

# Napier Hastings Smokefree Policy Review

## Supporting information

April 2022



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## Introduction

This document provides information to inform review of the joint Napier Hastings Smokefree Policy 2015. It includes a review of the national context around the Smokefree 2025 vision, analysis of smoking and vaping statistics, a review of other Council Smokefree policies, analysis of survey feedback from residents and the business community, and information from observations at local venues and settings covered by the current policy.

Tobacco use is the single biggest cause of premature death and ill health in New Zealand. Smoking harms nearly every organ and system in the body with approximately 4,500 to 5,000 New Zealanders dying each year from smoking-related illnesses, around 12-13 deaths every day.<sup>1</sup> Smoking-related illnesses disproportionately affect Māori and Pacific peoples and are a large driver of health inequities.<sup>2</sup> Reducing the harm from smoking is one of the single most effective methods of improving public health and reducing health inequity.<sup>3</sup>

Although a growing portion of young people in Hawke's Bay are choosing not to smoke, more are now vaping, and more adults here on average smoke than nationally.<sup>4</sup> In addition, one in five pregnant women in Hawke's Bay smoke (amongst Māori pregnant māmā, almost 38% smoke).<sup>5</sup>

Territorial authorities have a role to play in supporting achievement of a Smokefree Aotearoa 2025, through implementing local policies that define and support smokefree spaces. Napier City and Hastings District Councils first introduced a Smokefree Policy in 2015. The Policy focuses on areas where the two Councils can demonstrate support of the national *Smokefree 2025* goal. Since 2015, new legislation and regulations have been introduced to reduce smoking prevalence and smoking related illnesses and in late 2021 the Government's released its Action Plan to achieve a Smokefree Aotearoa 2025.<sup>6</sup> 'Vaping' has also emerged as a popular alternative to tobacco smoking and is now being promoted by the Ministry of Health as a smoking cessation tool.

The 2015 joint Councils' Smokefree Policy is now due for review.

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<sup>1</sup> Ministry of Health. <https://www.health.govt.nz/publication/smokefree-aotearoa-2025-action-plan-auahi-kore-aotearoa-mahere-rautaki-2025> Accessed 1 February 2022.

<sup>2</sup> Peto, R., Lopez, A.D., Boreham, J., & Thun, M. (2006). *Mortality from smoking in developed countries 1950-2020* (Updated September 2015). <http://gas.ctsu.ox.ac.uk/tobacco/> Accessed 31 March 2021.

<sup>3</sup> Ministry of Health. (2016). *Background Information: New Zealand's Tobacco Control Programme*. <https://www.health.govt.nz/system/files/documents/pages/appendix-8-april-background-info-tobacco-control-programme.pdf> Accessed 31 March 2021.

<sup>4</sup> Hawke's Bay District Health Board. (2018). *Health Equity Report 2018*. <http://www.ourhealthhb.nz/assets/Uploads/HBDHB-HealthInequities2018Webupdated.pdf> Accessed 31 March 2021.

<sup>5</sup> Hawke's Bay District Health Board. Personal Communication, 24 March 2022.

<sup>6</sup> Ministry of Health. <https://www.health.govt.nz/publication/smokefree-aotearoa-2025-action-plan-auahi-kore-aotearoa-mahere-rautaki-2025> Accessed 1 February 2022.

## Hasting District and Napier City Councils' Smokefree Policy

The Napier City and Hastings District Smokefree Policy ('the Policy', see Attachment A) was adopted in 2015 and implemented progressively during the first six months of 2016. The Policy supports the aims of the Smokefree Hawkes Bay 2025 Strategy and the Government goal of a Smokefree Aotearoa New Zealand 2025. 'Smokefree' in the policy is defined as tobacco products and other products including "e-cigarettes and similar devices."

The purpose of the Policy is to:

1. Support the Hawke's Bay region's identified community aspiration of "A lifetime of good health and wellbeing" reflected in:
  - a. Napier City Council's outcomes: "Provide infrastructure and services to support good health and wellbeing; Safe and secure communities; and Safe and accessible recreational facilities."
  - b. Hastings District Council's Community Outcomes: "Regulatory functions which help to prevent harm and help create a safe and healthy environment for people.... and which are responsive to community needs."
2. Reduce the impacts of smoking and tobacco use on non-smokers. This includes reduced exposure to second-hand smoke and de-normalisation of smoking.

The objectives of the Policy are to:

- Give effect to Napier City and Hastings District Councils' commitments to the Smokefree Hawke's Bay 2025 Strategy, which supports Government's policy goals for a Smokefree New Zealand/Aotearoa 2025.
- Improve the health and wellbeing of our communities by decreasing the prevalence of smoking and decreasing public exposure to second-hand smoke.
- Increase the likelihood that people, particularly the young, will remain smokefree by reducing the number of places where they see others smoking.

The Policy has a particular focus on public places and events. These are identified as follows:

- Public places, including the following public outdoor areas
  - Council owned urban parks, sportsgrounds, playgrounds and reserves, excluding beach reserves (where a playground is not located within a smokefree park or reserve, a minimum 10 metre smokefree perimeter will apply)
  - Within 10 metres of public pedestrian entrances to Council owned buildings. For the main entrances to Councils' Civic Buildings, the smokefree area will include the full forecourt from the public footpath
  - Hastings City Square / Central Plaza
  - Bus stops, including a 10 metre perimeter from bus shelters, signs or bus stop markings

- Areas set up primarily for café or dining purposes on publicly-owned land; and Council owned tables in public areas.
- Smokefree community events
  - Events held at any of Councils' smokefree public places will be smokefree
  - Public events receiving Council funding will be required to support smokefree messages.

The Policy has a non-punitive approach, which means it is educative and self-policing, and that no fines apply in instances where the Policy is not followed. Other principles in the Policy include a desire to provide more smokefree public environments, especially for young people, and to be guided by relevant national legislation and policy direction, alongside community opinion. Councils provided free signage to support businesses and organisations to implement smokefree spaces.

### **Smokefree Policy Review**

The two Councils undertook to review the Policy every three years, or at an appropriate alternative time. A review of the Policy began in late 2019 but was delayed due to Covid-19 and the November 2020 Napier Rain Event.

The review aims to determine if the Policy aligns with national and local-level direction towards the national goal of Smokefree Aotearoa New Zealand 2025. The context for achieving a Smokefree New Zealand has changed since the Policy was first adopted. This includes the introduction of new legislation and regulations aimed to reduce smoking prevalence, the emergence of vaping products, and the release of a new national Action Plan that looks at further action required to achieve the national 2025 goal.

This review provides the two Councils with an opportunity to consider the changed landscape and to identify any potential modifications to the Policy.

The following information has informed this review:

- Developments in national policy direction, legislation and regulations
- Data from the New Zealand Census and the New Zealand Health Survey
- Survey responses from Napier and Hastings businesses/organisations and residents
- Observations at local cafes/restaurants, bus stops, playgrounds, parks and reserves
- Complaints and feedback received since the adoption of the original Policy
- Comparisons of policies in other Councils.

The review findings will be considered by the Councils' Joint Working Group - Smokefree and Vapefree Policy Review ('the Group'). The Group is comprised of two elected members from each Council and one Youth Council representative from each Council. The Group is supported by Council Officers.

The purpose of the Group is to:

- Provide advice to Officers on the direction of the revised joint Policy
- Hear and consider feedback from stakeholders and the wider community on the revised Policy
- Make recommendations to both Councils on the revised Policy.

## National Context

Since the introduction of the Napier/Hastings Policy in 2015, there have been changes to national-level policy direction, including new legislation and regulations, to further progress the national Smokefree goal.

Also locally, Kennedy Park Resort in Napier went completely smokefree in November 2019, with support from Napier City Council and the Hawke's Bay District Health Board. This was introduced to reflect the Resort's sustainability and guest wellbeing focus.

## National Action Plan

In April 2021, the Government sought submissions on proposals for a Smokefree Aotearoa 2025 Action Plan ('the Plan'). The Plan was launched in December 2021. It sets out the actions the Government will focus on over the next four years and beyond. The 2025 goal is for a daily smoking prevalence of less than five percent for all population groups.

The Plan has three desired outcomes:

- Eliminate inequities in smoking rates and smoking-related illnesses
- Create a smokefree generation by increasing the number of children and young people who remain smokefree
- Increase the number of people who successfully quit smoking.<sup>7</sup>

The Plan acknowledges that no one single intervention will achieve a Smokefree 2025. A multi-faceted approach has been adopted with actions identified under the following six focus areas:

Focus area	Actions
<b>Expand Māori leadership and decision-making</b>	Establish a Smokefree 2025 Taskforce of Māori leaders who will ensure the action plan is on track to achieve a Smokefree 2025 for Māori <sup>8</sup>

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<sup>7</sup> Ministry of Health. *Smokefree Aotearoa 2025 Action Plan – Auahi Kore Aotearoa Mahere Rautaki 2025*. <https://www.health.govt.nz/publication/smokefree-aotearoa-2025-action-plan-auahi-kore-aotearoa-mahere-rautaki-2025> Accessed 1 February 2022.

<sup>8</sup> Ministry of Health. *Smokefree 2025 Taskforce*. <https://www.health.govt.nz/our-work/preventative-health-wellness/tobacco-control/smokefree-aotearoa-2025-action-plan/smokefree-2025-taskforce> Accessed 1 February 2022.

Focus area	Actions
<b>Increase health promotion and community action</b>	Deliver social media, health promotion programmes and other community activities such as a smokefree movement to let the nation know Aotearoa New Zealand is going smokefree
<b>Increase stop smoking services</b>	Deliver better and more targeted stop smoking services to meet the varied needs of the smoking population (with a focus on Pacific communities)
<b>Make it easier to quit and harder to become addicted to smoking</b>	Reduce nicotine levels in smoked tobacco and prevent tobacco products from being designed in ways that keep people addicted
<b>Make smoked tobacco products harder to buy</b>	Reduce the number of shops that sell smoked tobacco products, especially in low income communities where retail density is higher Create a smokefree generation by making it an offence to sell or supply smoked tobacco products to people born after a certain date
<b>Ensure the law is followed by industry</b>	Have the right compliance and enforcement systems in place to stop people importing, trading and selling tobacco products illegally, and introduce new penalties and offences

## Vaping

Vaping has become more popular since the 2015 Councils' Smokefree Policy was introduced. The current joint Councils' Policy includes reference to e-cigarettes, the term previously used for vaping, as part of its focus.

Ministry of Health advice states that vaping products and smokeless tobacco alternatives are not risk free but are considered less harmful than cigarettes.<sup>9</sup> Vaping does not necessarily mean zero harm. Knowledge of vaping products is evolving rapidly. A recent review found evidence of negative impacts on the respiratory, oral and mental health of adolescent users and reported that these effects were greater for young people using both vapes and cigarette smokes ('dual users').<sup>10</sup>

Vaping products are electrical devices (also known as e-cigarettes) that produce a vapour, rather than smoke, by heating a solution (vaping liquid) that the user inhales. Vaping liquids are available with or without nicotine and are usually flavoured. The liquids and devices are currently sold in a number of venues, including dairies and service stations, as well as at specialist vape retailers, although regulations introduced in early

<sup>9</sup> Ministry of Health and Te Hīringa Hauora. *Vaping Facts*. <https://vapingfacts.health.nz/> Accessed 15 April 2021.

<sup>10</sup> Hoek J, Ball J, Robertson L, et al. *Daily nicotine use increases among youth in Aotearoa NZ: The 2021 Snapshot Y10 Survey*. Public Health Expert Blog, University of Otago. Accessed 9 March 2022.

February 2021 have sought to limit availability. The liquids used in vape devices are available in a range of variants – including tobacco and menthol, and flavours such as strawberry, watermelon, and bubblegum, although regulations introduced in 2021 now limit the availability of these (see below).

### *Vaping regulations*

Vaping and smokeless tobacco products became regulated through the Smokefree Environments and Regulated Products Act 2020. The Act aims to strike a balance between ensuring vaping products are available for smokers who want to switch to a less harmful alternative and ensuring vaping products are not marketed or sold to young people. It does this by regulating the safety of vaping products and placing controls on their marketing, advertising, and promotion.<sup>11</sup>

The provisions of an amendment to the Act are being phased in over a 15-month period, and the following became prohibited in November 2020:

- vaping in workplaces, schools, early childhood education and care centres, on aircraft, in passenger service vehicles such as buses, and a number of other locations
- advertising and sponsorship relating to vaping products
- the sale of vaping products and toy vaping products to under 18 year olds.<sup>12</sup>

Regulations are needed to implement some parts of the Act. The Ministry of Health invited submissions on a set of draft regulations in early 2021, to which Napier City Council provided a submission. The agreed regulations are progressively being rolled out and include defining internal areas, retailer approvals, product promotion and information, and product packaging.

Some of the vaping regulations that have taken effect progressively from May 2021 include:

- schools and early childhood education and care centres displaying 'no smoking or vaping' notices
- vaping and smokeless tobacco products not containing colouring substances
- general retailers no longer selling vaping or smokeless tobacco products that contain flavours other than tobacco, mint, and menthol (does not apply to approved Specialist Vape Retailers)
- retailers applying to become approved Specialist Vape Retailers

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<sup>11</sup> Ministry of Health. *Vaping Information for Consumers*. <https://www.health.govt.nz/our-work/regulation-health-and-disability-system/regulation-vaping-and-smokeless-tobacco-products/vaping-information-specific-audiences/vaping-information-consumers> Accessed 31 March 2021.

<sup>12</sup> Ministry of Health. *About the Smokefree Environments and Regulated Products (Vaping) Amendment Act*. <https://www.health.govt.nz/our-work/regulation-health-and-disability-system/regulation-vaping-and-smokeless-tobacco-products/about-smokefree-environments-and-regulated-products-vaping-amendment-act#timeline> Accessed 2 February 2022.

- retailers displaying purchase age (R18) at each Point of Sale for regulated products.

All retailers, manufacturers and importers are only allowed to sell notified vaping and smokeless tobacco products that have been registered with the Ministry of Health. So far almost 9,500 products have been registered.<sup>13</sup> Other regulations are being introduced at a later stage to allow for a transition period (eg, packaging requirements, annual reports on returns from manufacturers and importers).<sup>14</sup>

### *National vaping guidance*

Alongside changes to regulations, the Ministry of Health has developed guidance around vaping and, with Te Hiringa Hauora/Health Promotion Agency, launched a dedicated website for the public.<sup>15</sup> This also contains messaging and resources specially for schools, including information on legal requirements (vaping is prohibited in schools), learning opportunities, and how to support students, teachers and parents.<sup>16</sup> It also includes a draft policy template that sets out school obligations and responses to vaping, with a recommendation that Boards of Trustees adopt a suitable Smokefree and vape-free school policy.

The nationally agreed messages around vaping are:

- The best thing people can do for their health is to be smokefree and vape-free
- Vaping is not for children or young people
- Vaping can help some people quit smoking
- Vaping is not harmless but is much less harmful than smoking
- Vaping is not for non-smokers.<sup>17</sup>

A new health promotion programme, funded by the Ministry of Health, is expected to be launched in 2022. This is being co-designed with rangatahi, particularly Māori and Pacific youth, and will focus on supporting young people to make the decision not to vape.<sup>18</sup>

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<sup>13</sup> Health Advisory and Regulatory Platform. <https://harp.health.nz/search/11ACB6C2-ECD8-4125-B674-A1E26A2513A0> Accessed 9 March 2022.

<sup>14</sup> Ministry of Health. <https://www.health.govt.nz/our-work/regulation-health-and-disability-system/regulation-vaping-and-smokeless-tobacco-products/about-smokefree-environments-and-regulated-products-vaping-amendment-act> Accessed 2 February 2022.

<sup>15</sup> Ministry of Health and Te Hiringa Hauora. *Vaping Facts*. <https://vapingfacts.health.nz/> Accessed 9 March 2022.

<sup>16</sup> Ministry of Health and Te Hiringa Hauora. *Vape-free Schools*. <https://vapingfacts.health.nz/vapefree-schools/> Accessed 9 March 2022.

<sup>17</sup> Ministry of Health and Te Hiringa Hauora. *Our Position on Vaping*. <https://vapingfacts.health.nz/our-position-on-vaping.html> Accessed 31 March 2021.

<sup>18</sup> Ministry of Health. <https://www.health.govt.nz/our-work/preventative-health-wellness/tobacco-control/vaping-smokefree-environments-and-regulated-products> Accessed 2 February 2022.

### Smokefree and vapefree cars

In May 2020 the Smokefree Environments Act 2020 was amended to prohibit smoking and vaping in motor vehicles on a road (whether moving or stationary) carrying children and young people under the age of 18 years.

This law came into force on 28 November 2021 and aims to limit children's exposure to second-hand smoke and other emissions.<sup>19</sup> Smoking or vaping in a vehicle carrying a child occupant may result in the individual being fined \$50, or to receive a warning and referral to stop smoking support.

### Hawke's Bay Smokefree Strategy and Te Haa Matea

Locally, the Smokefree Hawke's Bay 2025 Strategy remains in place and both Councils are signatories to the "Smokefree Hawke's Bay Declaration 2025".

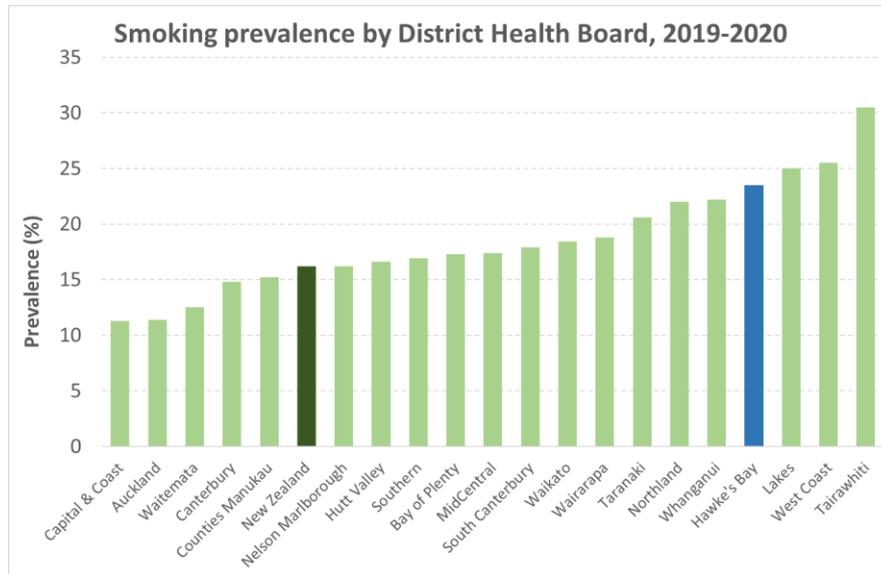
Hawke's Bay's stop smoking service, Te Haa Matea (easy breath) was established in 2015 as a partnership between Hawke's Bay District Health Board, Te Taiwhenua o Heretaunga, Te Kupenga Hauora – Ahuriri, and Choices Kahungunu Health Services. Qualified stop smoking practitioners provide free support for whānau wishing to stop smoking including group sessions, community clinics, one-on-one coaching, free nicotine replacement therapy, and other incentives. In 2020, 455 referrals from across Hawke's Bay were made to the service, of whom 49% identified as Māori.

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<sup>19</sup> Smoke-free Environments (Prohibiting Smoking in Motor Vehicles Carrying Children) Amendment Act 2020 [https://www.legislation.govt.nz/act/public/2020/0019/latest/LMS211309.html?search=sw\\_096be8ed81b9d604\\_section+31\\_25\\_se&p=1#LMS211308](https://www.legislation.govt.nz/act/public/2020/0019/latest/LMS211309.html?search=sw_096be8ed81b9d604_section+31_25_se&p=1#LMS211308) Accessed 1 February 2022.

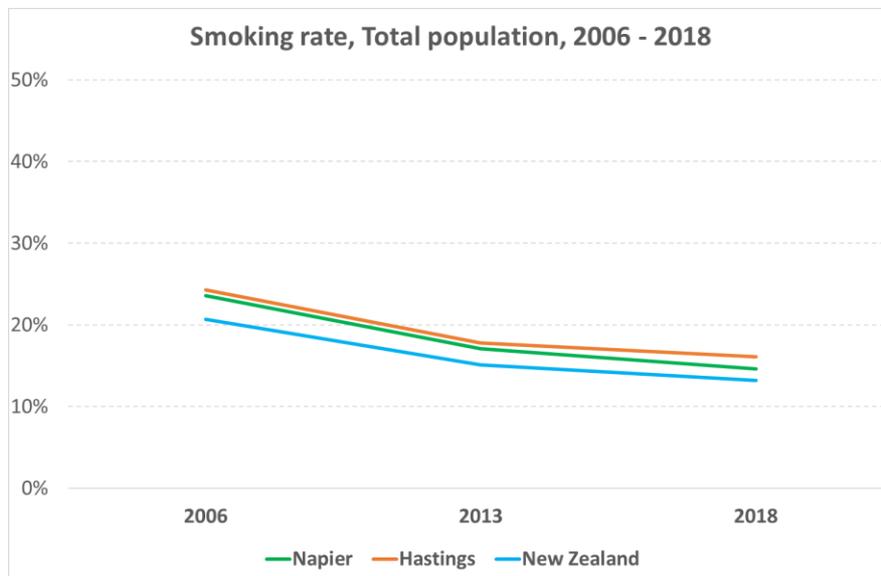
## Smoking and Vaping Statistics

Overall, Hawke’s Bay as a region has the fourth highest smoking rate across the 20 District Health Boards.



Source: NZ Health Survey 2019-20<sup>20</sup>

Census data from 2018 shows that 15% of people in Napier and 16% of people in Hastings were regular smokers, compared to 13% nationally.

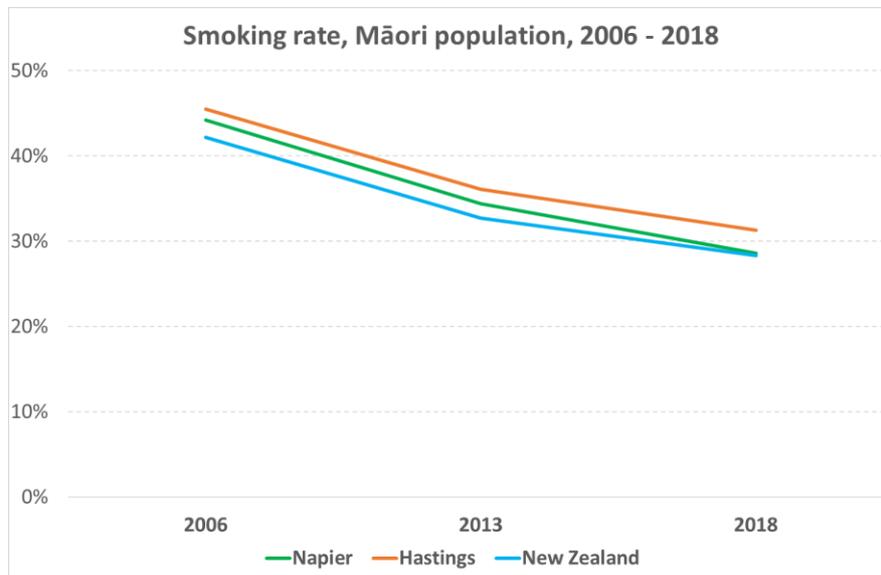


Source: Statistics NZ<sup>21</sup>

<sup>20</sup> Ministry of Health (2020), *New Zealand Health Survey Annual Data Explorer* <https://minhealthnz.shinyapps.io/nz-health-survey-2019-20-annual-data-explorer> Accessed 30 March 2022.

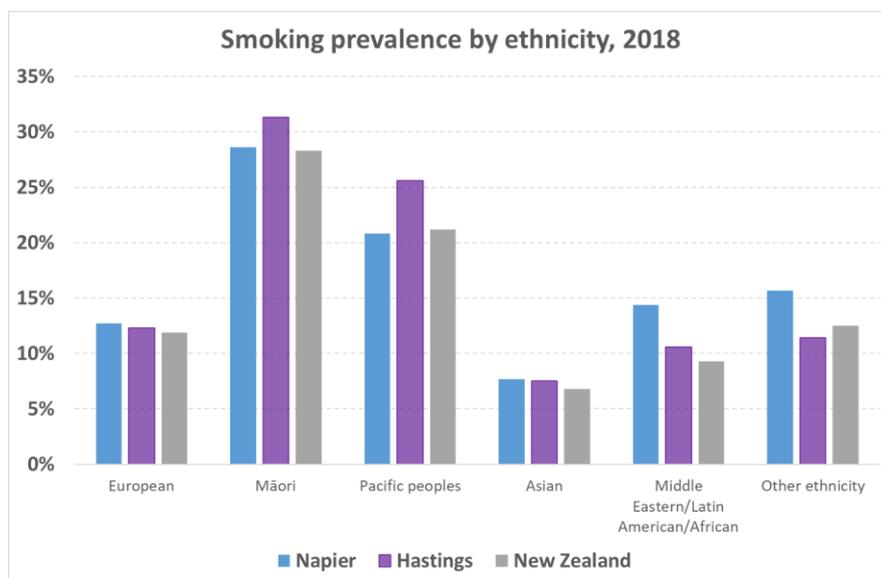
<sup>21</sup> Statistics NZ. <https://www.stats.govt.nz/tools/2018-census-place-summaries/> Accessed 1 April 2021.

Census data also shows that, nationally, smoking rates have been declining across all ethnic groups. This has also been the case locally. Smoking rates amongst Māori were 31% in Hastings, 29% in Napier, and 28% nationally in 2018.



Source: Statistics NZ

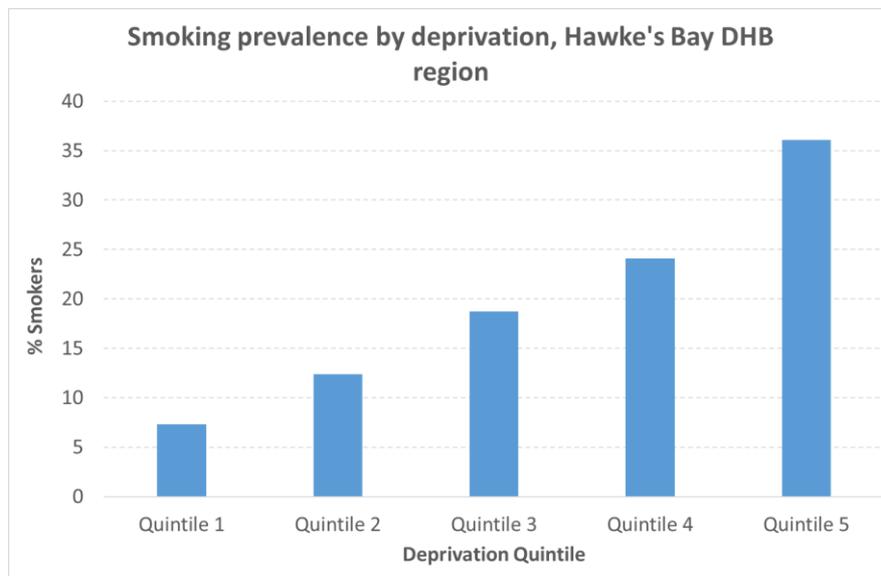
However, while the steepest decline in smoking rates has been experienced by Māori, Māori rates remain up to twice as high as those of other ethnicities. Rates amongst Pacific people, particularly in Hastings, are also high.



Source: Statistics NZ

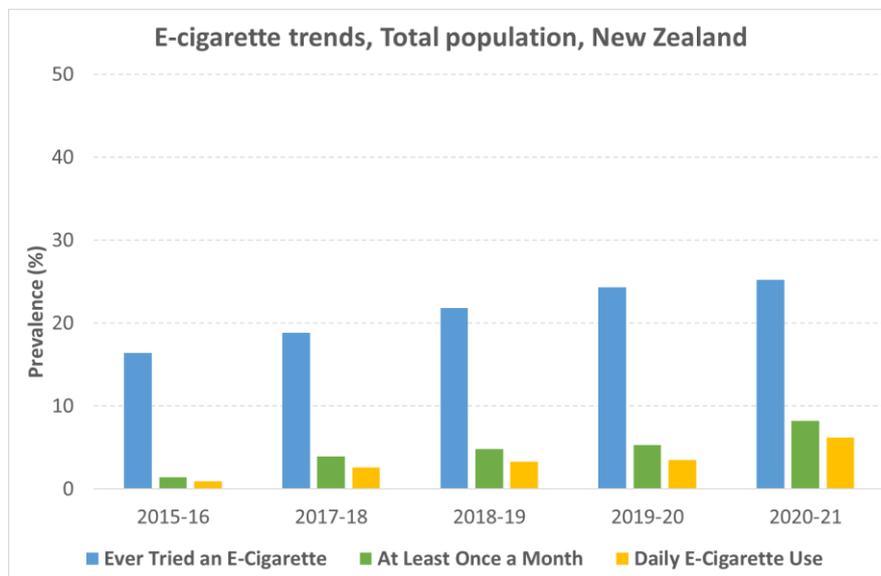
The deprivation index measures socio-economic deprivation across nine census variables. These variables produce a score for an area ranging from 1-10 with 1 being the least deprived and 10 the most. Nationally, there is a clear correlation between socio-

economic deprivation and smoking prevalence. The rate of smoking in quintile 5 areas (most deprived) is almost five times the rate than in quintile 1 areas.



Source: NZ Health Survey

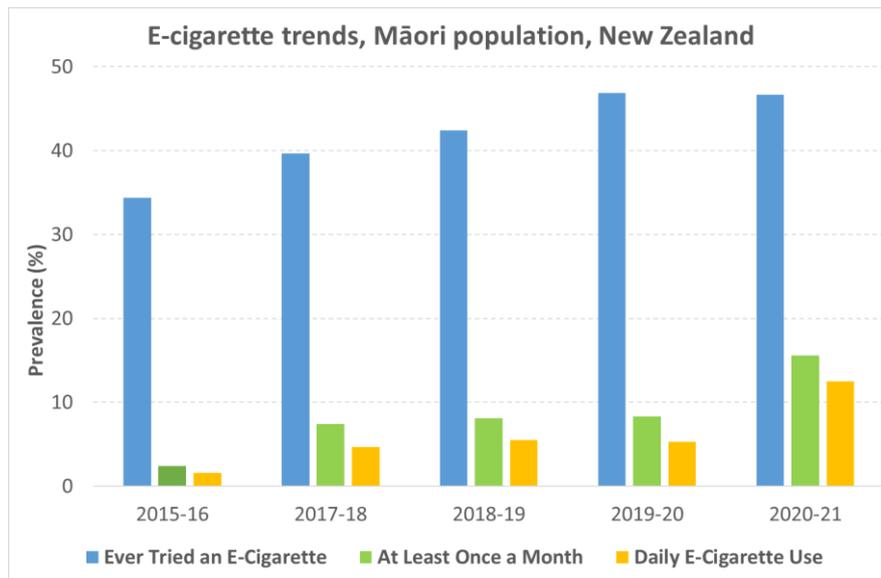
Locally representative data on the use of vapes/e-cigarettes is difficult to source. Information on this has not been collected in national Censuses. It is however, collected in the New Zealand Health Survey although sample sizes issues mean there is no information available local areas. National statistics show the use of vapes/e-cigarettes is steadily increasing.



Source: NZ Health Survey<sup>22</sup>

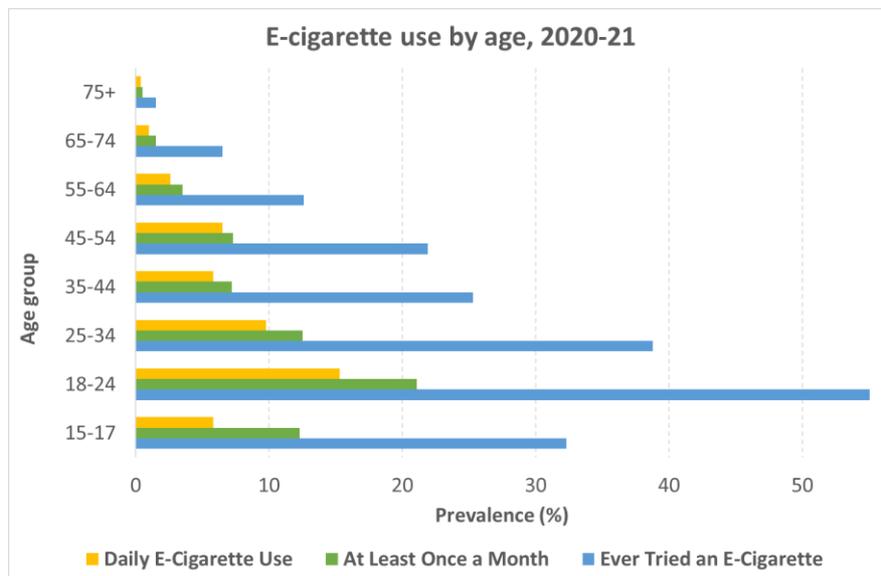
<sup>22</sup> Ministry of Health. 2020. *New Zealand Health Survey Annual Data Explorer* <https://minhealthnz.shinyapps.io/nz-health-survey-2019-20-annual-data-explorer> Accessed 12 March 2022.

Use of e-cigarettes amongst Māori is considerably higher (note this is also national data).



Source: NZ Health Survey

The national data also shows a large portion of younger people (<34 years) using e-cigarettes with a growing proportion using them regularly.



Source: NZ Health Survey

## Young people and vaping

Recent data from the national ASH New Zealand 2021 Snapshot Year 10 Survey, a large cross-sectional survey of young people 14-15 years, provides information on vaping and smoking among an age group where dependence to nicotine may develop. While the survey found declining daily smoking, it also shows increasing vaping, particularly among young Māori.<sup>23</sup>

Daily smoking has fallen to an all-time low of 1.3%, down from 1.9% in 2018. It has declined amongst all ethnicities, although inequities still exist between Māori and non-Māori/non-Pacific. In contrast, daily vaping has increased markedly, from 1.8% in 2018 to 9.6% in 2021. Increases were especially high amongst Māori, reaching 19.1% in 2021, and Pacific 10.6%. The majority of daily vapers report they usually vape with nicotine (89%). This means that overall, more young people than previously are now daily nicotine users.

The study also reports that nearly two thirds of daily vapers who had tried smoking, had first tried vaping. This supports wider research that has found young people who vape are more likely than young people who have never vaped, to go on to smoke.

A small survey of Hawke's Bay schools measured smoking and vaping rates over the previous seven days amongst year 9-13 students. Smoking rates declined between 2019 and 2021 from 11.2% to 4.6%, while vaping rates remained similar at 18.7% in 2021 (22% in 2019). The daily vaping rate of 9.8% was similar to the national level (9.6%). Local students who had vaped in the last seven days were 54 times more likely to have smoked than their peers.

Emerging issues with vaping include the unexpected ongoing dependence following initial trialling vaping, usually in a social setting.<sup>24</sup>

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<sup>23</sup> Hoek J, Ball J, Robertson L, et al. *Daily nicotine use increases among youth in Aotearoa NZ: The 2021 Snapshot Y10 Survey*. Public Health Expert Blog, University of Otago. Accessed 9 March 2022.

<sup>24</sup> <https://www.rnz.co.nz/national/programmes/ninetonoon/audio/2018830147/new-vape-regulations-won-t-stop-kids-vaping-academic> 11 February 2022.

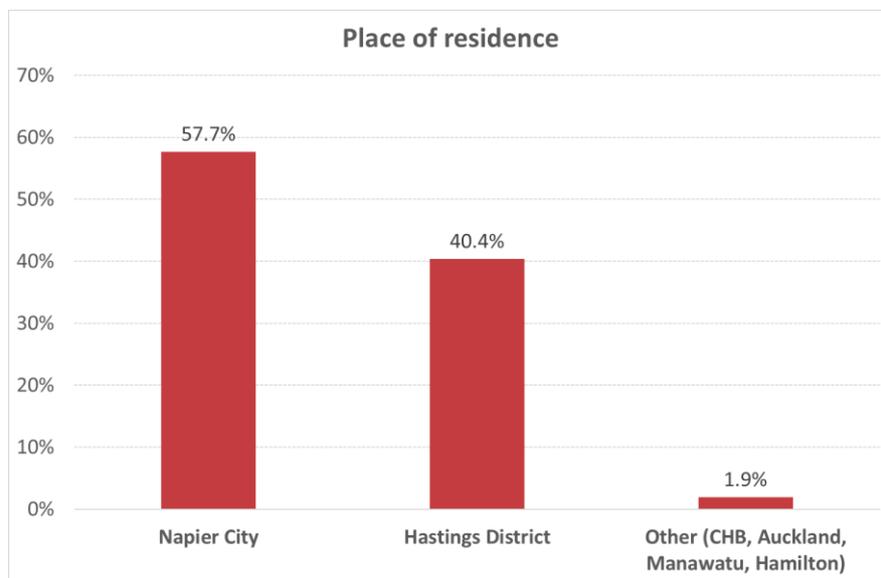
## Public and Business Opinion

Two surveys were conducted locally to inform this review. One was promoted to businesses and other organisations, and the other to the general public. Key findings from each are summarised below.

### Community survey

A community survey was promoted online, via social media, advertised in the local newspaper, promoted through Napier City Council’s Peoples Panel, and distributed to both Councils’ community networks between 24 January and 28 February 2022. Paper copies of the survey were available in both Councils’ Libraries and Customer Services Centres, and in Hastings’ community centres.

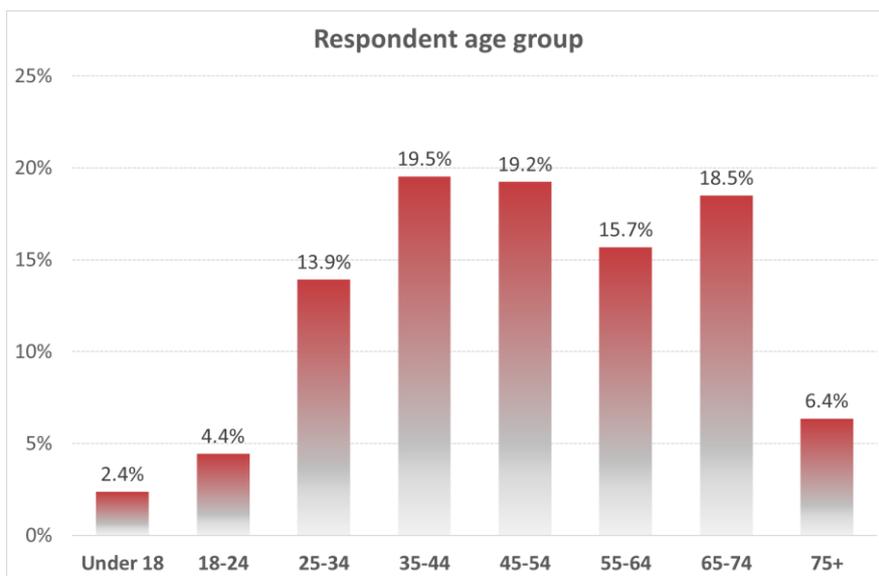
A total of **707 people responded**. Most respondents live in either Napier (58%) or Hastings (40%) with a small number (13) living further afield (many commenting they visit Hawke’s Bay for their holidays).



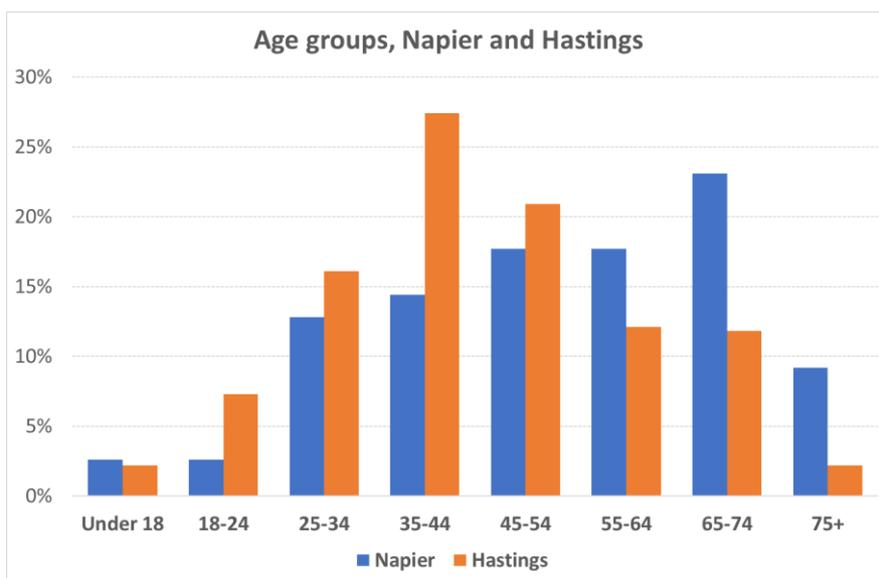
Source: Survey of residents, Napier City & Hastings District Councils, Jan/Feb 2022

Responses were received from a range of ages. A quarter were 65+ and one-third aged 25-34 years. There were fewer responses from younger people (seven percent were aged under 25) despite the survey being promoted by the two Youth Councils.

The age profile of respondents however differs between the two areas – Napier respondents are generally older, while the opposite is the case for Hastings’ respondents.

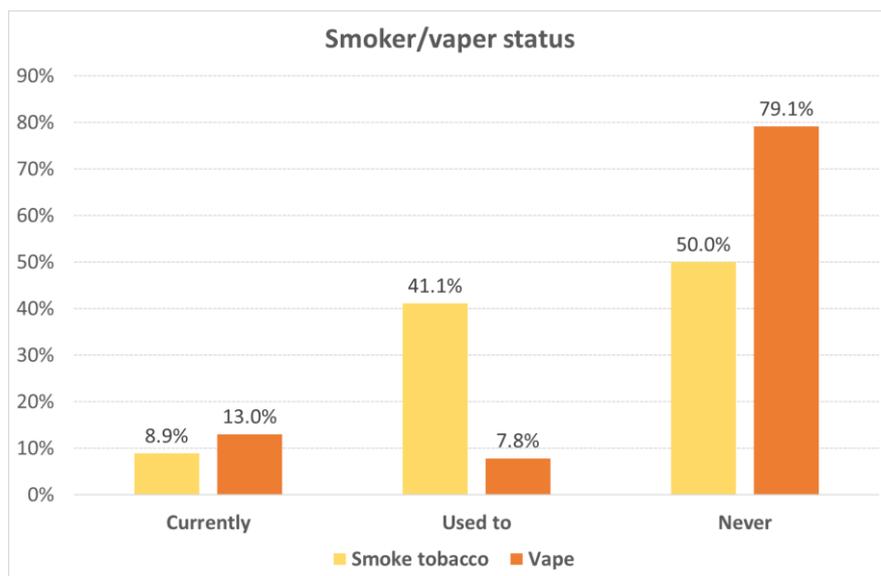


Source: Survey of residents, Napier City & Hastings District Councils, Jan/Feb 2022



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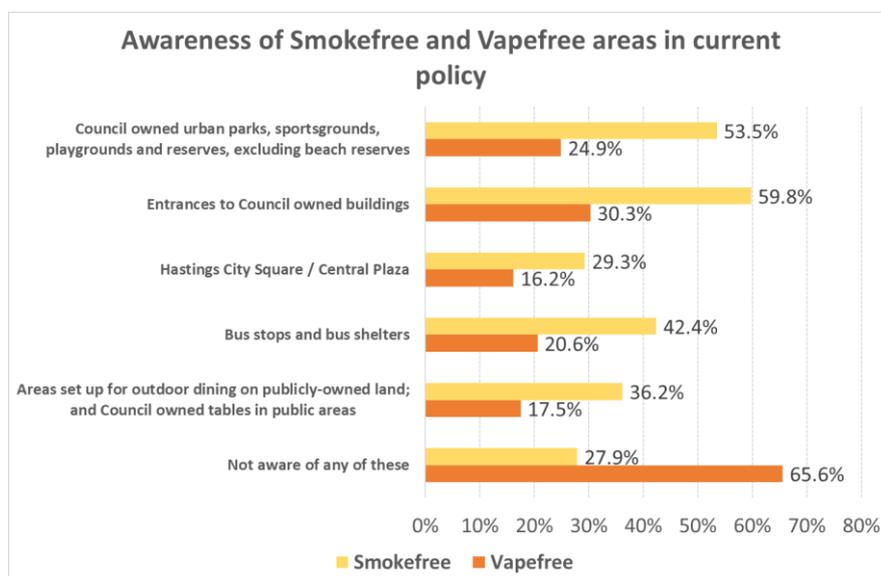
Nine percent of respondents currently smoke tobacco and 13% currently vape (note one-third of smokers also indicated they vape). A reasonably large proportion of ex-smokers completed the survey. A higher proportion of current vapers completed the survey from Hastings.



Source: Survey of residents, Napier City & Hastings District Councils, Jan/Feb 2022

Awareness of areas required to be Smokefree and vapefree under the current Policy varied.

**Awareness is higher for Smokefree areas** – particularly entrances to Council owned buildings (60%) and in urban parks, playgrounds and reserves (54%). Smokefree awareness is low for the Hastings City Square and Central Plaza (29%, and even lower for vapefree with 16%). Awareness is also low for outdoor dining on publicly-owned land (36%), and bus stops (42%).



Source: Survey of residents, Napier City & Hastings District Councils, Jan/Feb 2022

**Awareness of vapefree areas** is lower. Less than a third of people are familiar with the vapefree requirements of the policy. In fact, just over a quarter (28%) of respondents are unaware of any Smokefree areas and 66% are unaware of the Policy's vapefree requirements.

*To be honest, I thought it (vaping) wasn't banned since I see it everywhere.*

Awareness of the current Smokefree and vapefree requirements is:

- similar between Hastings and Napier residents, except awareness of the Hastings City Square and Central Plaza being Smokefree and vapefree is higher among Hastings respondents
- low amongst vapers, in particular for outdoor dining
- generally high amongst the under 25s, especially for parks, reserves and playgrounds, bus stops, and outdoor dining.

A number of respondents commented on bus drivers smoking near some of the main bus stops (eg, Hastings Library) and many made comments about passengers smoking in bus stops.

When asked **what more Councils could do** to keep these areas Smokefree/vapefree, the majority of people commented on a need for more signage and more promotion.

*Better signage. Increase education, awareness and information at schools, marae, workplaces about these areas.*

*More visible 'proudly smokefree' type signage/information. Making smokefree a good, community-benefitting norm (but not a judgement on people who can't quit).*

*Vaping is far more prevalent than smoking now especially among teens. We need to model that this is not healthy.*

*Treat vaping the same as tobacco smoking with prominent signage.*

A large number also commented on enforcement of the policy. Some suggested Council staff (including Hastings' City Assist) could give friendly reminders to people.

*City Assist actively patrolling, giving advice and enforcing these rules.*

Several comments were made about limiting the sale of vapes/reducing the number of vape shops and increasing taxes on vapes (both are outside the role of Councils).

A small number of people do not want the Council to do anything to enhance the Policy.

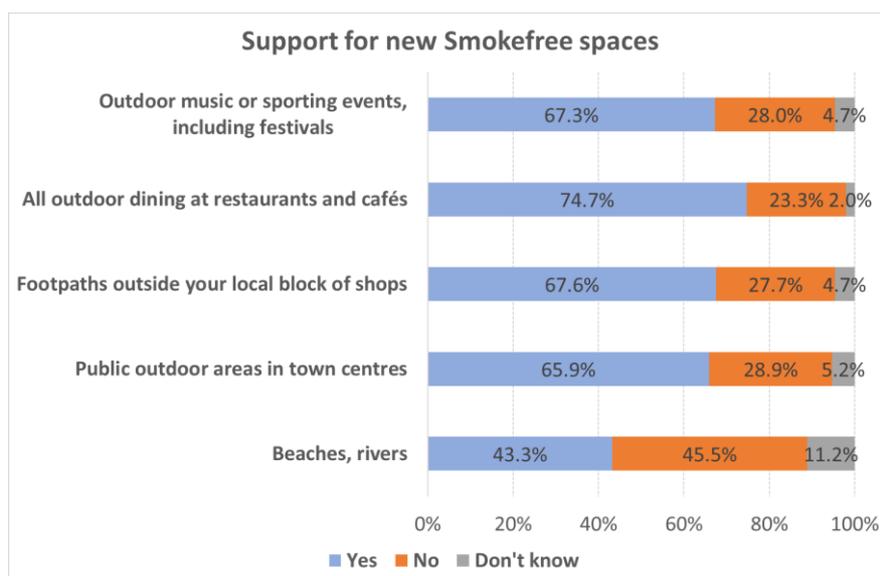
*Nothing – this is ridiculous, leave us alone.*

*Nothing – let it be.*

**Support for additional Smokefree spaces** is generally high amongst residents. Three quarters would like to see all outdoor dining at restaurants and cafés Smokefree (75%). Around two-thirds would like to see Smokefree:

- footpaths outside local shops (68%)
- outdoor music and sporting events, including festivals (67%)
- public outdoor areas in town centres (66%).

There are low levels of support for Smokefree beaches and rivers (43%).



Source: Survey of residents, Napier City & Hastings District Councils, Jan/Feb 2022

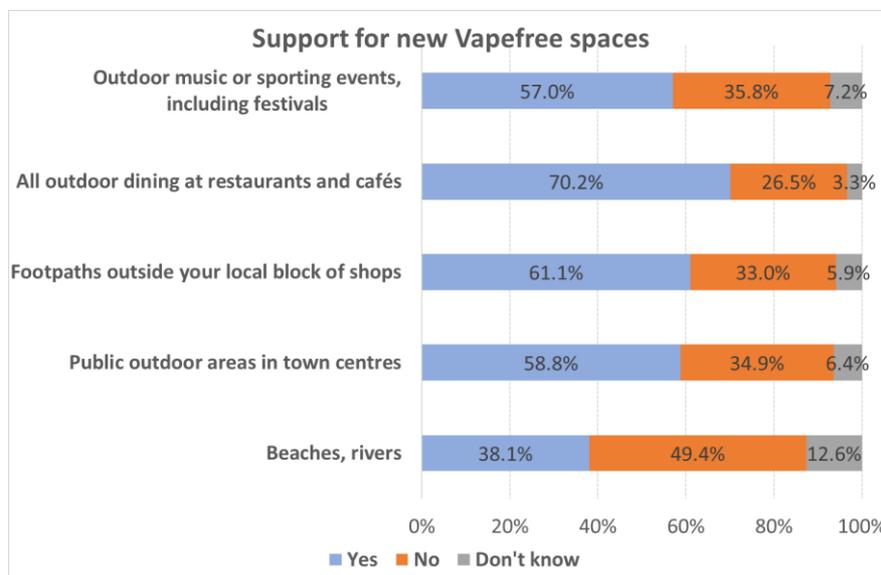
Support for Smokefree areas is:

- generally higher amongst Napier residents, especially for outdoor music and sporting events, and outdoor areas in town centres
- considerably lower amongst both smokers and vapers
- low amongst under 25s for outdoor concerts and events, but considerably higher amongst this age group for public outdoor areas in town centres.

Some people made the following **additional suggestions for new Smokefree spaces**:

- all cycleways/bike paths
- all footpaths/walkways, especially in central city
- all car parks
- all outdoor drinking areas at hotels, bars, pubs
- all areas managed by the Department of Conservation
- entire CBD or Emerson Street (Napier)
- outside schools, kindergartens, child care centres and kohanga/kura
- everywhere apart from on own private property.

**Support for additional vapefree spaces** shows a similar pattern to Smokefree spaces. Although levels of support are lower overall, most respondents are supportive of vapefree outdoor dining (70%) and footpaths outside local shops (61%). A very small minority support vapefree beaches and rivers (38%).



Source: Survey of residents, Napier City & Hastings District Councils, Jan/Feb 2022

Support for vapefree areas is:

- consistently higher amongst Napier residents for all of the areas, except beaches
- considerably lower amongst both smokers and vapers
- consistently lower amongst the under 25s.

Some people commented on the perception that viruses could be emitted via the vaping vapour ('cloud') – a symptom of the current high levels of awareness of the spread of Covid-19.

Some people made the following **additional suggestions for new vapefree spaces**:

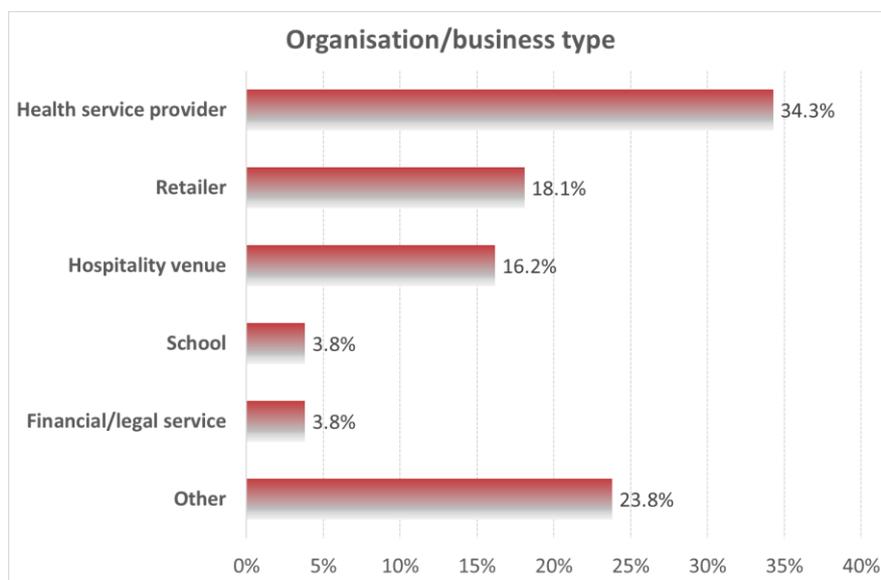
- all outdoor drinking areas at hotels, bars, pubs
- places where young people gather
- around schools
- at sporting venues and fields
- entire CBD.

Almost two-thirds of people (62%) have **noticed changes in smoking and vaping behaviour** in the last five years – predominantly that more people are vaping (particularly teens and younger people) and fewer are smoking (especially in public spaces). Some now find vaping more intrusive than smoking because of the quantity of people vaping and the amount of vapour released.

### Business/organisation survey

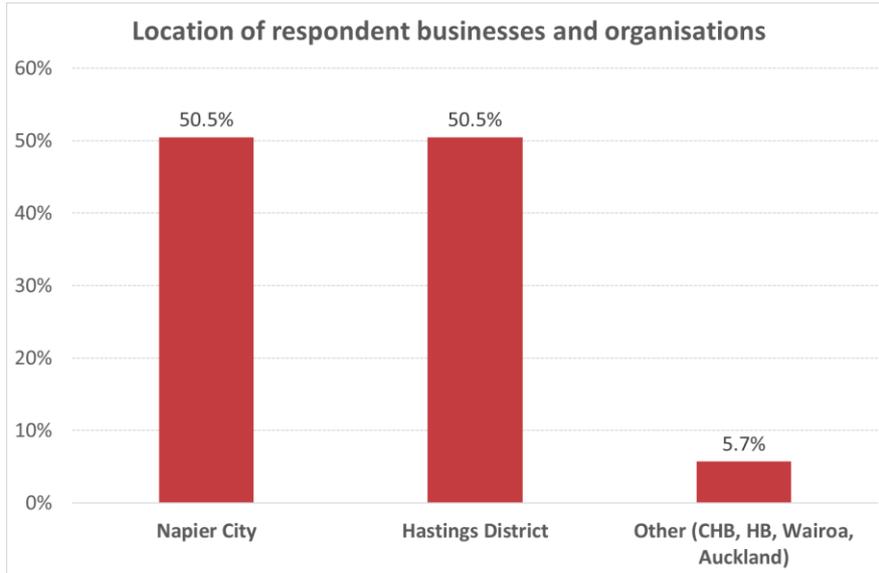
The survey of businesses and organisations was promoted from 24 January to 28 February 2022. This was promoted online, via social media, through business associations in both cities, and directly with footpath dining licence holders.

The survey was **completed by 105 businesses and organisations**. Respondents included retailers; hospitality venues such as cafés, restaurants, bars, and wineries/breweries; financial services; health service providers; and schools. Other organisations included beauty services, medical facilities, marae, charitable/non-profit organisations, and event organisers. Given the relatively large number of health service provider respondents (36), their responses are presented separately below where relevant for comparison purposes.



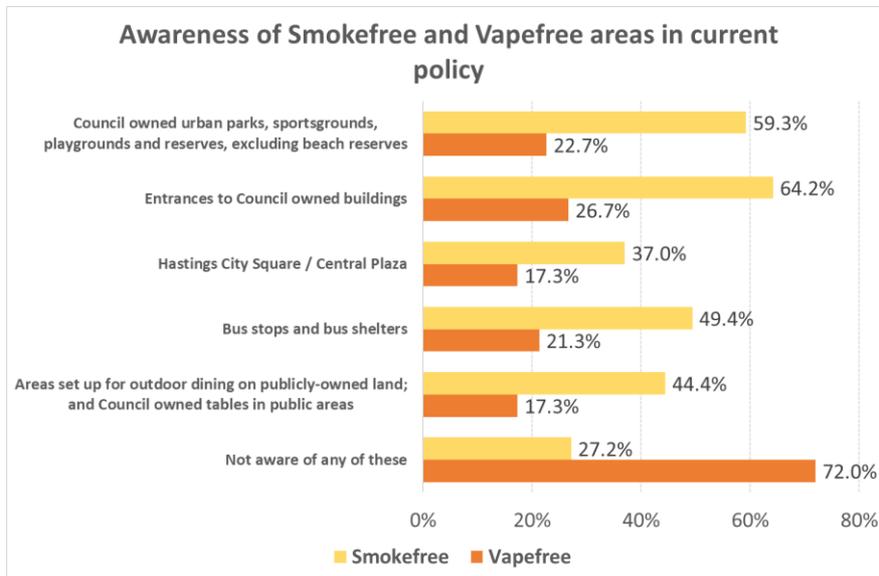
Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

Half of organisations are based in Napier with the other half in Hastings; some are based across both areas and a few in other parts of Hawke’s Bay (multiple response was allowed).



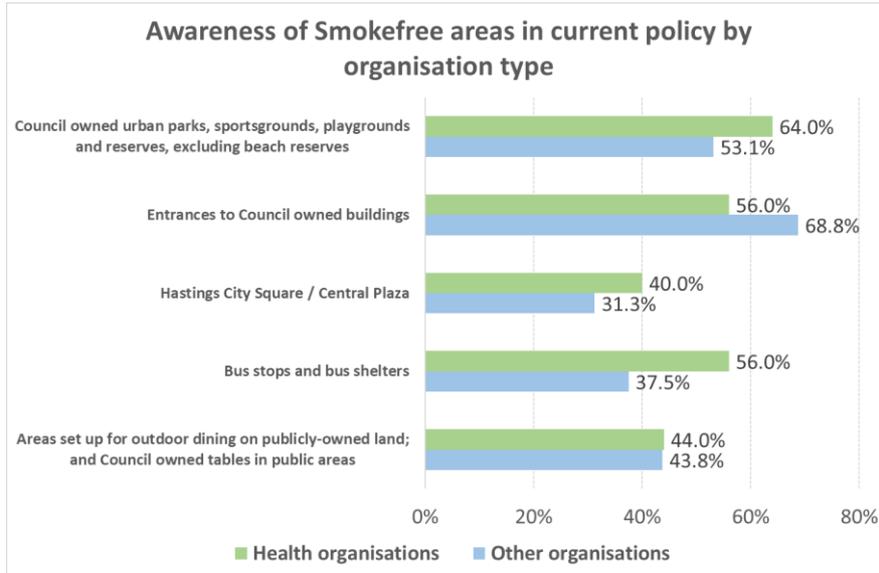
Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

**Awareness of the areas required to be Smokefree and vapefree** under the current Policy varied, with awareness levels higher for the Smokefree requirements. Awareness is higher for the requirement of Smokefree entrances to Council owned buildings and in urban parks, playgrounds and reserves. Just over a quarter (27%) of organisations are unaware of the required Smokefree areas and 72% are unaware of the Policy’s vapefree requirements.

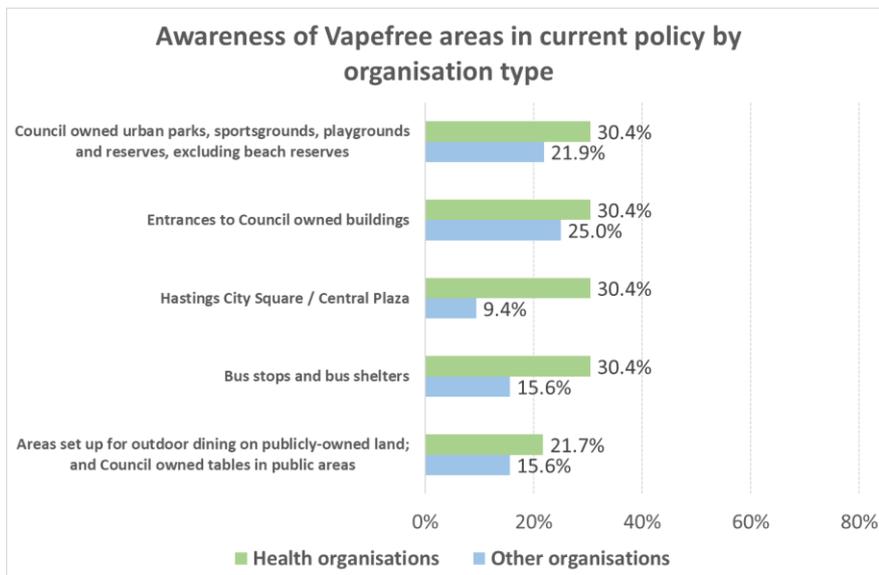


Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

Awareness of Smokefree and vapefree areas in the current Policy is generally higher amongst health service providers than other organisations, although overall lower awareness of vapefree areas amongst all organisations.



Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022



Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

When asked **what more Councils could do** to keep these areas Smokefree/vapefree, most organisations comment on a need for more signage and more promotion.

A very small number would like to see enforcement of the policy. Some also suggest Council staff could give friendly reminders to people when out and about.

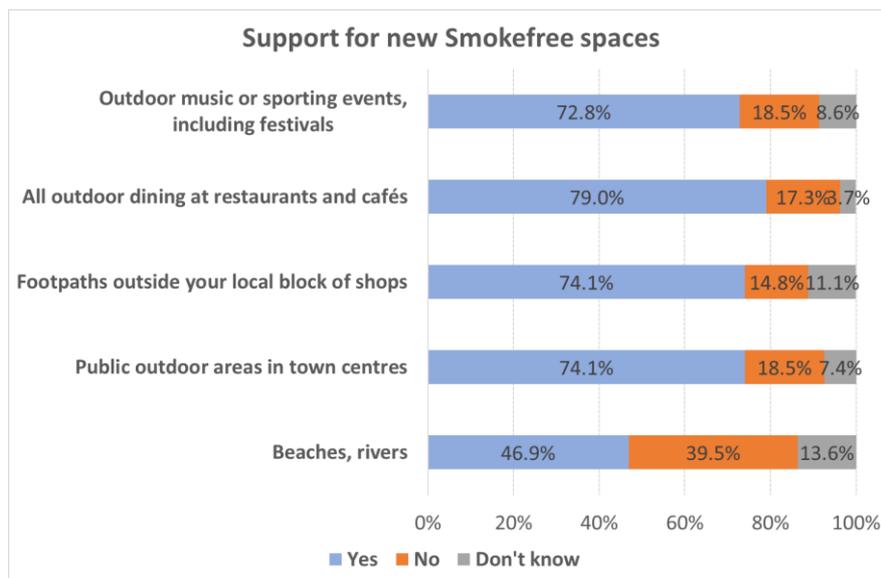
*Really good signage, media promotions, incorporate Smokefree messaging and commitment to Smokefree events and parks.*

*Friendly reminders from wardens as well as 'feet on the ground'. A visible presence.*

**Support for additional Smokefree spaces** is generally high amongst businesses and organisations. Around three quarters would like to see the following new Smokefree spaces:

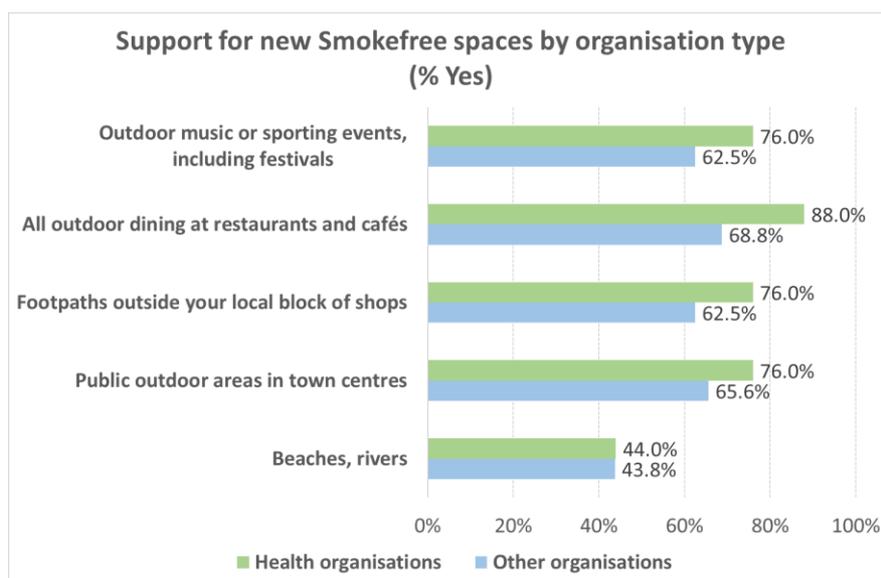
- all outdoor dining at restaurants and cafés (79%)
- footpaths outside local shops (74%)
- public outdoor areas in town centres (74%)
- outdoor music and sporting events, including festivals (73%).

Support is considerably lower for Smokefree beaches and rivers (47%).



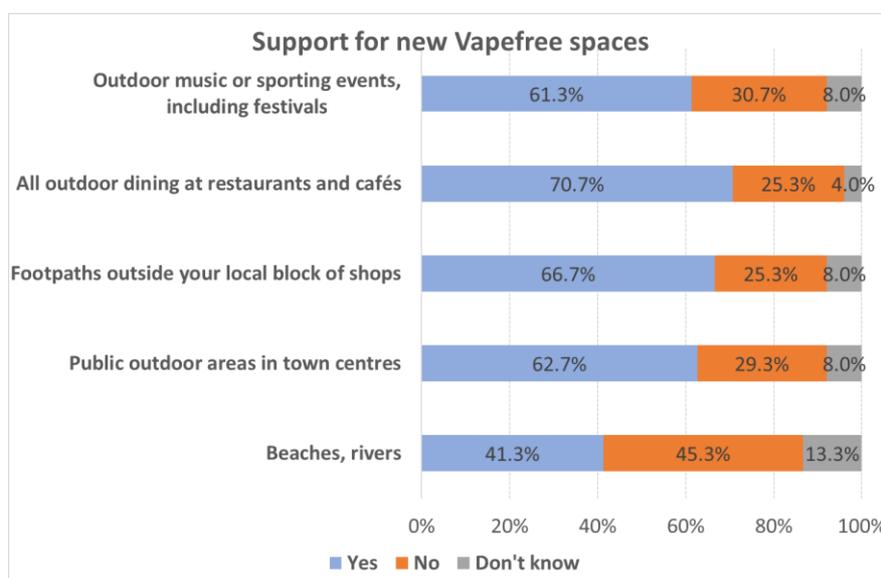
Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

Apart from beaches and rivers, support for other spaces is higher amongst health service organisations. Nevertheless, the majority of other (non health) organisations are positive about seeing new Smokefree spaces (at least 63% agreement for each) and again, this is particularly high for outdoor dining at restaurants and cafés.



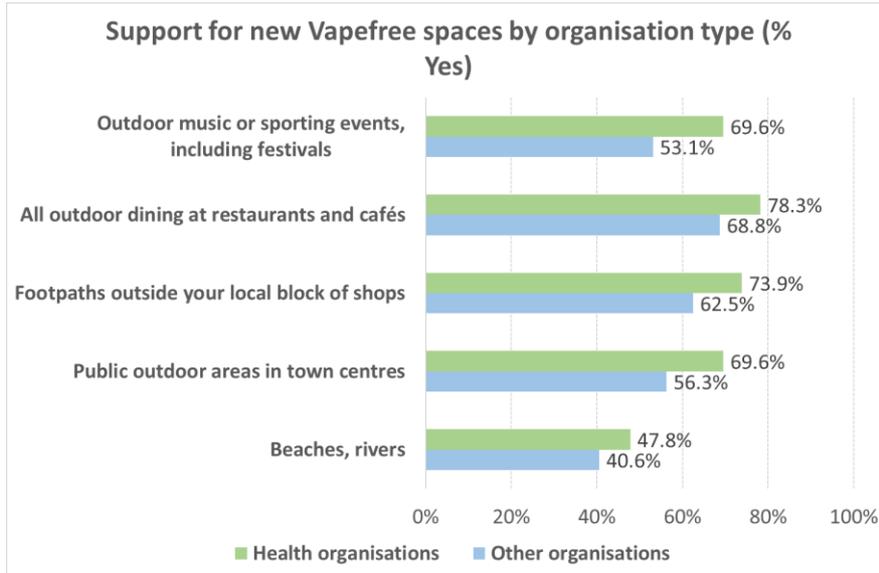
Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

**Support for new vapefree spaces** shows a similar pattern to new Smokefree spaces. Although levels of support are lower overall, most are supportive of vapefree outdoor dining (71%) and footpaths outside local shops (67%). The majority of organisations however, do not support vapefree beaches and rivers (45%).



Source: Survey of businesses and organisations, Napier City & Hastings District Councils, Jan/Feb 2022

As with proposed Smokefree spaces, support for vapefree spaces is higher amongst health service organisations. Nevertheless, over half of other (non health) organisations are supportive of new vapefree spaces in all the proposed areas especially outdoor dining (but not at beaches and rivers).

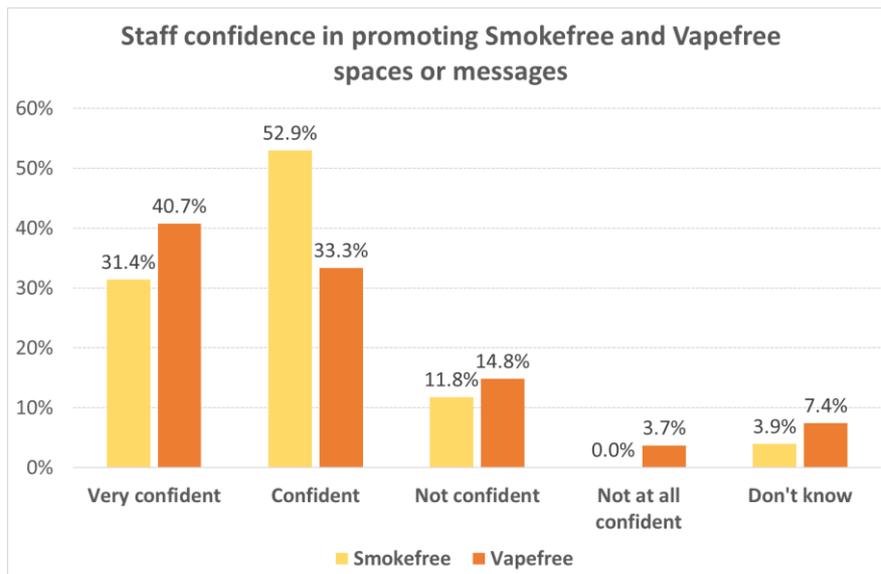


Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

Almost two-thirds of organisations (63%) **actively promote Smokefree messaging or spaces** as part of running their business. In contrast, just over a third (37%) promote **vapefree messaging or spaces**. This is likely linked to the lower awareness amongst businesses of the current Policy covering vapefree spaces.

Most of the promotion of messaging is done through staff awareness and training (92% for Smokefree and 85% for vapefree messaging), and signage/advertising/promotion (59% for Smokefree and 48% for vapefree messaging).

**Levels of staff confidence** in actively promoting Smokefree or vapefree as part of the business are slightly higher for Smokefree.



Source: Survey of businesses & organisations, Napier City & Hastings District Councils, Jan/Feb 2022

Respondents were provided an opportunity to indicate what support would be useful to promote Smokefree and/or vapefree behaviour and spaces. The majority (72%) indicated a public awareness campaign, followed by local Smokefree/vapefree resources (eg, stickers, signs, table toppers) with 64%. Ten organisations requested Council contact to discuss support with resources or training.

The main reasons provided by organisations for not promoting Smokefree or vapefree messaging include:

- messaging not being appropriate in their setting (eg, office or retail store)
- lack of vaping-specific signage or resources available to use
- not having staff or visitors who smoke or vape
- belief that vaping is not as offensive or dangerous as smoking
- preferring to leave the choice to smoke/vape to individuals.

Over two-thirds (67%) of businesses and organisations have **noticed changes** in smoking and vaping behaviour in the last five years – mainly that more people are now vaping (particularly teens and younger people) and fewer are smoking (particularly in public spaces). Many commented on the increased number of vape stores in Napier and Hastings.

## Observations

At the time field observations, the Hastings District Council's Community Team were redeployed to assist with Covid-19 community welfare matters. Assisting the community with welfare needs took precedence over the smokefree and vape-free observations. This work took longer than anticipated and as a result, data collection in Hastings was only partly carried out. At the time of data collection public spaces and hospitality were heavily impacted by lower than usual visitor numbers, which possibly provides a very different indication to normal.

Observations of areas covered by the current Policy were undertaken in Napier during February and early March 2022. A selection of cafés/restaurants with licence to occupy outdoor space for dining purposes, bus stops, and playgrounds/parks/reserves were visited. At each site the following were observed:

- Number of people present
- Smoking or vaping behaviour
- Butt or vape litter
- Smokefree/vape-free signage
- Presence of ashtrays (at cafés, restaurants).

New Zealand was operating under the red traffic light setting of the COVID-19 Protection Framework at the time of the observations and Omicron case numbers were on the increase. This situation may have had an impact on the observations as bus services were operating on a reduced ("Saturday Plus") timetable and hospitality venues were quieter than usual.

## Cafés, restaurants

Under the Policy, smokefree dining is a requirement of footpath dining licence holders in both Napier and Hastings.

**In Napier**, observations were carried out at up to 22 'Table and Chair Licence' holder outdoor dining spaces in Napier, Ahuriri, Marewa, and Taradale. These were completed over four days at different (peak) times throughout the day.

Smoking and vaping was observed at several of the venues however this varied across the four observation days. On one day in particular, half of the 22 venues had a number of people vaping while at their outdoor tables. People were seen smoking and/or vaping outside an average of four venues on each observation day.

Signage was non-existent at all but one venue (a CBD café). Four had ashtrays on their outside tables on at least one of the observation days – these were all bars.

Venues where smoking or vaping was more prevalent were (note these were not necessarily the busiest venues):

- Market Street Bar, CBD

- Angkor Watt Café, CBD
- Café DMP, CBD
- Matisse Wine Bar, CBD.

In **Hastings**, observations were carried out at up to 21 'Table and Chair Licence' holder outdoor dining spaces mostly in the Hastings CBD area. These were completed over four days at different times throughout the day. As outlined above, observations in Hastings were severely compromised due to Covid-19; impacting both on staff availability to carry out observations as well as community presence in local hospitality and public spaces including the use of public transport.

### ***Smoking observations – cafés and restaurants***

	Day 1	Day 2	Day 3	Day 4
<b>Napier</b> (13 cafes, 9 restaurants)	14 people at 6 venues	6 people at 4 venues	4 people at 4 venues	2 people at 2 venues

In Hastings there were 12 cafes and 9 restaurants observed at various times over multiple days. As the observation period overlapped with red traffic light settings, many of the hospitality places were impacted by very low visitors. No smoking and vaping was observed. This may not be an accurate reflection of smoking and vaping behaviour in the Hastings area.

### ***Vaping observations – cafés and restaurants***

	Day 1	Day 2	Day 3	Day 4
<b>Napier</b> (13 cafes, 9 restaurants)	26 people at 11 venues	12 people at 5 venues	0 people	2 people at 2 venues

## **Bus stops**

Hawke's Bay Regional Council provided advice on the busiest bus stops, used by both commuters and students in both Napier and Hastings.

**In Napier**, observations were undertaken over four days at 13 bus stops in the CBD and some suburbs (Taradale, Greenmeadows, Tamatea, Maraenui, and Marewa) during peak times (morning and late afternoon). Several bus stops were observed having multiple numbers of smokers and/or vapers. On one day of observations up to nine people were smoking across four bus stops, and eight vaping across four bus stops (not necessarily the same bus stops).

Bus stops in Napier with the highest observed numbers of vapers or smokers across all of the observations were:

- EIT, Gloucester Street (both sides of the road)
- Marewa shops, Kennedy Road (both sides of the road)
- Clive Square inter-city bus terminal (alcohol consumption was also noted at one of the observation times)
- City bus terminal, Dalton Street outside old Library

- Opposite Napier Health Centre, Wellesley Road
- Maraenui shops, Bledisloe Road.

Smokefree signage ('Fresh Air Smokefree Zone') is visible at just three of the visited Napier bus stops, including the inter-city bus terminal which has high levels of signage. No signage was noted at the main Napier City bus terminus in Dalton Street. Following implementation of the 2015 Policy, stickers and plaques were installed on bus shelters while stickers were placed on bus poles. Bus stops without poles have no signage. Council staff (City Services) regularly replace signage as needed.

Butt and vaping litter was observed at the majority of bus stops (11 of the 13) and in reasonable quantities in many instances.

In **Hastings** these observations could not be carried out due to the reasons outlined above (page 29.)

#### **Smoking observations – bus stops**

	Day 1	Day 2	Day 3	Day 4
<b>Napier</b> (13 bus stops)	5 people at 3 bus stops	7 people at 4 bus stops	9 people at 4 bus stops	3 people at 2 bus stops

#### **Vaping observations – bus stops**

	Day 1	Day 2	Day 3	Day 4
<b>Napier</b> (13 bus stops)	14 people at 6 bus stops	4 people at 3 bus stops	8 people at 4 bus stops	1 person at 1 bus stop

#### **Playgrounds, parks and reserves**

Observations were carried out at a number of small, medium and larger playgrounds, along with a selection of parks and reserves.

**In Napier**, observations were carried out over four days at nine playgrounds, reserves and parks (including a public BBQ area). These were located in the CBD and waterfront, and in the suburbs of Taradale, Greenmeadows, Maraenui, and Ahuriri) after school into the late afternoon.

Relatively small numbers of people were smoking or vaping at up to three locations per observation (although more were vaping than smoking). Playgrounds/parks in Napier with the highest observed numbers of vapers or smokers across all of the observations were:

- Marine Parade foreshore playground (opposite Edwardes Street)
- Maraenui playground, Bledisloe Road
- Clive and Memorial Squares, CBD
- Anderson Park BBQ area.

Smokefree signage was variable and visible in just under half of the locations visited. Signage upgrades are progressively occurring across Napier’s parks and are including the ‘Fresh Air Zone’ and universal ‘no smoking’ signage. A New Zealand study identified a lack of smokefree signage within 10 metres of playgrounds (50% of playgrounds in the study).<sup>25</sup>

In **Hastings** these observations could not be carried out due to the reasons detailed above (page 29.)

**Smoking observations – parks, playgrounds, reserves**

	Day 1	Day 2	Day 3	Day 4
<b>Napier</b> (9 locations)	5 people at 3 locations	4 people at 3 locations	3 people at 1 location	1 person at 1 location

**Vaping observations – parks, playgrounds, reserves**

	Day 1	Day 2	Day 3	Day 4
<b>Napier</b> (9 locations)	6 people at 3 locations	4 people at 3 locations	7 people at 3 locations	0 people

**Complaints**

There have been few complaints received by Councils since the adoption of the Policy in 2015. Council staff address issues as and when they are reported. Two areas in Napier however have had some issues – one of these was the smokefree area in Market Street (before the Market Street Bar was established), and the other was the inter-city bus terminal near Clive Square.

Market Street in Napier’s CBD had issues with people smoking in the former sit and stay areas, where the Market Street Bar now has their outdoor space. Council had addressed the previous issues through increased signage, flags, World Smokefree Day activities, and a visit from Council’s Compliance Officer. Office staff in the area were identified as contributing to the issue and the Hawke’s Bay District Health Board worked with employers in the street by offering smoking cessation support. The presence of the Market Street Bar has reduced the availability of space for casual smokers, however customers of the bar were noted vaping and smoking during the venue observations.

The inter-city bus terminal near Clive Square had additional smokefree signage installed when the Policy was first adopted as a result of smoking-related complaints. There were a number of other issues in this area, including rough sleeping and consumption of alcohol, which are actively monitored by security patrols. Security are aware of the Smokefree Policy and are asked to remind people of the Policy’s requirements when they observe smoking in no smoking areas.

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<sup>25</sup> Wilson N, Thomson G. 2017-2018. *Healthy Playgrounds in New Zealand Local Government Areas: Survey of smokefree signage and drinking fountains*. Department of Public Health, University of Otago, Wellington.

Napier City Business Incorporated (NCBI) has been a key partner in the implementation of the Policy. Businesses are able to approach NCBI with any smoking enquiries, which are then reported to Council. There appears to be a small increase in complaints when the Policy is actively promoted.

## Opportunities

The Napier/Hastings 2015 Smokefree Policy was one of the leading territorial authority policies nationally when it was introduced. A 2020 review of policies from around the country shows there is opportunity to do more in the two cities. This review is conducted by MidCentral District Health Board every 1-2 years and is presented as an infographic (Attachment B).<sup>26</sup>

Twenty-eight Councils around the country have received recognition of their support for the national Smokefree Aotearoa 2025 goal through a “Council Endorsed 2025” status. This recognition is given where Councils have demonstrated a commitment to promoting smokefree communities through development of a Policy and associated implementation plan.

An extensive review of other Council’s Policies has been carried out by the two Councils to inform this review. This identified that the current Napier and Hastings Joint Smokefree Policy provides good coverage but there is an opportunity to extend it to provide further support for achieving the Smokefree Aotearoa 2025 goal. This review, along with feedback from the community and businesses/organisations, identifies additional opportunities for implementation of the Policy, including around promotion and signage.

Opportunities for further development of the Napier/Hastings policy could include:

- smokefree and vapefree outdoor dining areas (not just those on Council-controlled/licenced property)
- smokefree and vapefree CBD/city spaces – could include specific streets
- smokefree and vapefree laneways
- clear promotion and messaging of designated vapefree and smokefree spaces
- clear signage to show areas are vapefree as well as smokefree (including updates to signage through sign renewal programme)
- dedicated webpage on Councils’ websites including:
  - revised policy
  - other relevant information (eg, survey results, policy review documents)
  - links to national Smokefree Aotearoa 2025 information, including Vaping Facts website
  - links to local quit smoking services

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<sup>26</sup> MidCentral District Health Board. 2020. <https://www.smokefree.org.nz/smokefree-resources/maps-of-nz-councils-smokefree-outdoor-policies-and-spaces> Accessed 1 April 2021.

- visual representation of the designated smokefree and vapefree areas in our areas
- short video/s promoting the policy and showing which areas are smokefree/vapefree
- Continued advocacy by Councils' to central government about smokefree/vapefree policy and regulations
- Annual internal review of policy implementation.

## Strategic Links

The Napier and Hastings Smokefree Policy contributes to a number of local and national strategies. Locally, the Policy supports both Councils' Youth and Positive Ageing Strategies.<sup>27</sup> It also supports Napier City Council's Disability Strategy.<sup>28</sup> All have a focus on enhancing wellbeing and supporting the outcome of safer communities.

The Local Government Act 2002 mandates Territorial Authorities to promote the social, economic, environment, and cultural wellbeing of communities in the present and for the future. Councils also have a duty to improve, promote, and protect public health as stated in section 23 of the Health Act 1956.

Achieving a Smokefree Aotearoa will contribute to *Whakamaua: Māori Health Action Plan 2020–2025*<sup>29</sup> and *Ola Manuia: Pacific Health and Wellbeing Action Plan 2020–2025*<sup>30</sup> by supporting equitable health outcomes for Māori and Pacific peoples. A Smokefree Aotearoa also contributes to the national *Child and Youth Wellbeing Strategy*<sup>31</sup>, especially to the wellbeing outcome focusing on children and young people being happy and healthy.

The *New Zealand Cancer Action Plan 2019–2029*<sup>32</sup> identifies smoking as a leading cause of preventable cancer. It also highlights that achieving a Smokefree Aotearoa by 2025 is a leading way of reducing cancers in New Zealand.

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<sup>27</sup> Napier Youth Strategy <https://www.napier.govt.nz/assets/Document-Library/Strategies/Youth-Strategy/napier-youth-strategy.pdf>.

Napier Positive Ageing Strategy <https://www.napier.govt.nz/assets/Document-Library/Strategies/Positive-Ageing-Strategy/Positive-Ageing-Strategy-FA-April-20-SMALLEST-FILE.pdf>.

Hastings Positive Ageing Strategy <https://www.hastingsdc.govt.nz/assets/Document-Library/Strategies/Positive-Ageing-Strategy/positive-ageing-policy-2014.pdf>.

<sup>28</sup> Napier Disability Strategy <https://www.napier.govt.nz/napier/community-development/about-our-community/disability-strategy/>.

<sup>29</sup> Ministry of Health. <https://www.health.govt.nz/our-work/populations/maori-health/whakamaua-maori-health-action-plan-2020-2025> Accessed 10 March 2022.

<sup>30</sup> Ministry of Health. <https://www.health.govt.nz/publication/ola-manuia-pacific-health-and-wellbeing-action-plan-2020-2025> Accessed 10 March 2022.

<sup>31</sup> Department of Prime Minister and Cabinet. <https://childyouthwellbeing.govt.nz/> Accessed 10 March 2022.

<sup>32</sup> Ministry of Health. <https://www.health.govt.nz/publication/new-zealand-cancer-action-plan-2019-2029> Accessed 10 March 2022.

A Smokefree Aotearoa supports the Government's priority to improve New Zealand's waterways and water quality through reducing pollution. The holistic wellbeing of water is recognised in the National Policy Statement for Freshwater Management 2020<sup>33</sup> and reflects obligations under Te Tiriti o Waitangi to actively protect Māori rights and interests, which include those relating to fresh water.

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<sup>33</sup> Ministry for the Environment. <https://environment.govt.nz/acts-and-regulations/national-policy-statements/national-policy-statement-freshwater-management/> Accessed 10 March 2022.

## Attachment A – Hastings District and Napier City Councils Smokefree Policy, 2015



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### Hastings District and Napier City Councils Smokefree Policy

#### Purpose

The purpose of this Smokefree Policy (the Policy) is to:

1. Support the Hawke's Bay region's identified Community Aspiration of "A lifetime of good health and wellbeing" reflected in:
  - a. Hastings District Council's Community Outcomes: "Regulatory functions which help to prevent harm and help create a safe and healthy environment for people... and which are responsive to community needs."
  - b. Napier City Council's outcomes: Provide infrastructure and services to support good health and wellbeing; Safe and secure communities; Safe and accessible recreational facilities.
2. Reduce the impacts of smoking and tobacco use on non-smokers. This includes reduced exposure to second hand smoke and de-normalisation of smoking.

#### Policy objectives

The objectives of this policy are to:

- Give effect to Hastings District and Napier City Councils' commitments to the Smokefree Hawke's Bay 2025 Strategy, which supports Government's policy goals for a Smokefree New Zealand/ Aotearoa 2025.
- Improve the health and wellbeing of our communities by decreasing the prevalence of smoking and decreasing public exposure to second-hand smoke.
- Increase the likelihood that people, particularly the young, will remain smokefree by reducing the number of places where they see others smoking.

#### Principles

1. The Policy will be guided by national legislative and policy direction and by community opinion.
2. The Policy will take a non-punitive approach to controlling smoking in particular public places, aimed at lessening the effect of smoking on other people.
3. The focus of the Policy will be on providing more smokefree public environments, particularly for young people.

#### Scope

This Policy covers Hastings District and Napier City Councils' position in relation to:

- Smokefree public places.
- Smokefree public events.

This policy focuses on where people are requested not to smoke. Whether people choose to become smokefree is outside the scope of this policy (assistance to become smokefree is offered through health agencies).

Smokefree public places will apply in respect of both tobacco products and other products that people smoke (including e-cigarettes and similar devices).

### Smokefree Public Places

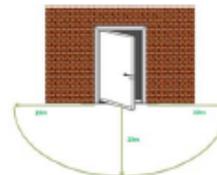
This Policy recognises and supports smokefree areas designated through Government legislation.

Places specifically designated as Smokefree under this policy include public outdoor areas for Hastings District and Napier City as follows:

- i. Council owned urban parks, sportsgrounds, playgrounds and reserves, excluding beach reserves.

Where a playground is not located within a smokefree park or reserve, a minimum ten metre smokefree perimeter will apply.

- ii. Within ten metres of public pedestrian entrances to Council owned buildings. For the main entrance to Councils' Civic Buildings, the smokefree area will include the full forecourt from the public footpath.
- iii. Hastings City Square / Central Plaza.
- iv. Bus stops, including a ten metre perimeter from bus shelters, signs or bus stop markings.
- v. Areas set up primarily for café or dining purposes on publicly-owned land; and Council owned tables in public areas.



Businesses or organisations that wish to implement further smokefree places on their own property (or on property where they have the authority to do so) will be able to access free smokefree signs or stickers, as available.

The Policy shall be implemented progressively by 1 July 2016.

### Smokefree Community Events

To promote healthier public places and a healthier Hawke's Bay, under this policy:

- Events held at any of Councils' smoke-free public places will be smokefree.
- Public events receiving Council funding will be required to support smokefree messages.

The Hawke's Bay District Health Board can support event organisers to deliver smokefree messages through the provision of resources, including signage and flags. These are available through their Resource Coordinator at the Napier Health Centre.

### Review

The Councils will review this Policy every three years, or at an appropriate alternative time. The Policy remains in force until such time as it is reviewed.

If the policy is not effective in reducing people's exposure to second-hand smoke in public places and at community events, the Councils will investigate how to make the policy more effective. This may include regulatory mechanisms.

### Education and Enforcement

Signage promoting positive smokefree messages will be installed in appropriate places.

While the Policy will be educative, self-policing and no fines will apply; the Councils may take other action in the event of a persistent issue.

### Related matters

Littering will be addressed through the relevant provisions of the Litter Act 1979.

## Background

### Smokefree Hawke's Bay 2025 Strategy

The Hawkes' Bay District Health Board in partnership with Ngati Kahungunu Iwi Incorporated developed this strategy in 2012, to support Government's goal of a Smokefree New Zealand / Aotearoa 2025.

Both Hastings District Council and Napier City Council are signatories to the Strategy's "Smokefree Hawke's Bay Declaration 2025", supporting in principle the vision of Smokefree Hawke's Bay 2025.

### Government Legislation and Goals

#### Smokefree New Zealand/ Aotearoa 2025

Government's commitment to the goal of a Smokefree New Zealand / Aotearoa 2025 is defined as:

- our children and grandchildren will be free from tobacco/smoke and enjoy tobacco/smokefree lives
- almost no-one will smoke (greater than 95% of the population smokefree)
- tobacco will be very difficult to sell, supply or purchase.

#### Smoke-free Environments Act 1990

This policy is consistent with the purposes of the Smoke-free Environments Act, which prohibits smoking inside workplaces and other public enclosed areas and in both the open and indoor areas of schools and facilities for young children. The Act also refers in Section 20 to local authorities having powers to provide greater protection from tobacco smoke.

The purposes of Part 1 of the Smoke-free Environments Act 1990 are—

- (a) to prevent the detrimental effect of other people's smoking on the health of people in workplaces, or in certain public enclosed areas, who do not smoke or do not wish to smoke there; and
- (b) to prevent young people who are being taught or cared for in registered schools or early childhood education and care centres from being influenced by seeing other people smoke there; and
- (c) to prevent the detrimental effect of other people's smoking on the health of young people who are being taught or cared for in registered schools or early childhood education and care centres.

The purpose of Part 2 of the Smoke-free Environments Act 1990 includes—

- (a) to reduce the social approval of tobacco use, particularly among young people...

## Local Government Act 2002

The Councils are taking a non-punitive policy approach to controlling smoking in particular public places to lessen the effect of smoking on other people. Public consultation was used to inform the Policy.

The Local Government Act 2002 (LGA 2002) part 6 requires councils to consult with communities and provides for participation by communities in decision making.

Part 8 of the LGA 2002 provides councils with the ability to regulate and enforce behaviours. This includes having control over behaviours in public places. One example of this is the ability to control whether people are allowed to drink alcohol in public places where the drinking has been causing an issue and the controls are reasonable.

### Health Impacts

Smoking is the single most important cause of preventable ill health and premature mortality (Health Equity Report, 2014). The Hawkes' Bay District Health Board (HBDHB) recognises that:

- Children are three times more likely to smoke if their parent does.
- Tobacco increases the chance of a multitude of diseases, including cancer and heart disease.
- Up to half of current users will eventually die of a tobacco-related disease<sup>1</sup>.

### Statistics

Census data shows that there has been a decrease in both Napier and Hastings in the people classifying themselves as regular smokers, from 22% in 2006 to 16% in 2013.

### Smokefree Survey Results

The Hawke's Bay District Health Board commissioned APR to undertake a random telephone survey in Napier and Hastings in 2013 to gauge public opinion.

In total, 1,000 surveys were undertaken, comprising 485 residents from Napier City and 515 residents from Hastings District.

Headline results of that survey are shown in the tables below. The survey findings found that the following areas should be smokefree:

- Children's playgrounds (96.9%)
- Near the entrance of public buildings (80.3%)
- Outdoor eating places at restaurants or cafes (79.8%)
- Near bus stops and train stations (76.3%)
- Parks and sports fields (73.9%)
- Outdoor music or sporting events (70.8%)

Less support was shown for beaches (45.6%) and outdoor public places in pubs (53.3%).

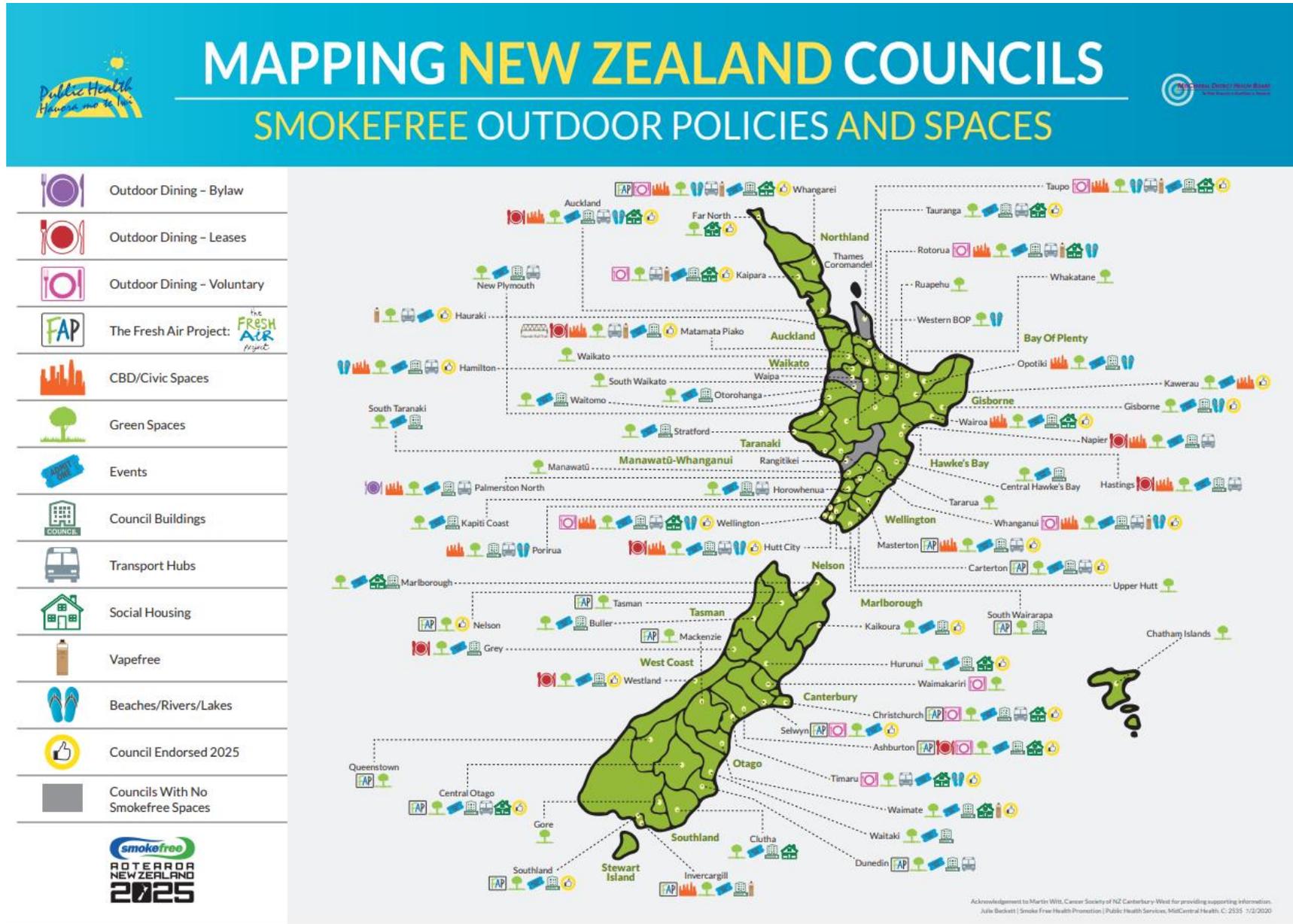
The full survey is available through Hawke's Bay District Health Board's website, at:

[www.hawkesbay.health.nz/file/fileid/48455](http://www.hawkesbay.health.nz/file/fileid/48455)

<sup>1</sup> World Health Organisation, May 2014. Tobacco Fact sheet N°339. A recent Australian study has put the risk of premature death even higher. <http://www.biomedcentral.com/1741-7015/13/38>

Should the following areas be smokefree?	Yes	No	Don't know
Children's playgrounds	96.9%	2.5%	0.6%
Near the entrance of public buildings (such as offices and shops)	80.3%	17.5%	2.2%
Outdoor eating places at restaurants or cafes	79.8%	15.1%	5.1%
Bus stops and train stations	76.3%	19.1%	4.6%
Parks and sports fields	73.9%	18.6%	7.5%
Outdoor music or sporting events (including festivals)	70.8%	21.6%	7.5%
Footpaths outside your local block of shops	68.4%	26.7%	4.9%
Public outdoor areas in town centres	66.5%	26.9%	6.6%
Outdoor places in pubs	53.3%	40.3%	6.4%
Beaches	45.6%	43.1%	11.2%

More likely to visit if smokefree?	More likely to visit	Less likely to visit	No difference
Children's playgrounds	57.5%	2.7%	39.8%
Near the entrance of public buildings (such as offices and shops)	41.8%	3.5%	54.6%
Outdoor eating places at restaurants or cafes	54.9%	5.4%	39.7%
Bus stops and train stations	41.6%	3.6%	54.7%
Parks and sports fields	39.0%	5.7%	55.3%
Outdoor music or sporting events (including festivals)	45.6%	6.5%	48.0%
Footpaths outside your local block of shops	41.4%	3.5%	55.1%
Public outdoor areas in town centres	42.8%	5.4%	51.8%
Outdoor places in pubs	43.3%	7.8%	49.0%
Beaches	31.7%	8.1%	60.1%



# MAPPING NEW ZEALAND COUNCILS

## KEY



The PDF maps provide a generic snapshot only of council smokefree outdoor policy and non-policy spaces as identified from council websites. The maps do not determine spaces or specific areas that they cover, for example green spaces can refer to parks, playgrounds, reserves and skate parks. The maps do not have enough room to get specific.

The icons give an indication that the council has this in their policy, but it would be a matter of looking at the council's policies or relevant documents to determine what specific areas are included and degree of implementation.

	<b>Outdoor Dining - Bylaw</b>	Where councils have passed a specific regulation prohibiting smoking in outdoor dining venues under council lease.
	<b>Outdoor Dining - Leases</b>	Where outdoor dining areas are promoted as smokefree via pavement leases issued by council, or via tenancies to hospitality venues occupying council owned premises.
	<b>Outdoor Dining - Voluntary</b>	Where councils have included smokefree outdoor dining in their smokefree policy promoting a voluntary or 'educational' approach. Council uses either persuasion or financial incentives to encourage hospitality businesses to go smokefree outdoors.
	<b>The Fresh Air Project</b>	Where there is an organised programme promoting smokefree outdoor dining areas. Managed by the Cancer Society in partnership with a District Health Board. Programs may be developed via an evaluated pilot model (preferred) or non-pilot model and can be supported by councils (preferred) or developed separate from councils. Please note: FAPs in development must link to the Cancer Society Canterbury West Coast Division to ensure FAP branding consistency.
	<b>CBD/Civic Spaces</b>	Where a council has specifically designated key public areas as smokefree over and above outdoor dining. This could be a pedestrian square or other open space readily identified by users or where a council has actual delimited their central business area on a map and agreed to promote this area as smokefree via signage. This may well be in partnership with other agencies.
	<b>Green Spaces</b>	Where a council policy/initiative promotes all or some of its recreational spaces as smokefree, for example playgrounds, parks, sports grounds, reserves/domains, skate parks.
	<b>Events</b>	Where council run events such as family community events or large scale entertainment events are promoted as smokefree.
	<b>Council Buildings</b>	Where immediate areas around council managed facilities are promoted as smokefree. Areas may or may not be specifically defined in terms of meters, for example "within 5m of building entrances such as libraries, council community centres or town halls.
	<b>Transport Hubs</b>	For example, bus shelters or bus interchanges.
	<b>Social Housing</b>	Where council social housing (indoor areas), have been designated as smokefree - likely introduced via tenancy agreements.
	<b>Vapefree</b>	Where councils have made no differentiation between tobacco and electronic nicotine devices (e-cigarettes) in their policies, promoting designated outdoor public spaces as both smokefree and vapefree.
	<b>Beaches/Rivers/Lakes</b>	Where beach or beach front areas and rivers or lakes are promoted as smokefree.
	<b>Council Endorsed 2025</b>	Where councils have demonstrated a commitment to promoting smokefree communities by showing support for the 2025 goal and reflecting this commitment in a smokefree action plan outlining what they will do to promote smokefree messages over the next few years and areas for further policy development.
	<b>Councils With No Smokefree Spaces</b>	