



# Creating smoke-free places:

A guide for Queensland local governments



Queensland  
Government



## Creating smoke-free places: A guide for Queensland local governments

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# Introduction

Smoke-free public places help make our communities more liveable, family friendly and bring benefits for the whole community by:

- reducing exposure to harmful second-hand smoke
- providing clear messages about the harms of second-hand smoke and the hazards of smoking
- providing opportunities for healthy role modelling for our children encouraging and supporting smokers to cut down or quit by removing triggers and opportunities for smoking in these places
- empowering non-smokers to be vocal about not wanting to be exposed to second hand smoke
- discouraging others from starting to smoke.



Smoke-free public places help to keep our communities healthy, clean and safe by reducing litter from discarded cigarette butts and preventing environmental damage from cigarette butts entering our waterways. Further, smoking is not permitted in some local government places under Queensland tobacco legislation. Supporting smoke-free public places can position local governments as leaders in promoting community wellbeing and communities that are family friendly, liveable, healthy and safe.

Local governments can contribute by:

- raising community [awareness](#) of where smoking is not permitted
- installing no-smoking infrastructure appropriately like no-smoking signs, and [cigarette butt bins](#) to make it easier for smokers to do the right thing
- making [local laws](#) to prohibit smoking at outdoor public places not covered by state law and/or
- appointing [authorised persons](#) to enforce smoke-free places under the Tobacco and Other Smoking Products Act 1998 Act.

This Guide was developed based on feedback from 30 Queensland local governments about current tobacco control activities, including: outcomes, barriers, enablers and key issues arising from changes to tobacco legislation in 2016. The Guide provides a snapshot of smoking in Queensland, a summary of the benefits of smoke-free places and an outline of what the tobacco legislation means for local governments. It acknowledges the diversity of local government in Queensland by providing key points to consider and strategies for success to assist councils to implement a mix of smoke-free activities or decide the type of smoke-free places best suited to local conditions.

By providing practical information, case studies and examples, the guide aims to enhance community wellbeing and build community support for keeping smoke-free places just that ... smoke-free.

It may be useful for those involved with:

- installing or maintaining council assets like cigarette butt bins and signage
- developing or overseeing facilities like pedestrian malls, public transport waiting points, outdoor eating and drinking areas, skate parks, children's play grounds, swimming pools and artificial beaches
- promoting community messages or supporting community events like under 18 sporting events
- supporting compliance with local laws.

# A snapshot of smoking in Queensland

Smoking rates in Queensland have halved over the last 20 years (between 1998 to 2018), however, smoking continues to be a leading cause of premature death and disease in Queensland.

- About two thirds of smokers are likely to die from a smoking related illness.
- Smoking accounted for 3,600 deaths and 58,700 hospitalisations in Queensland between 2015–2016.
- Smoking increases the risk of diseases such as lung cancer, Chronic Obstructive Pulmonary Disease and coronary heart disease.
- Life expectancy for smokers is at least ten years shorter than for non-smokers.
- Women who smoke during pregnancy increase the risk of adverse birth outcomes and risk of disease later in life.<sup>10</sup>
- Exposure to second-hand smoke causes disease and premature death in children and adults who do not smoke.<sup>13</sup>

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*Most regional local government areas had higher smoking rates in 2017–18 than the overall Queensland state average<sup>10</sup>*

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Smoking is higher for some groups of people and is a key contributor to health disparities in Queensland. The most unequal health outcomes are for Indigenous Queenslanders and those from low-socio-economic circumstances in 2018.

- the Indigenous daily smoking rate was 2.5 times higher than the non-Indigenous rate
- young Indigenous Australians were almost 5 times more likely to smoke than non-Indigenous youth
- rates of smoking in the most disadvantaged areas were more than double those in advantaged areas
- rates of smoking were 41% higher in outer regional areas and 66% higher in remote areas than in major cities in 2018.<sup>10</sup>



# Benefits of smoke-free places

## Improving the health and wellbeing of community members

- In 2015 22% of adult Queenslanders reported being frequently exposed to second-hand smoke in public places.<sup>2</sup> In some local government areas, as many as 1 in 3 adults reported such exposure.
- More than 10% of smoking-related deaths are due to second-hand smoke, with children and women more likely to die due to exposure.<sup>6</sup>

Exposure to second-hand smoke causes disease and premature death in children and adults who do not smoke.<sup>13</sup> Negative health effects, including lung and nasal sinus cancers, coronary heart disease, stroke, asthma and pre-term birth delivery.<sup>4</sup> Smoking around children and babies is extremely dangerous, as their bodies are still developing. Children are also far more likely to start smoking themselves.

Non-smokers can be exposed to high levels of second-hand smoke in outdoor settings when these are close to or downwind of smokers. As restrictions on smoking in enclosed public places have become more common, smokers are increasingly required to smoke outdoors. Problems arise when smokers cluster around entrances and exits and near air conditioning intake vents to smoke. People who enter and exit the building are exposed to second-hand smoke and there may be problems with smoke drift into indoor smoke-free areas.<sup>4</sup>

Efforts to help adults quit smoking and reduce exposure to smoking in public places all send positive messages to young people about not smoking.<sup>9</sup> Children and young people are more likely to view smoking as desirable when they often see people smoking. Research shows that young people are much less likely to take up smoking if their schools, homes and recreation areas are smoke-free.

## Reducing the costs of smoking on society and the economy

**Tobacco smoking costs the Australian economy an estimated \$136.9 billion per annum. This includes the impact of premature death, lost productivity, absenteeism, medical costs and loss of quality of life.<sup>5</sup>**

Smoking remains a leading contributor to health inequalities. Among socioeconomically disadvantaged groups, higher rates of smoking contribute to poorer health and financial stress, both of which create social conditions that make quitting more difficult.<sup>10</sup>

In addition, smoke-free places enhance the social wellbeing and liveability of the community, providing family friendly, attractive and safe places where non-smokers are empowered to be vocal about not wanting themselves and/or their children to be around smoking.

## Keeping our communities healthy, clean and safe

Waste by-products of the approximately 6.3 trillion cigarettes smoked globally every year include some 300 billion cigarette packs that produce an estimated 1,800,000 tonnes of waste, paper, cellophane, foil and glue, and trillions of cigarette butts that are littered into the environment.

Cigarette butts were the most frequently identified litter item in Keep Australia Beautiful's 2014–15 National Litter Index and Clean Up Australia's annual Rubbish Report 2015 which noted that cigarette butts accounted for 11.6% of total rubbish, making them the most commonly collected item.

It is estimated that one in ten cigarette butts end up in rivers and waterways. Littered butts leach toxic chemicals into water and soil, contributing to soil and water pollution.

Cigarette butts are also a common cause of fires, both inside the home and in the bush.<sup>12</sup> Litter from discarded cigarette butts makes up a large part of the tens of millions of dollars spent on litter management annually by local government.

Smoke-free places contribute to reducing smoking rates, increasing community health and improving the productivity of the local economy.

Introducing smoke-free places creates a cleaner environment in the region's recreational areas by furthering several positive physical environment outcomes, for example decreased litter and cleaner waterways.



## Benefits for local government

Feedback reported by some of the 30 Queensland councils found the following benefits from supporting smoke-free places, include:

- smoke-free public places are activated and used in different, more social ways
- community members accept that it is not OK to smoke in some places and help to enforce no-smoking rules themselves, for example in children's play areas
- fewer complaints about smoking hot spots
- noticeable reductions in the amount of undisposed litter from cigarette butts
- reductions in the number of butt bins and the costs of emptying them
- smoke-free campaigns helped to reinforce council's focus on liveability and lifestyle of the region and inter-organisational priorities with regards to children, sport and recreation
- collaborative campaigns helped strengthen networks and create a dynamic forum for generating practical ideas, which can be replicated for future council projects
- greater communication and collaboration across council departments
- improved communication and collaboration with other important stakeholders
- greater awareness of Queensland tobacco legislation.

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*Encouraging and supporting smoke-free places demonstrates a progressive council prepared to take positive action to provide children and young people with a healthy, smoke-free environment to explore and support a smoke-free future generation.*

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## Responding to community support

There is strong support among Queensland adults for smoke-free places. A survey in 2015 showed that community members from most local government areas supported having more smoke-free areas. Only 1 in 10 adults opposed smoking bans in the public places surveyed. Even fewer objected to smoking bans in early childhood educational centres or public transport waiting areas. About 1 in 5 adults reported that they were still frequently exposed to second-hand smoke in public places.<sup>2</sup>

Community support for smoke-free places has changed over time as attitudes shift towards no-smoking as the social norm. Positive attitudes to smoke-free places may encourage community members to ask smokers to stop smoking, or to smoke elsewhere.

The level of community support for smoke-free places is an important consideration for councils and can be helpful in:

- raising smoking as an issue of concern for council, for example where residents limit their use of areas because people smoke there
- highlighting where the location of cigarette butt bins sends the wrong message to smokers and encourages smoking or littering
- identifying where no-smoking signs are needed to reinforce that smoking is not permitted
- suggesting places, or events that may benefit the community by being smoke-free
- encouraging community members to informally reinforce no-smoking bans by asking smokers to “butt out” or move away
- shifting attitudes towards a tipping point where no-smoking is the norm
- encouraging council activity or resources to support smoke-free places.



# What Queensland tobacco legislation means for local government

The [Tobacco and Other Smoking Products Act 1998](#) (The Act) provides the legislative framework for restricting the supply of tobacco and other smoking products to children, restricting advertising and promotion of tobacco and other smoking products, and prohibiting smoking in certain places, and for other purposes.

Smoking reduction strategies in Queensland are designed to protect people from the harmful effects of tobacco smoke. They focus on three areas:

1. Creating smoke-free places to reduce exposure to second-hand smoke.
2. Reducing the normalcy and social acceptability of smoking behaviours particularly for young people.
3. Providing supportive environments to help people quit smoking.

Several places where smoking is prohibited under the Act may be owned or operated by local governments, these include:

- at or within 5m of a public transport waiting point
- outdoor pedestrian malls
- at or within 10m of any part of a skate park
- within 10m of any part of children's playground equipment ordinarily open to the public
- at or within 10m of a sporting ground or water sport viewing area during an organised under-age sporting event
- at public swimming facilities, in a patrolled beach area of a patrolled beach or at a prescribed outdoor swimming area
- at or within 5m beyond the boundary of Early childhood education and care facilities or Residential aged care facilities
- at or within 5m beyond the boundary of school land or a of a health facility.



Refer to Attachment 1 for more detailed information, points to consider and strategies for success.

The Chief Executive Officer of a local government may appoint authorised persons to monitor and enforce relevant provisions of the Act. Any fines taken under these provisions are payable to the local government. Details of the fines that apply for smoking where it is prohibited can be found at the [Tobacco laws in Queensland](#) web-page or [Quit HQ](#)<sup>11</sup> [Smoke-free finder](#).

Local governments are also provided with the authority to make local laws to prohibit smoking at any outdoor public places not covered by state smoking laws. For example, places that attract large numbers of people, particularly children, such as parks, streetscapes, showgrounds, customer service centres and other council facilities. While the Act indicates that local governments have a role in administering several provisions (part 2BB, divisions 4 to 8 and part 2C, division 3), local governments are not required to enforce provisions under the Tobacco Act.

Encouraging compliance with the Act presents an opportunity for local councils to provide leadership in creating smoke-free places, and to enjoy the benefits of healthier and happier communities. This guide provides details about a range of [activities for local governments to support smoke-free places](#). These include; raising community awareness, installing no-smoking infrastructure or assets, collaborating with others, encouraging compliance at smoke-free places, and monitoring and measuring impact.

# Conditions to support local governments to create smoke-free places

Queensland councils are diverse and there are a variety of ways they can support smoke-free places to best suit their population, geography, availability of staff and resources, and current priorities. What will work best for a local government may be due to a combination of council's unique characteristics, together with the timing of the activities and external factors that may be at play.

**Consider working through this checklist to assess what can work in your council.**



## Checklist

### How ready is Council to support smoke-free places?

- Do Council leaders have an interest in no-smoking or broader health issues?
- Is there support from the Mayor or other Councillors?
- How supportive is the community of limiting exposure to second hand smoke and smoking bans?
- How supportive are local businesses?
- Could local places be better supported to be smoke-free? (e.g. children's playgrounds, under 18's sporting events, pedestrian malls, public transport waiting points, town centres, beaches, esplanades, waterways, council workplaces, other council facilities)
- Is Council clear about its role and benefits in supporting smoke-free places?
- How can Council incorporate smoke-free places into existing work (e.g. enhance liveability, promote family friendly spaces, reduce littering, protect the environment)?
- What resources may be available to Council?

### What might enable or encourage Council to support smoke-free places?

- Being able to address community feedback.
- Promoting the benefits of smoke-free places for your community.

- Accessing resources for no-smoking signage, butt bins and awareness campaigns through funding applications.
- Working with others to get things done. For example, neighbouring councils, Public Health Units, non-government organisations, smoke-free hospitals, universities or government precincts.
- Reviewing activities and case studies for ideas.

### When might be a good time for Council to consider supporting smoke-free places?

- When reviewing local laws.
- When new Council leaders are elected.
- When State Government legislation changes.
- When considering initiatives or funding options to:
  - » revitalise public spaces
  - » develop new council facilities
  - » enhance liveability, family friendly or healthy communities
  - » improve workplace wellness
  - » reduce litter
  - » protect the environment

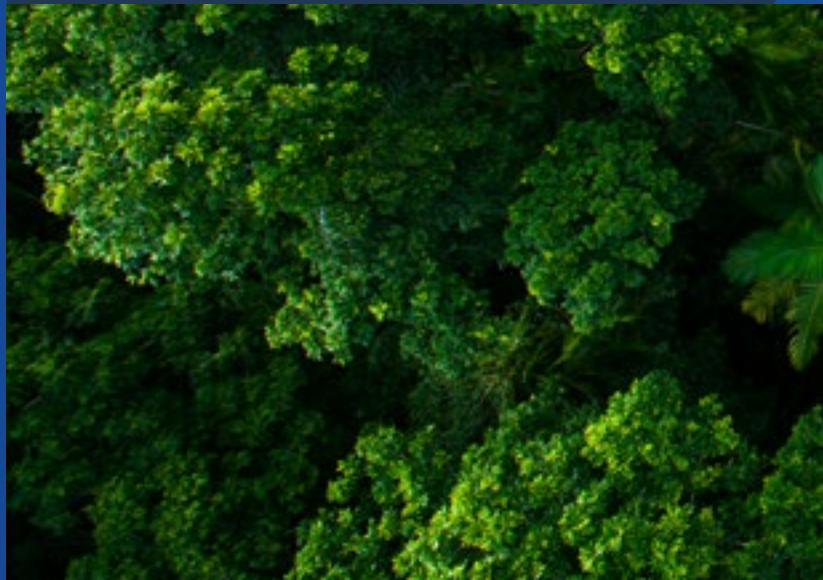
# Activities for local governments to support smoke-free places

**Addressing smoking is not an easy option for councils to pick up unless it is linked to usual core business. For example, an outcome of smoking behaviour is littering; strategies to reduce littering is core council business and reducing littering may reduce smoking behaviours.**

Smoke-free activities may include:

- Raising community awareness
- Installing no-smoking infrastructure or assets
- Encouraging compliance at smoke-free places
- Collaborating with others
- Monitoring and measuring impact

Coordinating multiple activities and choosing a mix of activities to suit local conditions can help deliver a planned approach and provide greater opportunities for collaboration and sharing resources. Being able to demonstrate change that supports Council's goals or targets can help to build support.



## Raising community awareness

Awareness raising is important to ensure that the community understands where smoking is not allowed and the reasons why. Good awareness can help shift people's attitudes and generate community support towards smoke-free places whilst encouraging smokers to quit.

**Activities may target community members, council staff or other stakeholders and may include raising awareness of:**

- Queensland tobacco legislation and its impact on community members and council
- where smoking is not allowed within the council region
- the harms of tobacco smoke, including second hand smoke
- the impact of littering with cigarette butts on the local environment and waterways
- the benefits of quitting for individuals, the community and workplaces
- details of support for smokers who want to quit.

**Points to consider:**

- Awareness raising activities are great ways to support other smoke-free activities, for example the introduction of new smoke-free places, quit smoking programs or no-smoking infrastructure, or changes in smoking trends.
- Smokers don't always regard cigarette butts as litter. Incorporating smoke-free places into Council's litter compliance activities may provide an avenue to address both issues.



- Factors that enable awareness raising include the availability of staff, resources and information or examples to implement or support the activities.

#### **Strategies for success:**

- Where a geographic information system (GIS) has been used to map butt bins, no-smoking signs or smoke-free places, the maps can be used to raise awareness of their locations by staff and community members.
- Using a staged approach with multiple strategies and lead in times that enable Councillors to be kept informed and community, business and media engaged.
- Having supportive leadership with clarity about Council's awareness raising role and an understanding of related priorities (for example, littering, wellbeing or liveability).
- Collaboration with other councils or community organisations can help to maximise purchase power and extend reach.

#### **Approaches used by Queensland councils include:**

**Maps** to illustrate where smoke-free places and buffer zones are within the region can help community members, visitors and council staff who smoke to do the right thing. They can be made available on council websites, included in information for new staff and residents, provided to tourism operators or directly to smokers to encourage compliance.

#### **Mayoral announcements and media releases**

can be helpful in providing authoritative information, for example highlighting regional smoking rates, local smoke-free places, or local activities to support smokers to quit.

**A range of media activities** can help reinforce smoke-free messages for example using social media, council websites, on-hold phone messages, radio and TV adverts, bus skins on the back of buses, or audio installations with smoke-free messaging in public spaces.

**Printed merchandise or promotional materials**, for example, business cards, no-smoking stickers, wrist bands, and vests for sporting officials may be used to:

- reinforce quit smoking messaging and Quitline details at community or junior sporting events
- provide informal education to smokers to support advice that smoking is not permitted, for example at smoking hotspots.

**Portable butt-bins or pocket ash trays** may be helpful in providing quit smoking information whilst reducing littering from cigarette butts where fixed butt bins may not be appropriate.

**Provision of no-smoking information** to local businesses and community organisations may help generate community wide responses or broader dissemination for example via USB sticks, local networks and workplace or community events.

**Working with local networks** and local organisations can help provide consistent approach to supporting smoke-free messaging. For example, working with local sporting clubs to support no-smoking at under-18 sporting events across the region, or with Hospital Health Services, Primary Health Networks, Aboriginal Medical Services, local businesses or community organisations to support more community wide approaches.

# No-smoking infrastructure or assets

The installation and maintenance of no-smoking infrastructure is critical to encouraging compliance with tobacco legislation for smoke-free places.

**Visible no-smoking signage** makes it clear that smoking is not permitted. This makes it easier for smokers to do the right thing, encourages non-smokers to ask smokers to move elsewhere and helps authorised officers to enforce smoke-free laws.

**Well-placed and well-designed cigarette butt bins** help to guide the movement of smokers and reduce exposure to second hand smoke by non-smokers. For example, by encouraging smokers to butt-out before moving into smoke-free areas, averting smokers from gathering at entrances to buildings or outdoor facilities, and minimising smoke-drift into areas used by children or non-smokers.

**Well placed Gross Pollutant Traps** can help to capture discarded cigarette butts and prevent them from entering the city's waterways, for example where butt bins have been removed.

## Points to consider:

- Providing amenity for smokers can lead to unintended outcomes. For example, nominated outdoor smoking areas at council workplaces may become social places that encourage smoking, or produce smoke that drifts into smoke-free spaces or through windows.
- The installation of some no-smoking infrastructure may impact on, or require cooperation with other stakeholders, for example bus shelters may be managed by other agencies.

## Strategies for success:

- Conducting an audit or mapping what no-smoking infrastructure is currently located in smoke-free areas can help to identify any gaps and the best locations for future placement. This can help provide a more coordinated or long-term approach.
- Identifying links with related council priorities, for example littering, wellbeing or liveability may help to gain support or resources for the installation and maintenance of smoking infrastructure.

- Including smoke-free places in grant applications may provide access to resources for no-smoking infrastructure such as butt bins and signage. For example, applications for new community facilities like swimming pools or skate parks, or projects to revitalise public places or create liveable or family friendly communities.
- Consulting across council or with other agencies like the Public Health Unit, smoke-free universities or local businesses can help identify smoking 'hotspots' or collaborative approaches to signage or butt-bin location.
- Consulting with all stakeholders who may be directly or indirectly affected at the outset helps foster support for smoke-free places, for example business owners inside or adjacent to buffer zones.
- Improving understanding across state and local government about co-benefits and factors that impact on of tobacco control. (For example, workplace wellbeing, healthy waterways, litter, liveability fire safety).
- Installing Gross Pollutant Traps have been effective at capturing cigarette butts in areas where traditional butt bins had been removed. They have also collected a great deal of other waste including plastics, aluminium cans and green waste as another positive outcome of this approach.

## No-smoking signage

No-smoking signs send clear messages about the acceptability of smoking in public places and play an important role in helping to reinforce or change community perceptions. In some cases, well-placed no-smoking signage empowers the community to ask smokers to stop or smoke elsewhere.

### **A range of no-smoking signage can be used to suit different situations, for example:**

- long lasting, fixed, standard metal signage to identify smoke-free areas
- pavement stencilling to identify buffer zones or capture the attention of people looking downwards while using mobile phones
- portable, hardwearing signs for use at junior sporting or community events
- temporary signs or stickers to support time limited campaigns
- bus skins on the back of buses for high visual impact
- plaques or no-smoking stamps on seats for example at bus shelters, jetties, parks or pedestrian malls.

A range of no-smoking signs are available to local governments from Queensland Health and Translink. Contact details and examples of no-smoking signs and templates are available in [Tools and Templates](#).

### **Points to consider:**

- No-smoking signs are only part of the solution. Installing no-smoking signs is a great way to support other smoke-free activities, for example the introduction of new smoke-free places or the installation of cigarette butt bins.
- Signs are helpful in supporting compliance at high density areas and behaviour change at smoking hotspots.
- Too many signs or competing messages may dilute the no-smoking message or give the appearance of 'visual pollution'.
- The installation of no-smoking signs may generate community feedback.

### **Strategies for success:**

- Collaboration with other agencies may provide opportunities to provide a uniform approach, extend the reach or share in the costs of production or installation of signs, for example:
  - » local networks may support a uniform approach to no-smoking signage, for example across children's sporting events in the region
  - » where bus shelters are managed by other agencies, contracts may be negotiated to favour the installation of no-smoking signage
  - » where J-poles at public transport waiting points are owned by other agencies, no-smoking stickers may be installed at source
  - » where smoking 'hotspots' are on private land, owners may be encouraged to provide no-smoking signage
  - » working with other smoke-free facilities like hospitals, universities or government precincts may help to address boundary issues such as the displacement of smokers across buffer zones
  - » building the installation or replacement of no-smoking signs into council asset management plans may ensure consistent no-smoking signage over time.

### **Approaches used by Queensland councils include:**

**A systematic approach** to identifying the location and gradual installation of signage, for example at public transport waiting points including bus stops, taxi ranks or ferry terminals.

**A uniform approach** to signs at local sporting clubs, sports fields and junior sporting events.

**Working with the Public Health Unit** to identify priority smoking hotspots and install appropriate signage.

**Working with other organisations** who have implemented smoke-free places to identify any boundary issues that may be addressed with signage, for example smoke-free hospitals, universities or government precincts.

**Providing signs,** templates and information for use by community stakeholders including regional sporting clubs, local businesses, licenced facilities and Residential Aged Care Facilities.

**Encouraging local businesses** to provide their own no-smoking signs where their premises are in, or adjacent to smoke-free places.

**Retaining a supply of signs** to respond to community feedback as required.

**Embedding internal processes** to support the ongoing roll out of signage across council and incorporation into new developments as they arise.

## Cigarette Butt bins

Well-placed and well-designed cigarette butt bins help to reduce exposure to second hand smoke by guiding the movement of smokers and to reduce litter by encouraging the responsible disposal of cigarette butts. Other problems including fire and environmental hazards, bins filling with rainwater and the retrieval of discarded butts may also be reduced.

### **A range of butt-bin designs may be used to suit different locations, for example:**

- stand-alone butt-bins placed at entry points to smoke-free areas
- cylinder bins without a 'grate' for butting out cigarettes used at bus stops or outside hospitals
- lockable bins where 'harvesting' of used cigarette butts is a problem
- free-standing, stainless steel bin units that do not fill with rainwater for use in the tropics
- portable butt bins or pocket ash trays to prevent littering by smokers where there are no bins
- Gross pollutant traps where cigarette butts may enter the river system or ocean.

### **Points to consider:**

- The location of butt bins and their installation or removal can present a range of unintended or conflicting outcomes. For example:
  - » The location of butt-bins may send mixed messages that smoking is allowed and result in encouraging smokers to smoke next to the butt bin. In some cases, this may lead to the emergence of smoking 'hubs' where groups gather to smoke outside buffer zones or to increase the 'harvesting' of used cigarette butts from butt-bins.

- » Poorly placed butt bins may lead to cigarette smoke drifting into no-smoking areas or through open windows or entrances
- » Placing seating close to butt-bins may encourage smoking at these locations.
- » The removal of butt-bins from smoke-free places may exacerbate litter problems, increase community complaints, or pose a fire risk to normal waste bins.
- » Smoking may be displaced from smoke-free buffer zones to council land, outside local businesses or resident's homes. This can create additional litter problems for councils as smokers often relocate to areas without butt bins.
- » The number and location of butt-bins may develop in an ad hoc way by responding to community feedback about littering but no consideration of the impact on non-smokers or the movement of smokers.
- » Council departments with responsibility for council assets such as cigarette butt bins may not be aware of the important role of these assets in facilitating the movement of smokers, supporting compliance with tobacco legislation, or the benefits for council in creating smoke-free places.

### **Strategies for success:**

- Work with council departments who are responsible for installing cigarette butt bins and encourage them to locate bins with the goal of avoiding exposure to second hand smoke.
- Remove or relocate butt bins that are attached to waste bins in smoke-free areas.
- Install butt-bins where they encourage smokers to 'butt out' at entry points or before buffer zones to enable the removal of smoking from smoke-free places.
- Support the location of butt bins with appropriate no-smoking signage. Awareness raising strategies are also helpful.
- Consider how the design of butt bins might influence smokers. For example, cylinder bins that include a 'grate' for butting out cigarettes may lead smokers to assume that smoking is allowed where the bin is provided.



- Capturing the inappropriate disposal of cigarette butts as littering may provide an opportunity to provide informal no-smoking education.
- Consider and consult with local businesses if the location of butt bins might impact their premises either directly or indirectly.
- Work with those responsible for smoke-free places like hospitals, universities or government precincts, to provide a coordinated solution to the displacement of smokers from buffer zones.

### **Approaches used by Queensland councils:**

**Using GIS or audit** to identify and map the number and location of existing butt bins within smoke-free areas and then determine the location for new smoke-free areas and new bins. For one council, a review using GIS illustrated how butt-bins had previously been located over time in response to community feedback about littering. GIS maps were then developed to illustrate the location of smoke-free places to community members.

**Working with neighbouring smoke-free places** including smoke-free hospitals, universities or government precincts to provide a coordinated approach to minimising smoke-drift and litter. For example, considering displacement of smoking at boundary points and next to buffer zones.

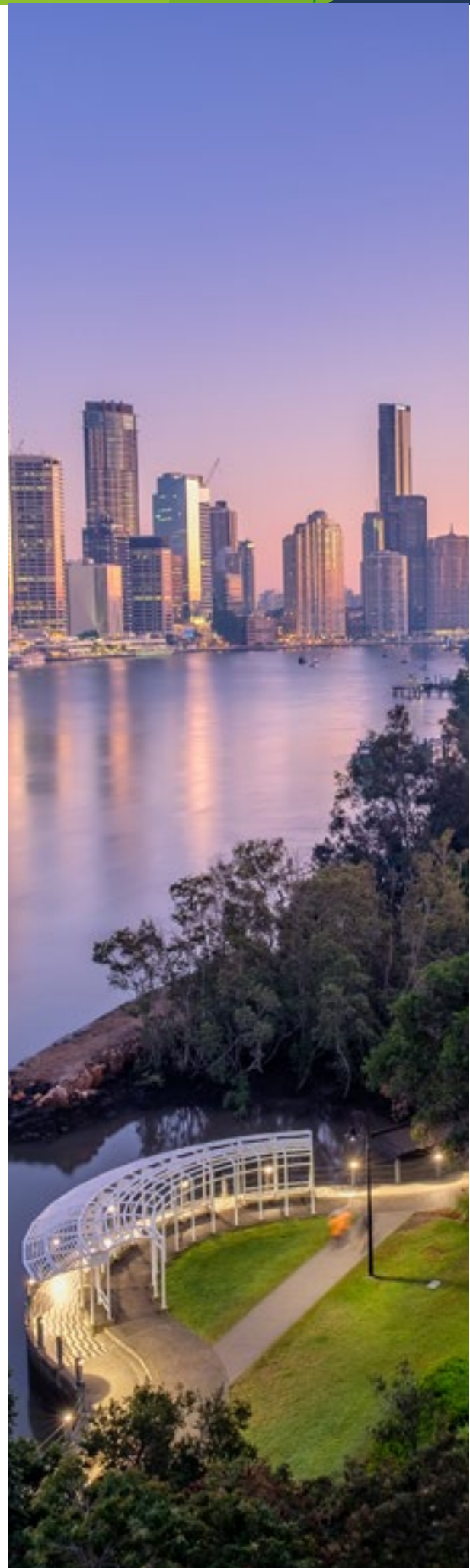
**Working across council departments** to ensure that those responsible for the placement of cigarette butt bins understand the role of the bins in facilitating the movement of smokers and encouraging bin placement that helps reduce smoking in smoke-free places, minimises mixed messages and helps reduce exposure to second hand smoke.

**Redesigning butt bins**, for example to reduce litter, minimise 'harvesting' of used cigarette butts or overflow with rain water. One council has installed gross pollutant traps to prevent cigarette butts entering waterways.

**Providing limited amenities for smokers** where smoking is still allowed, whilst ensuring that this does not enable exposure to second hand smoke through smoke-drift or use of the amenity as meeting places.

**Providing portable butt bins or pocket ash trays** to prevent littering in areas with no bins.

**Embedding the installation of butt bins** into new developments or council asset management plans to support replacement, relocation, maintenance and emptying.

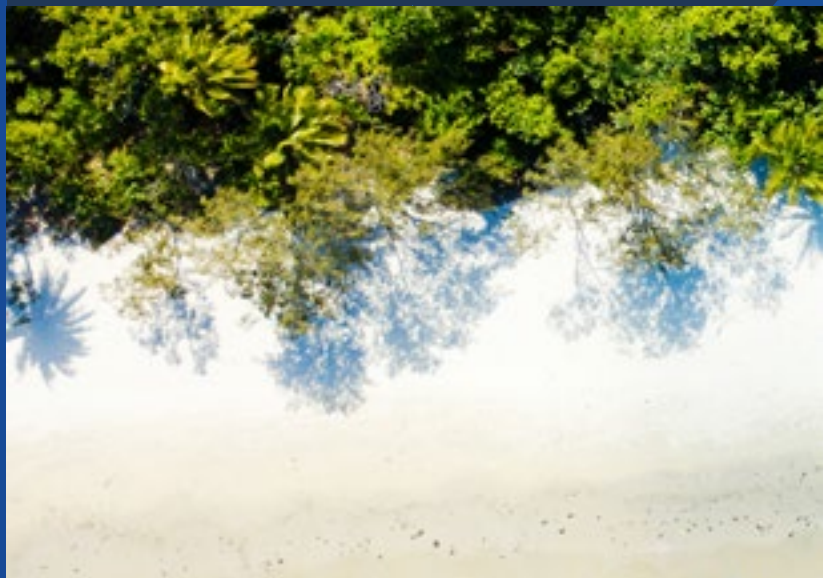


# Encouraging compliance at smoke-free places

Encouraging compliance is important in demonstrating commitment to smoke-free places and is a key component in changing smoking behaviours.<sup>16</sup> The mix of activities used to encourage compliance may differ for each local government depending on the preferred approach and may change over time to respond to local circumstances.

## Points to consider:

- Compliance is supported by no-smoking signage and community awareness or education activities.
- Over time maintenance of smoke-free places may become largely self-enforcing, particularly in areas where there is community and business support.
- Linking compliance for smoke-free places to Council's usual core business for example, reducing litter or monitoring parking may make it an easier option for local governments.
- Supportive leadership is essential in providing commitment and resources for implementation.
- Ensure adherence to the Tobacco Act and consider associated [Explanatory Notes](#).



## Strategies for success:

- A coordinated approach that combines enforcement and education with awareness raising and appropriate smoking infrastructure may be most effective.
- Providing adequate lead-in time to enable community, stakeholders and Council to be prepared.
- Collaborative approaches are helpful in providing consistency and addressing issues with compliance at buffer zones and boundaries.

## Approaches used by Queensland councils:

**A proactive approach** where officers pursue active enforcement by patrolling smoke-free areas and issuing warnings or fines. For example:

- authorising Council Officers to enforce tobacco laws
- incorporating no-smoking into existing local laws for littering
- mapping key smoking times and smoking hotspots to support regular patrols of smoke-free places from a litter or a no-smoking perspective
- monitoring smoking complaints received by Council to identify smoking hot spots and trigger a three-stepped approach with:
  1. No-smoking signage
  2. Spot patrols
  3. Penalty Infringement Notices (PINs)
- verbal warnings or notices are issued as a first step or alternative to issuing PINs and complemented with the provision of informal no-smoking education
- PINs are issued.



**An educative approach** where officers patrol smoke-free areas, advise smokers that smoking is not permitted and provide information and advice. For example:

- smoke-free places are patrolled regularly from a litter or a no-smoking perspective
- officers advise smokers that smoking is not permitted and provide information about smoke-free places and quitting. Smokers are encouraged to use butt-bins
- smoking complaints are monitored to identify smoking hot spots and prioritise the provision of no-smoking signage and spot patrols for informal education.

**A reactive approach** where Council Officers respond to complaints that people are smoking in a no-smoking area. For example:

- smoking complaints received by Council are monitored to identify smoking hot spots and prioritise the provision of no-smoking signage
- community members are encouraged to report smoking complaints to the relevant Public Health Unit or by calling QGOV (Phone 13 74 68)
- Council Officers forward smoking complaints to the Public Health Unit for compliance
- Council assists the regional Public Health Unit to investigate tobacco related complaints.

## The appointment of authorised persons by the Chief Executive Officer

The appointment of authorised persons by the Chief Executive Officer enables local governments to monitor and enforce relevant provisions of the Queensland Tobacco Act.

Points to consider:

Local governments are not required to enforce provisions under the Queensland Tobacco Act. However, any fines taken by local governments who choose to monitor and enforce relevant provisions of the Act are payable to the local government.

- Council officers authorised to enforce tobacco laws have included Local Laws and Compliance Officers, Environmental Health and Protection and Health Security and Regulatory Services Officers.

### Strategies for success include:

- Extending enforcement powers to all Council Health, Security and Regulatory Service Officers to enable them to enforce smoke free legislation.

## Making a local law or subordinate local law

The [Queensland Tobacco Act](#) provides local governments with the power to make local laws prohibiting smoking in outdoor public places. This enables local governments to prohibit smoking at, for example, particular restaurant or commercial precincts, parks or boardwalks within their local government area.<sup>7</sup>

### Points to consider:

A local law may only be made in relation to a place where smoking is not already banned under the Tobacco Act.

- Any fine imposed by a court in relation to an offence under this type of law local will be paid to the local government.

### Strategies for success include:

- Introducing local laws using a staged approach and appropriate lead-in times to ensure maximum community and business awareness as well as the review and installation of supporting no-smoking infrastructure.
- Making local laws for 'generic' smoke-free places that enable subsidiary laws to designate new smoke-free places over time without the need for further amendments.
- Considering options for local laws to support smoke-free places at trigger points such as;
  - » During a review of existing local laws by Council
  - » When planning for a new or revitalised public place
  - » With a change in leadership, priorities or community feedback.

## Providing warnings or issuing Penalty Infringement Notices (PINs)

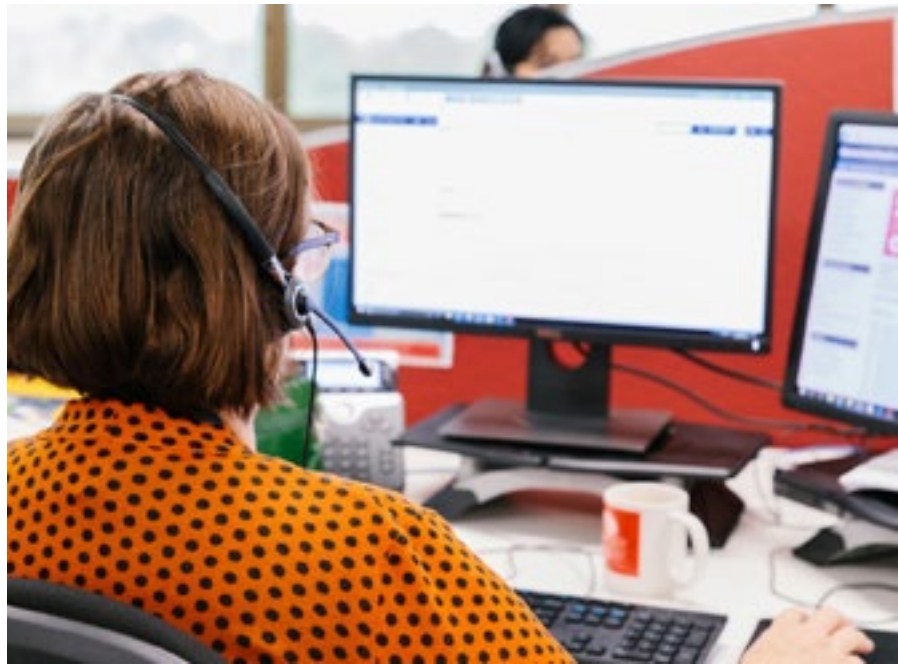
Providing warnings helps to reinforce the message that smoking is not permitted and may encourage smokers to do the right thing. Issuing PINs indicates a clear commitment to encouraging compliance at smoke-free places. Both offer opportunities to provide further information about where smoking is not permitted and offer informal education to encourage smokers to quit.

### Points to consider:

- Providing warnings may be used to complement, or as an alternative to issuing infringement notices.

Council officers must be appropriately authorised to enforce relevant provisions of the *Queensland Tobacco Act* or Local Law.

- Officers should be appropriately trained. For example, with regards to:
  - » relevant legislation, responsibilities, buffer zones and boundary issues
  - » dealing with difficult situations, for example smokers who are resistant to receiving a PIN or
  - » process for issuing PINs.
- Officers have limited powers to stop people from smoking other than issuing the warning or PIN.
- Costs of compliance may be difficult to recover. Contested PINs may not be held up in court.
- It is an offence for a person who is smoking in smoke-free area under Queensland tobacco laws not to comply with a direction by an authorised person to stop smoking.
- Clear, visible no-smoking signs are important in supporting officers to issue PINs or warnings at smoke-free places.



**Strategies for success include:**

- A comprehensive, staged approach with strong compliance and supportive education from the outset, coupled with progressive strategies that reflect key learnings and *'take the community with you'*
- Collaborating with Queensland Police to undertake regular patrols and provide support for enforcement activity, for example to assist in the collection of evidence that supports tobacco compliance.

## Responding to complaints

Monitoring and responding to complaints may help to identify smoking hotspots, levels of community support and appropriate targets for other activities such as awareness, signage, butt bins, education or PINs.

**Points to consider:**

- The number and type of complaints may provide useful indicator of change or information about how well activities to support smoke-free places are working and where to target future activities.
- Responding directly to smoking complaints may not provide a timely response since the smoker may have left the area by the time an officer can arrive to provide education or enforcement.

- Sharing information about complaints with Public Health Units, smoke-free universities or local businesses may provide an opportunity for a more coordinated response.
- Responding to complaints about littering from cigarette butts may result in inappropriate butt bin location, for example adjacent to parks, open space or the CBD.

**Strategies for success include:**

- Using a feedback loop to ensure that smoking complaints to the Council Call Centre are monitored, hot spots are identified, and appropriate response is employed. For example, installing no-smoking signage; undertaking spot patrols; issuing PINs.
- Ensuring that the location of any butt bins in response to complaints considers the potential impact on non-smokers or the movement of smokers.

## Providing informal no-smoking education

Education that reinforces the message that “*you can’t smoke here*” helps to reinforce or change community perceptions about where smoking is socially acceptable and can encourage smokers to smoke elsewhere or to quit. Providing informal no-smoking education and may be used to complement or provide an alternative or more palatable option than issuing infringement notices.

### Points to consider:

- Informal education works well with other awareness raising strategies that support consistent messaging
- Information or education may be provided about:
  - » *Queensland Tobacco Act* or Local Law
  - » where smoking is not permitted, and why
  - » quit smoking messages
  - » Quitline contact details
  - » Workplace Quit smoking programs

### Strategies for success:

- Incorporating the provision of informal education by Council Officers including litter patrols or maintenance teams.
- Providing merchandise or other materials with no-smoking messages. For example, using maps, business cards, post cards or merchandise such as pocket ashtrays / portable butt bins to deliver quit smoking messages and information about where smoking is not permitted.

## Empowering community members

Empowering community members to ask smokers to stop smoking in a smoke-free place, or to smoke elsewhere can encourage compliance and help to create a culture of self-regulation by community members.

### Points to consider:

- Community members may need to feel comfortable or supported in asking smokers to stop smoking or to smoke-elsewhere.
- Community attitudes about where it is acceptable to smoke may change over time.
- Some councils have noted fewer complaints about smoking at parks or children’s play equipment that may be due to ‘self-enforced’ of smoking bans by community members.

### Strategies for success:

- Where possible, ensuring that smoke free places are in well-used, safe and visible locations where community members feel comfortable or supported in asking smokers to stop smoking or to smoke-elsewhere.
- Providing clear, visible no-smoking signage at smoke-free places to support community members’ requests for smokers to smoke elsewhere.
- Linking with strategies to raise awareness of the role of smoke-free places in reducing harms from second-hand smoke.
- Working with community networks and sporting clubs to generate community awareness and support for smoke-free places.

## Collaborating with others

Working across council or with other agencies may extend limited resources or authority and enable a coordinated response, for example in addressing boundary issues.

Collaboration may be across council or with government and non-government stakeholders.

### Points to consider:

- Consider consulting across council portfolios to ensure that no-smoking infrastructure is incorporated appropriately into new developments, for example new bus stops, skate parks, or playground equipment.

### Strategies for success include:

- Consulting and keeping other council departments informed who may be impacted or able to assist. For example, waste and asset management; sport and recreation; community development; parks; planning or infrastructure departments.
- Linking smoke-free places activities into existing council work groups or committees for example, Workplace Health and Safety.

### Working with other agencies

In Queensland, several agencies are responsible for enforcing smoking bans in a range of smoke-free places.

- **Smoke-free Government precincts** – prominent government buildings are prescribed in legislation as smoke-free precincts in Brisbane CBD and across regional cities.
- **Smoke-free hospitals** – Queensland Hospital and Health Services are implementing a range of smoke-free initiatives
- **Smoke-free universities** – All seven Queensland public universities have implemented smoke-free policies

Several other non-government organisations may also have an interest in supporting smoke-free initiatives, for example local business, community or sporting organisations and health related organisations such as the Heart Foundation, Cancer Council, Primary Health Network or Aboriginal Medical Centre.

Each of these agencies may be helpful contacts to encourage compliance, particularly at buffer zones or boundaries. Contact details may be found in [Practical tools and resources for Queensland councils](#).

### Points to consider:

- Collaborative awareness raising activities, for example with neighbouring councils or community organisations can help to maximise purchase power and extend reach.
- Collaboration with other agencies may provide opportunities to provide a uniform approach, extend the reach or share in the costs of production or installation of signs.
- Collaborating with local media can assist in the implementation and success of introducing smoke-free initiatives. By developing relationships with local reporters and supplying

them with factual information about smoke-free outdoor public places, Council can help make media coverage of the issue positive.

### Strategies for success:

- Engaging all stakeholders within and just outside smoking buffer zones at the outset helps to address concerns about the impact of smoking on social and commercial activities, resolve emerging issues and generate support, for example constructing private no-smoking signs to compliment Council efforts.
- A coordinated approach with other stakeholders who may be impacted by smoke-free laws may help to encourage compliance.

### Approaches used by Queensland councils:

**Working across council departments** to map, review, redesign, relocate or install no-smoking infrastructure such as no-smoking signs or cigarette butt bins.

**Working with an existing partnership** with the regional Primary Health Network enabled one small shire council to extend its healthy workplace and healthy community activities. Additional no-smoking signage and butt bins were installed and awareness raising activities conducted.

**Working through a regional partnership** with neighbouring councils, Hospital Health Service and other stakeholders within the region to undertake a joint campaign to support no-smoking at under-18 sporting events. For example:

- combining funds to maximise resources and extend campaign reach
- partnering with local sport clubs, Hospital Health Service, Quitline, Heart Foundation and Cancer Council
- collaborating with Queensland Sport and Recreation Officers to increase presence, and discourage smoking, at under-age sporting events.

**Working in collaboration with Queensland Police** to issue penalty infringement notices.

**Queensland Transport** to provide smoke-free announcements at railway stations that alert passengers to smoking bans.

**Liaising with Translink** to support the installation of signage at bus stops, including access to no-smoking stickers for J-poles.

# Monitoring and measuring impact

**Monitoring and evaluating smoke-free activity is important to understand potential impacts and inform future effort.**

## Points to consider:

Ideally, a baseline measurement of opinion and behaviour should be taken before a smoke-free initiative is introduced. This can be used to measure existing understanding and support for the proposal as well as current smoking behaviour in targeted smoke-free places. The information can be used later to measure change. For example, within one year of implementation and subsequently one year or longer after implementation.

Useful studies to conduct include assessing public support for smoke-free places or initiatives, observing the level of smoking, measuring air quality in these places. Council may do this by:

- auditing existing smoking infrastructure against compliance with Queensland legislation (e.g. identifying and mapping the number and location of butt bins located within smoke-free areas including new buffer zones, identifying smoking hotspots and potential locations for new signage)
- using an existing survey that includes relevant questions
- conducting observations in a convenience sample of smoke-free places
- collecting data such as:
  - » frequency and costs of butt-bin emptying or cleaning waterways
  - » frequency and costs of issuing PINs
  - » using air quality monitoring device in a convenience sample of smoke-free places
  - » number of complaints received from community about smoking behaviours, and feedback from cleaning contractors.

## Strategies for success:

Link to existing council core business or KPIs where possible, for example:

- reduction in littering
- positive public opinion on liveability of the region and priorities with regards to children
- increased use of council parks and community infrastructure.

## Monitoring and evaluation of smoke-free places, may include:

### Input:

- » information and merchandise provided
- » butt bin and no-smoking signage installation and maintenance
- » litter collection including frequency and costs of butt bin emptying
- » levels of policing required
- » number of PINs issued.

### Outcomes:

- » changes in community feedback and complaints
- » changes in bin use or littering
- » changes to feedback from cleaning contractors
- » changes to the movement of smokers
- » changes to the behaviour of smokers.

## Approaches used by Queensland councils:

- Conducting an audit of existing no-smoking infrastructure against compliance with the legislation
- Using GIS to map smoke-free places and review and monitor the location of no-smoking infrastructure and impact on the movement of smokers over time.
- Conducting a site audit of council facilities for a proposal to improve standards. Facilities audited were to include public access camping facilities, enclosed communal areas, council buildings and work camps/temporary accommodation for council workers.
- Ongoing collaboration with a public health unit to monitor trends and changes related to new infrastructure.



# Attachment 1

## Public Transport Waiting Points

Smoking is prohibited at public transport waiting points and on land within five metres of them. Smoking is also prohibited while a person is in a queue that starts at a public transport waiting point or from within the five-metre buffer zone from a public transport waiting point. For example, it is not permissible to smoke while anywhere in an airport taxi rank queue or bus queue, even if the queue extends beyond five metres from the public transport waiting point.

Smoking is still permitted on residential premises or business premises that fall within five metres of a public transport waiting point, or while a person is travelling within five metres of a public transport waiting point in a motor vehicle. A person who is just passing through the public transport waiting point buffer has a reasonable excuse to be smoking.

The *Transport Operations (Passenger Transport) Regulation 2005* prohibits smoking on busways, busway transport infrastructure and light rail platforms, where there is a sign indicating that smoking is not allowed in the area. The *Transport Infrastructure (Rail) Regulation 2006* prohibits smoking in an area of a railway where there is a sign indicating that smoking is not allowed in the area. Transport legislation also prohibits a person from smoking in any public passenger vehicle.<sup>10</sup>

A public transport waiting point means any of the following:

- A sign indicating that an area is a drop-off or collection point for a public passenger vehicle.
- Shelter or seating provided for persons waiting at a drop-off or collection point for the public passenger vehicle.
- A terminal, jetty, pontoon or landing for the arrival or departure of a public passenger vehicle.

Public transport waiting points include: train stations, light rail platforms, busway platforms bus stops (including school bus stops), taxi ranks, limousine ranks, and ferry terminals.

### Points to consider:

- 80% Queensland adults support smoking bans at Public transport waiting points.<sup>2</sup>
- Queensland tobacco laws seek to provide public transport users with greater protection from involuntary exposure to second-hand smoke whilst waiting at public transport waiting points.
- Reducing littering by cigarette butts at public jetties and boat ramps can prevent environmental harms and may support other council priorities.
- Ownership of land and infrastructure at Public Transport Waiting Points may need to be confirmed and cooperation sought for the installation of no-smoking signs or removal of butt bins.
- Translink no-smoking stickers for use on J-poles are available free of charge to councils.
- Queensland councils may choose to enforce smoking bans at public transport waiting points.

### Strategies for success:

- Clearly marking no-smoking areas and buffer zones with no-smoking signage for example, J-pole stickers, seating plaques, pavement stencilling and signs on the back of buses.
- Targeting smoking hot spots including bus stops for no-smoking signage and informal education
- Removing cigarette butt bins from bus stops, taxi ranks, jetties and pontoons helps to prevent mixed messages for smokers.
- Providing pocket ashtrays to reinforce Quit smoking messaging and reduce littering where butt bins have been removed.
- Providing warnings, education and Public Infringement Notices for example, at marine locations.
- Collaborating may help provide a coordinated approach for example, with Queensland Rail to provide smoke free announcements at rail stations; Translink to provide j-pole stickers at bus stops; Queensland Police to help enforce smoking bans.

## Outdoor pedestrian malls

Queensland tobacco laws prohibit smoking at all outdoor pedestrian malls established under the *Local Government Act 2009* (Local Government Act) and the *City of Brisbane Act 2010* (City of Brisbane Act). It is also an offence for a person who is smoking in an outdoor pedestrian mall not to comply with a direction by an authorised person to stop smoking.<sup>7</sup>

### Points to consider:

- 76% Queensland adults support smoking bans at outdoor pedestrian malls.<sup>2</sup>
- Outdoor pedestrian malls often attract large numbers of people, including children.
- Encouraging support from business owners can help extend the message that smoking is not permitted.

### Strategies for success:

- Providing a mix of no-smoking signage including pavement stencilling and seating stamps.
- Working across council to ensure that no-smoking signage is incorporated at new bus stops.
- Delivering an anti-smoking audio installation providing smoke free messaging to remind people where they can/can't smoke at city malls.
- Relocating butt bins from outdoor pedestrian malls.
- Providing pocket ashtrays and business cards with information to reinforce Quit smoking messaging and help reduce litter where butt-bins have been removed.
- Providing informal education to smokers and asking them to smoke elsewhere.
- Enforcing smoking bans at outdoor pedestrian malls.

## Skate Parks and Children's playground equipment

Smoking is prohibited within 10 metres of children's playground equipment ordinarily open to the public and at or within 10 metres of any part of skate park equipment. Skate park equipment includes obstacles, jumps or uneven surfaces used for riding or skating on bicycles, rollerblades, roller skates, skateboards and scooters. It does not include a bicycle path, a footpath or a path shared by cyclists and pedestrians.<sup>16</sup>

### Points to consider:

- Children are particularly vulnerable to the harmful effects of second-hand smoke and are more likely to view smoking as desirable when they often see people smoking.
- Smoke-free skate parks and playground equipment protect children from exposure to second-hand smoke and help to prevent youth smoking uptake.

### Strategies for success:

- Removing or relocating butt bins and providing clear no-smoking signage to reinforce the message that smoking is not permitted.
- Providing informal no-smoking education to smokers and asking them to smoke elsewhere.
- Locating skate parks in easily visible spaces or as part of a larger precinct to encourage informal smoke-free education by council officers and informal enforcement by community members.
- Collaborating across council to ensure council processes incorporate no-smoking signage into all new skate parks and playground equipment.

## Sporting grounds and spectator areas during organised under-age sporting events

Smoking is prohibited at sporting grounds, and within 10 metres beyond, the sporting grounds and the viewing areas for a water sport, during an organised sporting event or training session that is predominantly participated in by persons under the age of 18. The smoking ban covers the sporting grounds, viewing areas, public seating at the sporting grounds and any other area reserved for use by the competitors and the officials. The ban will also apply during any intervals or breaks in play.

An organised under-age sporting event is a sporting event that is organised in advance for persons predominantly under the age of 18 and is conducted by a professional or amateur sporting body or education institution according to established rules.

The smoking ban is not intended to apply to a sporting event that is largely participated in by persons over the age of 18—for example, a representative rugby match in which most players are over the age of 18, but one or two are under 18 years.

The ban does not apply to a person in the area 10 metres beyond the sporting ground or viewing area for a water sport (the buffer zone) who is at residential or business premises or on land where residential or business premises may lawfully be built.

#### **Points to consider**

- 72% Queensland adults support smoking bans at outdoor sporting grounds and fields<sup>2</sup>
- Sporting grounds are popular places for children and families to gather, both as participants and spectators.

#### **Strategies for success:**

- Collaborating with neighbouring councils and existing sport and recreation networks to deliver a joint campaign to reinforce the message “don’t smoke – we play here” in sport and recreation clubs around the whole region.
- Local media activity including signage on the back of buses and regional radio and TV adverts.
- Portable no-smoking signage at under-18 sports facilities.
- Merchandise including wrist bands and vests for officials and players at under-18 competitions.
- Providing USB sticks with promotional materials, templates for no-smoking signs and Quitline details to regional sporting organisations.
- Encouraging voluntary compliance and ‘self-enforcement’ by participants at under 18 events.

## **Public swimming facilities, Patrolled beaches and Prescribed outdoor swimming areas**

Smoking is prohibited at public swimming facilities. A public swimming facility is a pool that is either owned or operated by a local government and is open to the public, whether or not on the payment of money. It includes the areas associated with the swimming pool, such as any area around the pool that is enclosed by a fence or wall, the kiosk, viewing areas and seating areas, and platforms and diving boards. Smoking is prohibited at a public swimming facility. A public swimming facility does not include a natural body of water, such as a dam, creek or river.<sup>16</sup>

Smoking is prohibited at a prescribed outdoor swimming area (between sunrise and sunset). Outdoor swimming areas currently prescribed (at June 2019) are:<sup>8</sup>

- Airlie Beach Lagoon
- Bluewater Lagoon (Mackay)
- Esplanade Lagoon (Cairns)
- Rockpool (Townsville)
- Settlement Cove Lagoon (Redcliffe)
- Streets Beach—South Bank (Brisbane).

A patrolled beach is a beach on which red and yellow flags mark the boundaries for safe swimming at the beach. A person must not smoke in a patrolled beach area of a patrolled beach.

#### **Points to consider**

- The use of public swimming pools, patrolled beaches and outdoor swimming areas forms an important part of active and healthy lifestyles in Queensland.
- There is a community expectation that people will not be exposed to second-hand smoke when at these facilities.<sup>16</sup>

#### **Strategies for success include:**

- No-smoking signage and informal education

## **Buffer zones**

Some smoke-free places created under Queensland Tobacco legislation have buffer zones around them where smoking is also prohibited. In some cases, buffer zones may be on land that is owned or operated by local governments.

#### **Buffer zones include:**

- within 5m beyond the boundary of Early childhood education and care facilities
- within 5m beyond the boundary of Residential aged care facilities
- within 5m beyond the boundary of school land
- within 5m beyond the boundary of a health facility
- within 5m of any part of an entrance to a non-residential building unless the person has a reasonable excuse.

### Points to consider

- Councils may choose to enforce or support smoking bans in the buffer zone beyond these boundaries.

### Strategies for success:

- Considered location of butt-bins can help minimise littering or the congregation of smokers.
- No-smoking signage and informal education helps maintain clear messaging about smoke-free places.

## Smoke-free council workplaces

Workplace health and wellbeing focuses on improving work processes to benefit the health of workers and prevent chronic disease risks in the workplace. Healthy workplace initiatives can have important benefits over time including for the health of workers as well as improved productivity, reduced absenteeism and improved corporate image/social responsibility.<sup>14</sup> Smoke-free workplaces may be progressed as part of a broader healthy workplace initiative.<sup>15</sup>

### Points to consider:

- Workers who smoke have a 38 per cent higher risk of work-related injury than those who have never smoked.<sup>7</sup>
- [WorkCover Queensland](#) provides a suite of information, resources and recognition schemes to support workplace health and wellbeing.

### Strategies for success:

- Developing a Council policy requiring all Council buildings and work-sites to be smoke-free.
- Conducting a site audit in relation to smoking legislation for council buildings including work camps and temporary accommodation for council workers.
- Locating nominated outdoor smoking areas some distance from the workplace, avoiding smoke drift to neighbouring buildings and ensuring the amenity provided does not encourage smoking.
- Establishing a Wellness or Wellbeing Committee to promote workplace wellness, including supporting staff to quit smoking.
- Implementing healthy workplace programs that support Council staff by promoting Quitline, running or providing access to quit smoking programs, and providing information through workplace toolbox talks and healthy workplace events.



## Other council smoke-free places

Queensland councils have undertaken smoke-free activities at a range of other council facilities including:

- streetscapes, public toilets and shopping centres
- local parks, footpaths near playgrounds
- showgrounds, river foreshores, and outside a backpacker's hostel
- libraries, customer service centres, community halls, theatres, art galleries and entertainment nodes.

### Points to consider:

- The [Tobacco and Other Smoking Products Act 1998](#) provides Local governments with the authority to make local laws to prohibit smoking at any outdoor public places not covered by state smoking laws.

### Strategies for success:

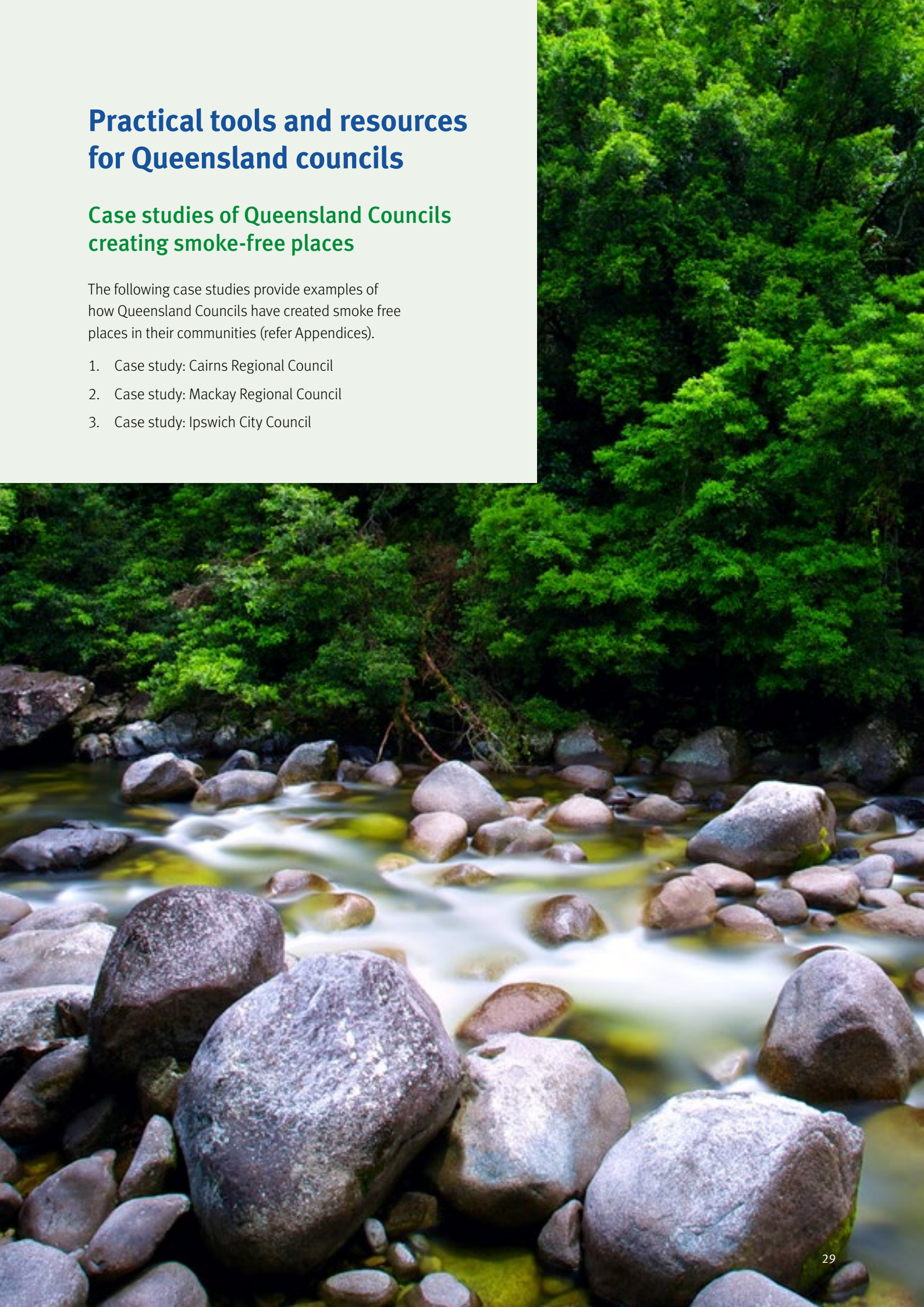
- Considering the inclusion of smoke-free places when local laws are reviewed.
- Collaborating across council and with other agencies to deliver promotional activities for example communications, marketing and signage.
- Including no-smoking infrastructure in grant applications that may be relevant to smoke-free places for example for community facilities like swimming pools or skate parks, or projects to revitalise public places or create liveable, family friendly communities.

# Practical tools and resources for Queensland councils

## Case studies of Queensland Councils creating smoke-free places

The following case studies provide examples of how Queensland Councils have created smoke free places in their communities (refer Appendices).

1. Case study: Cairns Regional Council
2. Case study: Mackay Regional Council
3. Case study: Ipswich City Council



## Helpful contact details

Call 13 QGOV (13 74 68) for:

- further information about Queensland's tobacco laws including details of smoke-free places
- reporting possible breaches of the legislation for further investigation
- help for tobacco retailers and venue managers to understand and comply with the laws
- information about current fines and penalties
- free copies of signs and forms required for legislation.

## Smoking and health statistics

Resource	Description
<a href="#">Support for increasing smoke-free places</a>	Summary of attitudes toward smoking restrictions across Queensland, including by local government areas.
<a href="#">Queensland Population Health Data and Statistics</a>	High quality epidemiology data on the prevalence of key chronic diseases, behavioural risk factors and knowledge and attitudes about preventive health behaviours.
<a href="#">Chief Health Officer Health of Queenslanders full report</a>	Detailed information on the health status and burden of disease for the Queensland population.
<b>Chief Health Officer of Queensland report: Key facts</b>	Infographic fact sheets summarising smoking (and other risk factors) in Queensland.
<a href="#">Preventive health surveys and Queensland survey analytic system</a>	Queensland Health conducts telephone surveys to learn more about the health and wellbeing of Queensland adults and children. Results on jurisdictional comparisons of smoking, among other preventive risk factors, are available in downloadable interactive spreadsheets. <a href="#">Regional detailed data</a> on smoking is available.
<a href="#">Burden of disease and injury in Aboriginal and Torres Strait Islander report 2014</a>	Overview of health status for Aboriginal and Torres Strait Islander peoples
<a href="#">Preventive health indicators for Aboriginal and Torres Strait Islander people report 2015</a>	Overview of the health status of Aboriginal and Torres Strait Islander peoples in Queensland.
<a href="#">Individual Hospital and Health Service profiles from the Chief Health Officer report 2018</a>	Summary data on each Hospital and Health Service.

## Smoke-free resources including quit smoking information

Resource	Description
<a href="#">Smoke-free organised under-18 sporting events</a>	Posters, factsheets and smoke-free signage for sporting organisations about the Queensland tobacco legislation.
<a href="#">Quit smoking brochures</a>	<p>Details of quit smoking brochures that can be downloaded or ordered online or in languages other than English including:</p> <ul style="list-style-type: none"> <li>• Benefits of Quitting Smoking</li> <li>• Smoking and Pregnancy</li> <li>• Services to help you quit</li> <li>• Products to help you quit smoking</li> <li>• Passive Smoking</li> <li>• Supporting Aboriginal and Torres Strait Islander people to quit smoking</li> </ul>
<a href="#">QuitHQ</a>	Quit smoking support and information, resources and tools for smokers, Quitline details, request a call from Quitline, as well as information about the smoking laws and how to report a breach.
<a href="#">Quit now</a>	Australian Government resource providing information about the risks of smoking, the benefits of quitting, ideas for how to quit and what to do if you're having trouble quitting and resources for Indigenous communities.
<a href="#">Cancer Council Queensland</a>	Provides information about Smoking and cancer, smoke-free policy for workplaces, quitting smoking, harm to others, legislation, smoke-drift in multi-unit housing.
<a href="#">Work health and wellbeing</a>	Provides information and resources to support workplaces to embed workplace health and wellbeing into existing systems, policies and procedures and assist in making work health and wellbeing sustainable and relevant.

## Tobacco legislation

[Tobacco and Other Smoking Products Act 1998](#)

[Tobacco laws in Queensland](#) provides information about how the tobacco laws in Queensland apply.

## FAQs

### Who can enforce Smoking Bans in Queensland?

Smoking bans	Environmental Health in Hospital and Health Services	Local Government (optional)	National Parks - Rangers	Security Officers in Hospital and Health Services
<b>Smoke-free facilities – outdoor areas</b>				
Health facility	X			X
–buffer (health facility)	X	X		X
School facilities	X			
–buffer (school facility)	X	X		
Public swimming facilities	X	X		
Early childhood education and care (ECEC) facilities	X			
–buffer (ECEC facility)	X	X		
Residential aged care facilities	X			X (specific HHS only)
–buffer (aged care facility)	X	X		X (specific HHS only)
<b>Outdoor smoking bans</b>				
Outdoor pedestrian malls (gazetted)	X	X		
Public transport waiting points and 5 metre buffer	X	X		
Skate parks and 10 metre buffer	X	X		
Sporting grounds and 10 metre buffer	X	X		
Local laws for outdoor areas not covered under state-wide bans		X (power to create and enforce)		
Patrolled beach between flags	X	X		
Prescribed outdoor swimming area (artificial beach)	X	X		
5 metres from a non-residential building entrance	X	X		
Within 10 metres of a children’s playground	X	X		
Smoke-free government precincts	X			



## What about the rights of smokers?

A smoke-free policy is not a judgement upon smokers and does not infringe upon smokers' rights. A smoke-free policy doesn't tell people not to smoke, only where not to smoke. In fact, the tobacco legislation does not apply to a person:

- At any residential premise (in a privately-owned home or land)
- In a motor vehicle that is being driven past the no-smoking area
- In an area that is separated from the smoke-free area by road

However, non-smokers also have rights, including the right not to be exposed to other people's tobacco smoke. Children and young people have the right to be protected from negative role modelling which contributes to smoking initiation.

The emergence of secondhand smoke as a public health issue has been a major public relations setback for the tobacco industry. Its traditional defense has been that smoking is a rightful expression of individual choice and personal freedom. However, this argument is undermined when considering the broad public health impacts of smoking, including the implications smoking has for occupational health and safety and the right of non-smokers, including children, to breathe smoke-free air.<sup>2</sup>

## Will banning smoking at sporting venues reduce parental attendance and support for children's sport?

Australian research on sport and cultural organisation shows that revenue, spectator attendances and memberships remain unchanged once smoke-free policies are introduced. Furthermore, enforcing smoke-free sporting venues may create new opportunities for children's sporting organisations as parents usually prefer their children to play sport in a smoke-free environment.



## Is it expensive to implement a smoke-free policy or local law?

There are some costs involved, including staff time, planning, monitoring, evaluation and infrastructure. However, adding the international no-smoking symbol to existing signage can reduce this cost. Some councils have found that they have saved money due to reduced cleaning, maintenance and litter removal costs.

## How will smoke-free public places make smoking seem less 'normal'?

Young people tend to believe that more people smoke than is the case. An Australian study found that more than 55 percent of girls and 39 percent of boys believed that half to three-quarters of their peers smoked when in fact only 14 percent were smokers.<sup>5</sup> Seeing people around them smoke contributes to young people's tendency to overestimate the number of smokers. This over-estimation makes it more likely that young people will take up smoking, as they mistakenly believe that smoking is more common than it is. Smoke-free public places will reduce young people's exposure to smoking, better reflecting actual rates smoking prevalence.

## Where are the smoke-free places in Queensland?

[Quit HQ](#).

Does second-hand smoke affect the health of non-smokers?<sup>1</sup>

Yes. There is substantial evidence that second-hand smoke is a serious health threat. Studies suggest that even brief exposure to second-hand smoke can be harmful and that regular exposure increases the risk of respiratory problems, heart disease, heart attacks, and cancer. Research into smoking in the home indicates that non-smokers who live with a smoker have a 25%-30% greater risk of developing coronary heart disease than those who live in a smoke-free environment.

Young people regularly exposed to second-hand smoke in the home inhale about the same amount of nicotine as if they were smoking 60-150 cigarettes a year. This is enough to be considered an occasional smoker, increasing their risk of lung cancer by 20%-30%, and doubles the likelihood of them becoming a smoker later in life. In 2007, around 1 in 12 Australian households (8%) with children under 15 years had a household member that smoked inside the home.

A developing baby can be affected by second-hand smoke if the mother smokes or if she is exposed to tobacco smoke during pregnancy. Exposure to second-hand smoke during pregnancy can reduce the growth and health of babies and increase the risks of a number of complications and illness for both mother and baby. Babies born to women who smoke during pregnancy have a greater chance of premature birth, low birth weight, stillbirth and infant mortality. Smoking during pregnancy can also affect the development of baby's lungs which increases the risk for many health problems.

## Where can smokers go for help to Quit?

[QuitHQ](#) Provides details of the Quitline telephone service dedicated to helping Queenslanders quit smoking

Call 13 7848, or request a call from Quitline [online](#). Please note: Quitline calls from a private number. You can speak to a Quitline counsellor between 7am and 10pm, 7 days a week. Outside of these hours, a customer service assistant will record your details and arrange for a counsellor to call you back during service hours.



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# Local governments creating smoke-free places



## Case study: Cairns Regional Council

Smoke-free public places help make our communities liveable and family friendly with benefits for the whole community.

Local governments have an important role to play. For example, helping to reduce exposure to tobacco smoke, encouraging and supporting smokers to quit or discouraging people from starting smoking. Reducing litter and fire risks from discarded cigarette butts also helps to keep our environment healthy and safe.

Under Queensland tobacco legislation smoking is not permitted on local government land, for example, public transport waiting points, public swimming pools, grounds where sports are played, and skate parks. Local governments also have the authority to make local laws to prohibit smoking at outdoor public places not already covered by state law, for example specific parks or boardwalks.

- 14.6% adults from the Cairns region reported that they were daily smokers in 2018. This was higher than the 14.4% reported in 2016, and higher than the state average of 11%<sup>1</sup>.
- 25.9% adults reported that they were frequently exposed to second-hand smoke in public places in 2015<sup>2</sup>.

### What Council did to support 'smoke free' places

Cairns Regional Council undertook an audit of all cigarettes butt bins located in the Central Business District (CBD) as well as in business or shopping zones throughout the region. This enabled Council to identify all butt bins in areas where the tobacco laws ban smoking. Data was collated using a Geographic Information System (GIS) with geocoded imagery of each site.

A GIS based overlay was then created of all entrance ways, playgrounds and related exclusion zones to map existing butt-bins and determine new bin locations. Maps were later made available on Council's web-site to assist in promoting new smoke-free zones to residents.

Non-compliant bins were removed and new free-standing, stainless steel bin units installed in fewer locations that were chosen to help move smokers away from the entrances of businesses and shopping centres.

New no-smoking signs were installed to accompany the bins, at smoking hotspots or where existing signs were inconsistent with new legislation.

Council considered the factors below when determining the location of butt-bins and no-smoking signs:

- Avoid non-smokers having to walk through smoke while moving along pathways
- Remove smokers from smoke-free areas
- Maximise litter collection
- Minimise smoke drift
- Maximise the practical usability of butt-bins for litter collection
- Provide some amenity for smokers

1. Detailed Queensland and regional preventive health survey results. [https://public.tableau.com/views/QSAS\\_Regional\\_By\\_Region/Adult?%3Aembed=y&%3Adisplay\\_count=no&%3AshowVizHome=no](https://public.tableau.com/views/QSAS_Regional_By_Region/Adult?%3Aembed=y&%3Adisplay_count=no&%3AshowVizHome=no)

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**Fig 1 GIS Overlay of non-smoking zones with updated legislative model**



**Fig 2 The new Butt Bin**



**Fig 3 cigarettes butt bins located in the Central Business District (CBD) and in business or shopping zones**

Council had previously developed a local law that included a smoke free boundary for Public Transport Waiting Points. The local law commenced in March 2016 but was superseded by the new legislation in September.

## What motivated Council?

New state tobacco legislation highlighted the importance of smoke-free places for Council. A one-off grant provided by Queensland Health was a catalyst for action, providing additional resources for the development and installation of smoking infrastructure to support public compliance with the legislation.

Council was reviewing waste and recycling bins at the same time as the cigarette butt bin audit and several butt bins that were co-located with waste bins were identified. This motivated Council to separate butt bins from waste bins to reduce the risk of waste fires from cigarettes being thrown into regular bins and to separate smoking zones from litter zones. This achieved a better outcome for non-smokers wishing to access a bin.

As the Cairns CBD sits adjacent to the Great Barrier Reef, improving storm water quality was also a key factor for Council. The revision of butt bins provided an opportunity for Council to reduce littering and the amount of waste being deposited annually into the Reef.

## What were the benefits for Council?

Fewer bins that are better placed across the region has reduced Council's costs to empty the butt bins. Maintenance costs have also been reduced due to a more robust butt bin design that better suits the tropics.

## Key learnings

The number and location of butt bins had increased over time in response to community feedback and complaints about littering.

Earlier initiatives to reduce littering by cigarette butts had resulted in smoking 'hotspots' where butt bins were located inappropriately, for example adjacent to parks, open space or in the CBD.

An audit, using GIS helped to identify gaps in Council's register of butt bins and enabled a strategic approach to bin location that considered the movement of smokers and the impacts on non-smokers

The design of many bins was inappropriate for the tropics. For example, those that easily fill with rainwater, allow for doors to be wedged open to retrieve discarded butts, or are fire hazards.

As Cairns is an international tourist city, its demographics can shift throughout the year, and from year to year. This affects planning decisions and the mechanisms used to manage issues such as smoking. Learnings from this program have been embedded into infrastructure planning for the city as it continues to grow.

## Key strategies for success

While the audit was a significant undertaking, this enabled Council to take a strategic approach to butt-bin location. Using the GIS system provided a visual tool to map existing butt-bins, determine new bin locations, promote existing smoke-free spaces and consider future options.

Collaboration across Council departments supported a coordinated approach across Council business units. This included issuing outdoor dining permits, litter collection and longer-term options for smoke-free places through strategic planning and local laws.

Working with businesses and community groups helped Council to identify a range of factors that affected decisions about location and configuration of butt bins. Many improvements were made as a result with some site layouts changed altogether to achieve the best outcome.

## Who was involved?

Engaging with tourism providers helped to address smoking ‘hotspots’ created outside entrances to popular venues such as the Botanic Gardens. It was noted that as tour buses are smoke-free, it had become common practice for large groups of tourists, who were smokers, to congregate for a cigarette before entering the facility. This created issues for non-smokers wishing to pass through. Council reconsidered the location of these butt bins and worked with tourism providers on set down locations and “smoke break” points throughout the trips.

Council departments that worked together to deliver the initiative were Works Maintenance, Infrastructure Services, Parks and Leisure, Regulatory Services and Strategic Planning.

## Potential next steps

The impact of new butt-bins will be monitored together with any emerging impacts of the new smoke-free zones and, the levels of policing that may be required to support compliance. Minor adjustments to the location of butt-bins will be made over time, for example in response to monitoring or seasonal shifts in tourism traffic at smoking hotspots. Butt-bins and signage will be included as part of Council’s ongoing maintenance program.

Options for further consideration include addressing smoking hot spots, additional tourism related issues, new smoke-free areas and, informal education. Local laws and enforcement options may be considered when other strategies are optimised, and no further traction is gained.

The potential for future projects will depend on outcomes from monitoring, community responses and existing priorities.

## Update on council progress – May 2020

- The litter bin and butt bin programs have been implemented for over 12 months and have both netted positive results in all target outcome areas.
- Monitoring via the Customer Request System found a reduction in cigarette butt litter issues, this is likely in part to the new locations and the upgraded hardware.
- There has been reduced collection and maintenance costs due to the rationalisation and hardware upgrade program. This is in the order of 40% due to the drop in collection points.
- Overall public feedback has been positive with the odd hotspot identified (mostly early in the change process) which required an agile approach to address unforeseen outcomes.

### For further information please contact Cairns Regional Council via the

#### Works Maintenance Unit

Gary Everson, Manager

#### Regulatory Compliance Unit Planning and Environment

Marina Dunstan, Coordinator

# Case study: Mackay Regional Council

Smoke-free public places help make our communities liveable and family friendly with benefits for the whole community.

Local governments have an important role to play. For example, helping to reduce exposure to tobacco smoke, encouraging and supporting smokers to quit or discouraging people from starting smoking. Reducing litter and fire risks from discarded cigarette butts also helps to keep our environment healthy and safe.

Under Queensland tobacco legislation smoking is not permitted on local government land, for example, public transport waiting points, public swimming pools, grounds where sports are played, and skate parks. Local governments also have the authority to make local laws to prohibit smoking at outdoor public places not already covered by state law, for example specific parks or boardwalks.

- 14% adults from the Mackay region reported that they were daily smokers in 2018. This was higher than the 13.4% reported in 2016, and higher than the state average of 11%<sup>1</sup>.
- 21.9% adults reported that they were frequently exposed to second-hand smoke in public places in 2015<sup>2</sup>.

## What did Council do to support 'smoke free' places

**Mackay Regional Council** conducted several targeted activities to discourage smoking in public areas.

All council buildings and facilities are now smoke-free, including the award-winning Bluewater trail and Bluewater Lagoon. Council continues to identify smoking 'hotspots' and to provide informal education to smokers, reminding them that they can't smoke, or litter there. Public Infringement Notices are issued for cigarette butt littering from vehicles where details can be followed up via a vehicle registration number.

Compliance with Queensland Tobacco laws was supported by reviewing the smoking infrastructure and no-smoking signage in the Central Business District (CBD). All butt bins were removed from public transport waiting point hotspots and the number of cigarette butt bins in the heart of the city were reduced to only a few, in areas where smoking is permitted.

Additional butt bins were placed in more strategic areas predominately around primary public access points adjacent to Canelands shopping centre. 45 Gross Pollutant Traps (GPT) were installed within the CBD to capture discarded cigarette butts and prevent them from entering the city's waterways. A GPT monitoring program is being undertaken for a 3-year period in collaboration with Reef Catchments Limited (a local NRM body) and the Cleanwater Group (a GPT manufacturer and maintenance operator). To date monitoring has informed discrete trials within the CBD including the installation of two butt bins and stormwater pit drain artwork (to raise awareness of the impact of litter on the marine environment). Currently these trials are in their infancy with outcomes to be reported to council for future planning.

Additional signs were installed at skate parks, public transport waiting points and the bus depot.

Council also has a workplace wellness committee which supports staff to quit smoking.

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1. Detailed Queensland and regional preventive health survey results. [https://public.tableau.com/views/QSAS\\_Regional\\_By\\_Region/Adult?%3Aembed=y&%3Adisplay\\_count=no&%3AshowVizHome=no](https://public.tableau.com/views/QSAS_Regional_By_Region/Adult?%3Aembed=y&%3Adisplay_count=no&%3AshowVizHome=no)

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Fig 1 Heavy duty butt bin



Fig 2 Butt bin



Fig 3 Smoke-free signage at bus stop



Fig 4 Stormwater drain artwork

## What motivated Council?

Littering from cigarette butts is an ongoing issue for council. Whilst these activities also assist in tobacco control, council's main motivation was to prevent illegal littering, including from cigarette butts.

Council's approach was to consider the environmental impacts from practical activities to support compliance with Queensland's tobacco laws. For example, preventing harm from cigarette butts entering the region's waterways by increasing awareness through smoke-free signage, removing butt bins, and installing gross pollutant traps.

## Key strategies for success

A strategic approach to the number and location of cigarette butt-bins and the installation of gross pollutant traps contributed to council's focus on reducing environmental harm from cigarette butts entering the city's waterways.

Complimentary activities to enhance awareness, educate smokers and enforce helped to discourage smoking behaviour and encouraging smoke-free places in the city centre.

## What were the benefits for Council?

Council has a three-year quarterly monitoring program. The community has been engaged via the media (Daily Mercury and social media – Mackay Regional Council Facebook page) where feedback has been positive.

Prioritising the installation of the new butt bins in key locations, accompanied with the installation of additional regulatory signage has been a favourable approach. Traditional butt bins were a bit of an eyesore and were prone to vandalism. Removing these

butt bins and replacing them with two heavy duty bins has led to a cleaner look and feel in the CBD.

The 45 GPT's installed have been effective at capturing cigarette butts in areas where traditional butt bins had been removed. They have also collected a great deal of other waste including plastics, aluminium cans and green waste which is another positive, good-news story with this approach.

## Key learnings

Littering by discarded cigarette butts has been incorporated into enforcement of littering in general. The illegal dumping and littering of cigarettes builds on existing council work around litter and waste management.

## Who was involved?

Internal collaboration between the Parks, Environment and Sustainability and Health and Regulation teams helped support the identification of smoking hot spots, and educational activities. Compliance activities are undertaken by environmental health, local laws and compliance staff teams.

## Potential next steps

Future tobacco control activities will be subject to public demand and/or changed council priorities.

### For further information please contact Mackay Regional Council via the

Health and Regulatory Services

Debbie Adams

Coordinator Environmental Health and Education Service



# Case study: Ipswich City Council

## Smoke-free public places help make our communities liveable and family friendly with benefits for the whole community.

Local governments have an important role to play. For example, helping to reduce exposure to tobacco smoke, encouraging and supporting smokers to quit or discouraging people from starting smoking. Reducing litter and fire risks from discarded cigarette butts also helps to keep our environment healthy and safe.

Under Queensland tobacco legislation smoking is not permitted on local government land, for example, public transport waiting points, public swimming pools, grounds where sports are played, and skate parks. Local governments also have the authority to make local laws to prohibit smoking at outdoor public places not already covered by state law, for example specific parks or boardwalks.

- 15.1% Ipswich adults reported that they were daily smokers in 2018 which is higher than the state average of 12%.<sup>1</sup>
- 21.6% of Ipswich adults reported that they were frequently exposed to second-hand smoke in public places in 2015.<sup>2</sup>

## What Council did

Ipswich City Council introduced new local laws in 2013 to prohibit smoking in areas that had been declared as smoke-free in subordinate local laws. A staged approach and lead-in times to ensure maximum community and business awareness occurred and the review and installation of supporting infrastructure such as no-smoking signage and cigarette butt bins was conducted before the law commenced. The local law was ‘launched’ with a health expo and local Quit smoking campaign including stickers to announce that the law was “coming soon”.

Awareness raising has continued over time with a range of population wide and targeted strategies:

- Lines stencilled on pavements to reflect buffer zones and capture the attention of pedestrians looking downwards while using mobile phones
- Standard no-smoking signage and seat plaques at Ipswich Mall and approximately 50 bus stops and 30 taxi ranks around the city
- Consistent signage and information about Queensland tobacco legislation distributed to all sporting clubs and fields in the region, including those that are privately owned
- Educating users of children’s playgrounds and sporting grounds about smoke-free places and why they shouldn’t smoke
- An education campaign targeting young pregnant mums and Aboriginal and Torres Strait Islander people

The location of cigarette butt bins was reviewed to encourage compliance with tobacco legislation and a small number of stand-alone butt bins placed at entry points to the busy pedestrian streets of Ipswich Mall and Bell Street.

Enforcement and issuing Penalty Infringement Notices at public transport waiting points and the City Mall commenced at the commencement of the laws. Key smoking times and areas were mapped and regular smoking patrols continued, primarily in the Central Business District. Enforcement powers were extended to all Council compliance officers (including Environmental Health Officers) enabling them to enforce smoke free legislation. A lot of patrols in the beginning were conducted in conjunction with State Government Environmental Health Officers and Police Officers.

A feedback loop ensures that complaints to the Council Call Centre are monitored and hot spots are identified. This triggers a three-stepped approach with 1. No-smoking signage, 2. Spot patrols, and 3. Public Infringement Notices.

1. Queensland survey analytic system (QSAS) Data accessed on 2nd September 2019. [https://public.tableau.com/views/QSAS\\_Regional\\_By\\_Region/Adult?%3Aembed=y&%3Adisplay\\_count=no&%3AshowVizHome=no](https://public.tableau.com/views/QSAS_Regional_By_Region/Adult?%3Aembed=y&%3Adisplay_count=no&%3AshowVizHome=no)

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## What motivated Council

With the health benefits clearly identified, smoke-free places received strong support from the community, businesses and Council's elected members.

The goal was to stimulate behaviour change, enhance liveability and ensure that public places are perceived as healthy.

Over time community expectations for smoke free places has increased and Council will continue to work with State Government as legislation changes in this space.

Key strategies for success

- A comprehensive, staged approach with strong compliance and supportive education from the outset and progressive strategies that reflect learnings and 'take the community with you'
- Adequate lead-in time to enable community, stakeholders and council to be prepared
- Ongoing liaison and surveys with local businesses directly impacted by smoke-free areas and associated buffer zones and boundaries.
- Co-ordination with Queensland Government, for example Queensland Transport providing smoke free announcements to alert passengers of the smoking ban outside the railway station and Queensland Police providing support for enforcement activity
- Ensuring State Government Environmental Health Officers also have a presence in activities undertaken by Council provides a consistent, joint venture.
- Having Queensland Police Officers attend patrols with Council and State Government Officers means they have the ability to assist in requesting name and address details (current local laws and legislation for smoke free places does not give that power).

## What were the benefits for Council

The pedestrian mall was activated and used in different ways for example, social gatherings on green spaces where people are not exposed to smoke.

Complaints made to Council from previous smoking hot spots have significantly decreased and have even ceased in some areas. In some places community members now enforce no-smoking bans themselves.

A noticeable reduction in the amount of litter.

## Key learnings

### Take small steps and 'take the community with you'

Engage all stakeholders at the outset, including businesses within and just outside the smoking buffer zones. Council found that this helped to address concerns about the impact of smoking on social and commercial activities, resolve emerging issues and generate support, for example constructing private no-smoking signs to compliment Council efforts.

A strong focus on compliance is a critical but costly, however it is important not to 'over-regulate'. Education that reinforces the message that "you can't smoke here" also contributes to no-smoking compliance. A coordinated approach that combines enforcement and education with awareness raising and appropriate smoking infrastructure is most effective.

## Who was involved

A number of Council departments supported Council's smoke-free initiatives including: delivery of enforcement and compliance; installation of signs and seat plaques; delivery of supportive media and events; provision of ongoing consultation, community engagement and community champions.

External collaboration with Queensland Police, Queensland Transport, Queensland Health, local businesses and neighbouring councils provided information and supported compliance activity.



Fig 1. Stencilled pavement

## Current status of laws

Please note that at the time of publication (May 2020) Ipswich's CBD area is being redeveloped including the Ipswich Mall. As a result of construction public access is limited in this area. As the CBD / Mall reopens a reintroduction of smoke-free place laws will occur.

### **For further information please contact Ipswich City Council via the**

Barbara Dart, Manager Performance Branch  
(07) 3810 6666  
email: Barbara.Dart@ipswich.qld.gov.au

*Note: due to organisational restructures Barbara no longer has remit for smoke-free places laws or education but can provide commentary on the experience undertaken in 2013 and provide contact details for relevant officers in Council.*



Fig 2. Butt bins

