

## **WILTSHIRE COUNCIL**

**Staffing Policy Committee**  
**15 November 2018**

---

### **Proposed smokefree Wiltshire Council sites**

#### **Purpose**

1. The purpose of this report is to outline to Staffing Policy Committee that the corporate leadership team has proposed that all Wiltshire Council work sites go smokefree from March 2019. This proposal has also been presented to and agreed by the Joint Consultative Committee (JCC).

#### **Background**

2. It cannot be denied that smoking is bad for health, the harm caused by tobacco smoke is evident as a contributor to poor health outcomes. As an organisation, Wiltshire Council should not be seen to support smoking as a behaviour through policy. Over the last four years, more and more organisations have implemented smokefree sites in a bid to de-normalise smoking and proactively encourage and support their workforces to be smokefree.
3. Smoking remains the primary cause of preventable illness and premature deaths in the UK and is significantly associated with diseases such as chronic obstructive pulmonary disease (COPD), various forms of cancer, coronary heart disease and stroke. Exposure to second-hand smoke is also known to increase the risk of these conditions and contributes to serious illnesses among children, such as asthma. Smoking is the biggest single cause of inequalities in death rates between the rich and poor. Smoking contributes to approximately 600 premature deaths in Wiltshire per year.
4. Smoking prevalence in the adult population is ever decreasing but reducing smoking in those most vulnerable is still a priority across the county. In 2018 the Wiltshire Smokefree Alliance was established to drive forward the smokefree agenda across the county, promoting a smokefree generation. A smokefree generation is determined where adult smoking prevalence within a given population is 5% or less (currently smoking prevalence in Wiltshire is 14.0%).
5. From January 2019 NHS sites across Wiltshire will become smokefree and this brings a fresh opportunity for Wiltshire Council to consider engagement with the smokefree site agenda.
6. In the context of this paper, Smokefree means a total abstinence from smoking tobacco by employees/contractors/tenants on any council site, workplace and work vehicle; and a commitment to deter non-employees from smoking tobacco whilst upon any council site.

7. In April 2018 Wiltshire Council established the Wiltshire Smokefree Alliance to drive forward the creation of a smokefree generation. The Alliance aspires to achieve the aims set out in the Government's 2017 Tobacco Control Plan for England by the end of 2022. This group is made up of multiple partners including public health, NHS organisations (primary and secondary care) and a range of other health and social care services, police, fire and military. The Alliance supports the aims of the Wiltshire health and wellbeing board strategy to encourage Wiltshire residents to live long, happy and healthier lives through being smokefree.
8. The Alliance has an action plan in place with a key focus on: prevention first, supporting smokers to quit, eliminating variations in smoking rates, and encouraging effective enforcement (to reduce the demand for tobacco and to continue to develop an environment that protects young people and others from the harm of smoking).

### **Main considerations**

9. Smokefree environments are a key priority to achieve the aims of the Smokefree Alliance. Many sites across Wiltshire are already committed to being smokefree environments. These include:
  - a. Places for People run leisure centres
  - b. All Wiltshire schools
  - c. All 30 children's centres
  - d. Over 400 signs have been erected to signify smokefree playparks in at least 39 towns and villages across Wiltshire
  - e. Erlstoke prison
  - f. 7 sports clubs including Calne, Chippenham, Royal Wootton Bassett, Clarendon, Collingbourne and Melksham.
  - g. All Wiltshire Fire and Rescue sites
10. Sites that will be going smokefree within next 12-18 months include:
  - a. Drug and alcohol service - Turning Point
  - b. Military sites – all sites due to be smokefree by 2022
  - c. Salisbury Hospital
  - d. Avon and Wiltshire Mental Health Partnership (staged implementation since 2017)
  - e. Other NHS sites
11. Smoking in almost all enclosed public places and workplaces, including work vehicles, has been prohibited by law since 01 July 2007. The aim of the smoke free legislation is to protect workers from the harmful effects of second hand smoke (SHS) and also offer the potential to influence smoking behaviour and smoking norms. SHS is made up of the smoke emitted from the burning end of a cigarette or from other tobacco products in combination with the smoke exhaled by the smoker. It contains a number of toxins and is carcinogenic to humans. Evidence accumulated over a number of years has shown that exposure to SHS causes death, disease and disability. Research from studies conducted in England in 2011 has shown benefits for health, changes in attitudes and behaviour since the introduction of the legislation. Further to this,

the government passed regulations in March 2015 which made it an offence to smoke in a vehicle carrying children from 01 October 2015. These laws have been put into place to protect people, especially vulnerable individuals from the indisputable harm associated with exposure to tobacco smoke.

12. The implementation of council properties as smokefree sites would encourage employees that smoke who want to stop but struggle to do so, as well as protect those who wish to avoid smoke.
13. Visible smoking in and around public areas could demonstrate smoking as a normalised behaviour and influence children's risk-taking behaviours. Based on the success of the use of smokefree play area signage to discourage smokers from smoking near children, a similar approach could be adopted in and around Wiltshire Council buildings to draw people's attention to the fact that smoking is not considered acceptable or normal behaviour due to its impact on health.
14. There are also secondary effects associated with the litter from smoking which are not simply cosmetic. It may encourage others to litter and cigarette stubs have a negative impact on watercourses and filtration systems. Those who smoke cigarettes and drop the end onto the ground are deliberately creating litter.
15. Wiltshire Council is committed to creating and maintaining a healthy workforce. In order to support this, sites need to be developed with health in mind. Supporting smoking areas contradicts the public health agenda. Wiltshire Council is one of the county's leading employers and staff should be positive role models.

### History of smokefree council sites in Wiltshire

<b>2007</b>	Occupational Health & Safety committee paper prepared at the time of the introduction of smoking law, led to Wiltshire County Council adopting prohibition of smoking anywhere on site. This policy was agreed with unions and led to smoking shelters being removed, smoking areas discontinued and the cessation of 'smoking breaks' for employees outside of normal work breaks.
<b>2009</b>	County council policy was treated as the default policy and was applied to all ex-district sites post unitary.
<b>2011</b>	Policy was reviewed under the harmonisation of ex-district policies and following concerns over public image of staff smoking off-site and also reports of littering. The revised policy re-introduced smoking areas and by default 'smoking breaks'.
<b>2014</b>	Staff health and wellbeing survey suggests there are approximately 400 smokers across the staff workforce which accounts for 10% of the workforce. As part of the workplace health project Wiltshire Council began the accreditation process for Public Health England's Workplace Wellbeing Charter and revisions were made to the council employee smoking and vaping policies. A recommendation to have completely

	smokefree council sites was well received by CLT but was rejected by Staffing Policy Committee.
<b>2017</b>	Workplace health survey results suggest that of those that responded 9% staff currently smoke, which is roughly 200 of respondents. These figures may under-report the extent of smoking however due to the disproportionately low number of survey responses from depots and those without access to work computers.

### **Why should Wiltshire Council go smokefree?**

16. Wiltshire Council has the opportunity to join many other sites going smokefree to support the smokefree generation objectives of the Alliance.
17. YouGov Surveys by Action on Smoking and Health (ASH 2014) have shown widespread public support in the South West for going completely smokefree on hospital grounds. Adopting this policy would greatly improve how Wiltshire Council is perceived by the public and avoid the mixed message of promoting health but 'allowing' smoking. This links to NHS organisations going smokefree but mixed messages if the council does not support this with similar action.
18. There will be strength in all STP areas with NHS organisations and local authorities implementing this policy at a similar time in terms of consistency of message to service users and public, continuity of care and the learning and support that can be shared across organisations to help with implementation.
19. Wiltshire Council has already undertaken considerable work on improving staff health and wellbeing in recent years and has existing structures and supportive plans in place already. Going completely smokefree would improve the health and productivity of the workforce and contribute to the Wiltshire Council being seen as a leader in promoting staff health and wellbeing. It would also make it more likely that staff will actively encourage fellow colleagues and service users to abstain from smoking whilst on council sites. Supporting staff to abstain from smoking during working hours will impact on sickness absence and time off for smoking breaks. Staff who smoke take on average 2.74 additional sick days, compared to non-smokers.
20. In the context of tightening health and social care budgets evidence-based tobacco control measures have a critical role to play in improving people's health and wellbeing now and therefore preventing the need for paid for care in the future. It is estimated that smoking has a financial impact of approximately £12m to the adult social care system in Wiltshire (ASH ready reckoner toolkit, 2018).

### **Implementation of smoke free sites**

21. We recognise that going smokefree is not without its challenges and will work across the organisation to understand these challenges and look at reasonable

solutions. Many of the challenges that we will face as a local authority will already have been discussed and considered as part of the smokefree NHS work, so we will be able to build upon their lessons learnt. We recognise the main concerns from previous smokefree council discussions include the congregation of smoking staff in public view which has some potential reputational risks to the council, although messages to mitigate these will be addressed as part of the pre-smokefree campaign. Other concerns included the enforcement of such as smokefree policy and potential litter.

22. To go smokefree Wiltshire Council will need to commit to:

- a. Wiltshire Council sites being smokefree including cars and car parks. Sites will be prioritised to include those that have the higher levels employee footfall. These will include the three main hubs: County Hall, Monkton Park, Bourne Hill (see appendix 2a,b,c), in the first stage and then all campus sites, leisure centres and libraries.
- b. Clear and positive signage thanking people for not smoking on site.
- c. Employees and contractors based at any council site being actively discouraged from smoking; this means that smoking shelters/areas must be removed; staff will be unable to smoke on site, in uniform or on paid breaks and should be self-policed and actively enforced by council management.

23. To ensure effective and sustainable implementation Wiltshire Council will need to:

- a. Engage with those that do smoke to deliver the vision of going smokefree and seek buy-in.
- b. Support staff to be smokefree through promotion of access to local smoking cessation services.
- c. Enable staff to undertake training in Making Every Contact Count.
- d. Learn from the lessons of the NHS in the challenges to having smokefree sites and use this learning to build an effect implementation plan.
- e. Review and actively enforce its smokefree policy. This includes reviewing the vaping policy and removing the smoking policy (and thus removing the ability to take smoking breaks).
- f. Ensure corporate leadership level engagement with the policy and regular reports to CLT on implementation of the policy.
- g. Identify a director-level champion to lead this agenda (Director of Public Health).
- h. Engage and communicate the policy to service users, staff, contractors, volunteers and the public.

24. The, human resources, public health and occupational health teams within the council can ensure support with the following:

- a. Training for staff in smoking cessation and training for managers in dealing with policy breaches.
- b. Guidance on the evidence base/good practice/what works.

- c. Support in developing a joined-up prevention and care pathway across the system.
- d. Support with effective design of communication for staff and visitors.
- e. HR policy review and implementation - including smoking and vaping policies.

25. The implementation of smokefree sites across council estates will require a joint effort of many teams. Key teams already involved in the smokefree agenda and will have an important role to play in smokefree policy implementation includes public health, human resources, communications, occupational health and facilities management. Public health and occupational health teams both have a role in targeting help for those that currently smoke.

### **Use of e-cigarettes / vaping**

26. It should also recognise that while smoking is legal, it is only illegal in certain areas (e.g. public buildings, cars with children inside). There is strong evidence that vaping is 95% safer than cigarettes.

27. The council will support the Public Health England (PHE) guidance by promoting vaping (but not inside buildings) as a smoking cessation tool. PHE's guidance that will be reflected in the smokefree campaign will be: if you smoke then move to an e-cigarette.

### **Proposed timescale**

<b>August-September 2018</b>	Corporate Leadership Team (CLT) approval achieved 03 September 2018
<b>October 2018</b>	Approval of proposal achieved at JCC on 03 October 2018
<b>November 2018</b>	Consideration of proposal by Staffing Policy Committee (15 November 2018)
<b>October - January</b>	Development and implementation of phase 1 staff-focussed smoking cessation campaign to encourage smokers to quit or switch to vaping.
<b>January 2019</b>	Removal of smoking policy and implementation of revised vaping policy (including removal of smoke breaks and promotion of vaping)
<b>January-March 2019</b>	Implementation of phase 2 staff-focussed smoking cessation campaign encouraging staff to stop smoking / switch to vaping. Phase 2 of the campaign would highlight that council sites are going smokefree from 13 March 2019 (to be launched on No Smoking Day)
<b>13 March 2019</b>	National No Smoking Day and aspirational date for Wiltshire Council sites to go smoke free

## **Environmental Impact of the proposal**

28. A reduction in the prevalence of smoking amongst the workforce will reduce the impact upon the environment. This includes reducing air pollution and potential health harm as a result of second hand and third hand smoke, and it will also reduce cigarette related litter which can potentially damage the environment.
29. It is expected that the removal of smoking shelters on site will cause staff to move to other areas off site to smoke but as part of the policy change staff will be made aware that they must take responsibility to dispose of any cigarette related litter.

## **Equalities impact of the proposal**

30. An equalities impact assessment will be undertaken on the revised policy. The new policy will apply to all workforces who are directly employed by Wiltshire Council, and this will also apply to co-located organisations including Wiltshire Police and any organisations which rent council space. See Appendix 1

## **Risk Assessment**

31. There is a risk that if the council did not go smokefree it would not reflect favourably on the council to be encouraging other sites to go smokefree.
32. The risk of staff complaints should be minimised by having a staggered campaign to introduce the concept of going smoke free and giving smokers a 6-month initial opportunity to seek smoking cessation support and / or consider strategies once the smokefree policy comes into place. Wiltshire Council's public health team will be developing a 6-month campaign to promote the benefits of going smokefree and signpost / provide additional smoking cessation support via the Health Trainer programme.

## **Financial Implications of the proposal**

33. There are no identified financial implications from implementing this policy. Resource to support the campaign elements of going smokefree will be provided by an already established smokefree working group which includes representation from public health, occupational health, human resources, and facilities management. Low level funding will be required corporately to support the development of smokefree signage as required. Currently the funding for smokefree signage and promotional activities is estimated at around £10k.
34. With a reducing prevalence of smokers within the workforce, staff absence due to smoking related sickness should be reduced and productivity should be increased.

## Conclusions

35. It is proven that going smokefree is the best thing anyone can do to improve their overall health outcomes. Employees that are smokers are at higher risk of smoking-related illness which can have an impact on productivity and staff absence.
36. A plan has been drafted to take into account that NHS organisations go smokefree from January 2018. This gives the opportunity for the council to learn from the NHS in regard to smokefree implementation across large sites and build upon their successes.
37. A staged plan of implementation will allow the time needed to promote smokefree messages across the workforce and for employees to seek smoking cessation services and / or develop coping strategies well in advance of going smokefree. Additional smoking cessation support will be promoted during the transition to smokefree and access to the health trainer service will provide staff with the behavioural change support needed to successfully quit smoking in advance of going smoke free.

## Recommendations

38. It is recommended that Staffing Policy Committee approves the proposal for Wiltshire Council sites to go smoke-free. This includes:
  - a. The removal of the council smoking policy (including supporting the removal of smoking breaks for staff during work time)
  - b. The revision of the council vaping policy to allow vaping onsite away from public view.
  - c. The support for all council sites to go smokefree starting as a rolling programme in March 2019, beginning with the three hubs (phase 1): Monkton Park (Chippenham), County Hall (Trowbridge) and Bourne Hill (Salisbury) including carparks (see maps in Appendix 2). Phase 2 will follow this for all campus sites, leisure centres and libraries to go smokefree if not already done so. The aspirational time line for this is to have the majority of council sites smokefree by the end of financial year 2019-20.

**Tracy Daszkiewicz**  
**Director of Public Health**

---

Report author: Steve Maddern – Public Health Consultant (Acting)

This report has been developed in conjunction with: Mary Devers (smoking cessation and tobacco control specialist), Paul Collyer (occupational health), Amanda George (HR&OD), Mike Dawson (Facilities Management).

30 October 2018

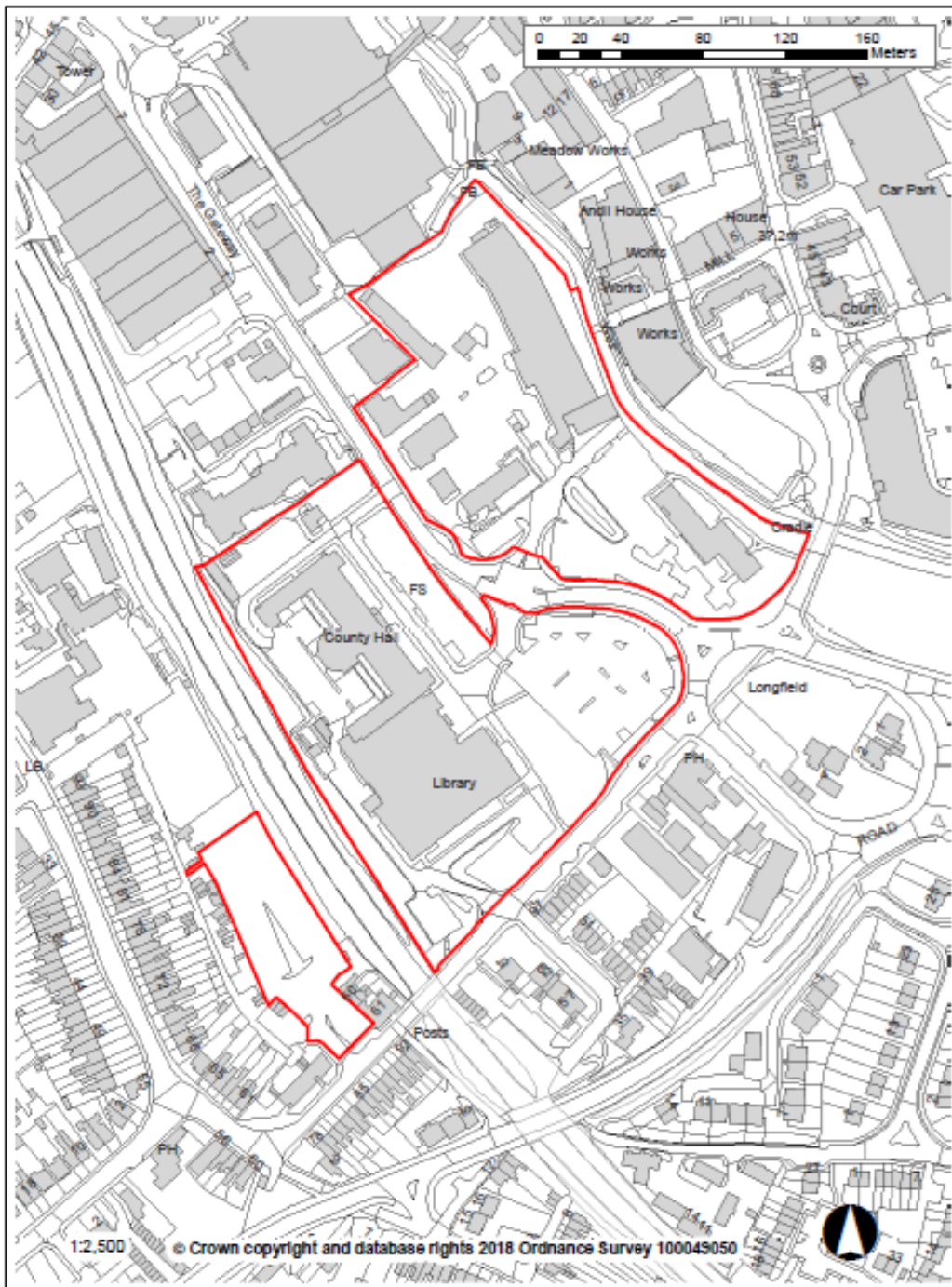


## Appendix 1: Affected Partners and Organisations

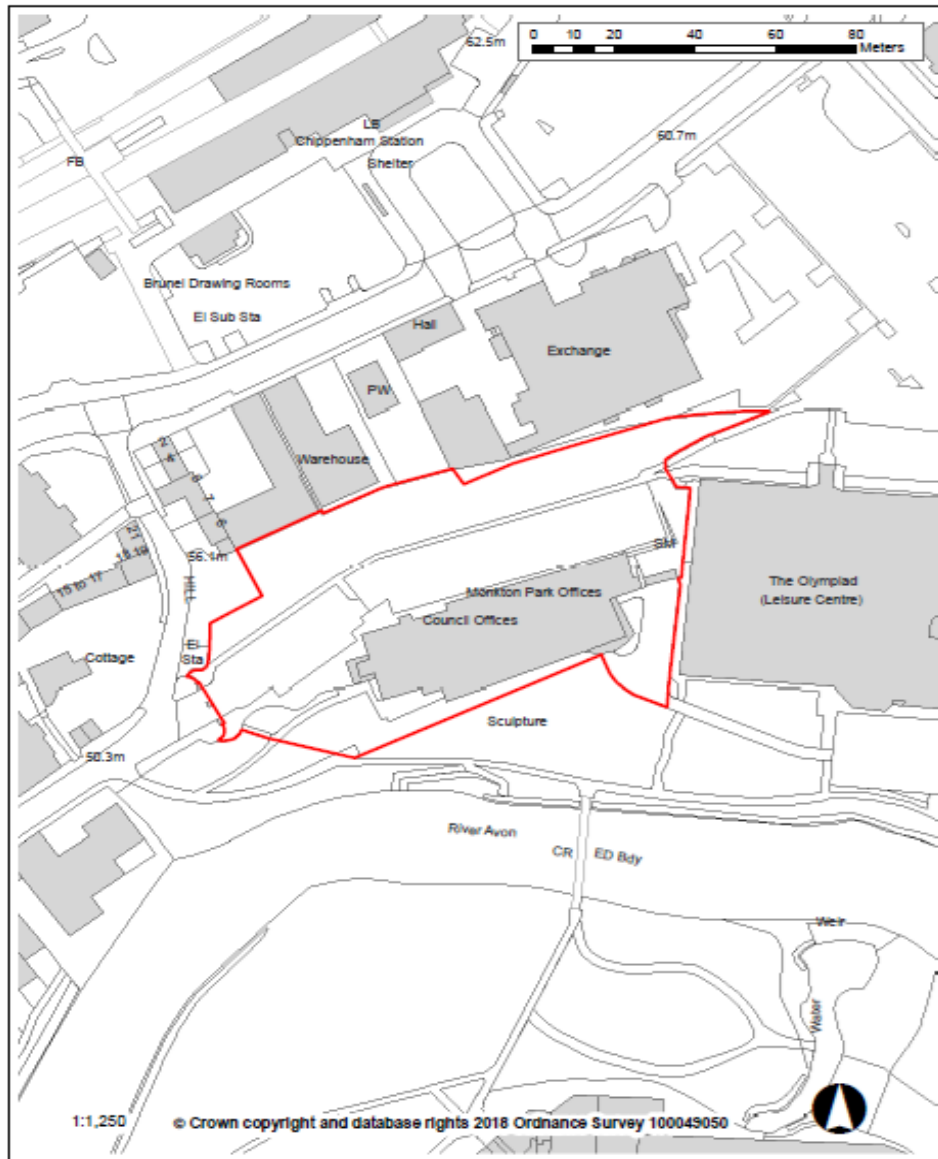
	<b>Monkton Park</b>	<b>County Hall</b>	<b>Bourne Hill</b>
<b>Wiltshire Police</b>	✓	✓	✓
<b>Avon Wiltshire Mental Health Partnership (AWP)</b>	✓	✓	✓
<b>Wiltshire Health and Care</b>	✓	✓	✓
<b>Good Energy</b>	✓		
<b>SWLEP</b>	✓		
<b>Visit Wiltshire</b>			✓
<b>Salisbury City Council</b>			✓
<b>Virgin Care</b>		✓	
<b>Adoption West</b>		✓	
<b>Motiv8</b>		✓	
<b>Probation Service</b>		✓	
<b>Microsoft</b>		✓	
<b>SWAP</b>		✓	

## Appendix 2: Site Maps

### Appendix 2a: County Hall, Trowbridge



## Appendix 2b: Monkton Park, Chippenham



## Appendix 2c: Bourne Hill, Salisbury

