke Park
 Haruatai Park
 Otaki Domain
 Campbell Park

Appendix 3

Smoke-free Parks

Renee Duffell on behalf of the Kapiti Coast Youth Council

Creating smoke-free parks and other outdoor recreation centres for the public of the Kapiti Coast to enjoy is a great initiative that the Youth Council intends to fully support. We believe that making more community facilities Smoke-free will not only encourage a healthy, smoke-free district, but also take us one step closer to de-normalising smoking for good within New Zealand.

As a well represented and trusted voice of the youth in the Kapiti Coast District, the Youth Council feel that more Smoke-free facilities where young people play sports after school and on the weekends can only be beneficial and assist with keeping ourselves fit and healthy. The last thing sportspeople need is second-hand smoke filling their lungs from the sidelines of their games as they try to stay fit. This concept will also ensure the ongoing health of the Kapiti Coast's youth for generations to come which we feel is vital for the well-being of our community. It will also encourage the Smoke-free message already present in primary and secondary educations on the Coast and assist with its promotion.

People smoking in public places such as parks has been known to contribute to young people wanting to start smoking; at the least it creates interest for young children especially. No parent wants to see their child start smoking and putting this regulation in place will assist with less young people seeing smoking resulting in it no longer being a normal thing to do.

Appendix 4
Example of signage

