



Why action is needed

By making outdoor areas smoke-free your council or business can directly improve the health of your community and patrons. At the same time you will be promoting a positive health message and creating a cleaner, safer environment.

Councils should aim to:

- discourage smoking, especially its uptake by children
- encourage and assist current smokers to stop smoking
- prevent involuntary exposure to tobacco smoke.

Current legislation in South Australia

The *South Australian Public Health Act* aims to improve how our state prepares for and responds to modern public health challenges. Importantly, the Act provides the basis for a strategic and integrated approach to public health planning at the Local Government level. Implementing smoke-free areas will assist councils to preserve, protect and promote public health in their communities.

Under the *Tobacco Products Regulation Act 1997* smoking is banned within 10 metres of children's playground equipment and under all covered public transport waiting areas, including bus, tram, train and taxi shelters and other covered areas that are used to board or alight from public transport. The introduction of this legislation has broadened the extent of smoking controls in South Australia, which already ban smoking in enclosed public places (including restaurants, cafes shopping centres and licensed venues) workplaces, shared areas within residential facilities and in cars containing children, under the age of 16. In 2016 smoking was also banned in public outdoor dining areas.

Further legislation under the *Tobacco Products Regulation Act 1997* allows Local Government and other incorporated bodies, to identify and apply to have a particular outdoor area or a specific event, declared smoke-free. 'Declared' smoke-free areas are public outdoor spaces where smoking has been banned. These areas can be created to address a passive smoking risk or to support the management of smoking at an event.



Applicants must identify a smoking issue, show that they represent the area being declared, have community support for a declaration and are able to manage the enforcement of the smoke-free area. Enforcement is likely to require either the support of the local council or complete control of the area, such as an event.

Through these legislative changes, Local Government has the opportunity to establish policy that provides for better public health for its community.

Regulation of smoking under a by-law

The *Local Government Act 1999* does not provide powers to create by-laws to restrict smoking. Councils do not have any explicit power to ban smoking in recreational areas, playgrounds, beaches, sporting stadia, roads, footpaths and malls.

Council's power to make by-laws about the use of roads (including footpaths and nature strips) is limited to the particular uses set out in Section 239 of the *Local Government Act 1999* and does not include prohibiting smoking. However, there is a piece of Legislation called the *City of Adelaide Act 1998* which also allows for by-laws to be written specifically for Rundle Mall which is technically a road. As a consequence the Adelaide City Council has written by-law 10 to manage smoking in Rundle Mall and its immediate vicinity.

By-laws regulating smoking are only able to operate on land that it is not already regulated under the *Tobacco Products Regulation Act 1997*. Those areas already regulated include playgrounds, enclosed workplaces and transport stops.

1140 tobacco related deaths each year in South Australia

Smoke-free policy

There are numerous ways that council can implement policy to encourage and assist their staff and community to quit smoking, or to ensure that smoking becomes less acceptable such as:

- Smoke-free workplaces – incorporating smoke-free zones, education and assistance for staff trying to quit smoking
- Smoke-free staff events
- Smoke-free council vehicles, and around other council buildings and property (pool, sports centres)



Health Impacts

Smoking

There are approximately 15,000 tobacco-attributed deaths across Australia each year, with 1,140 in South Australia.² In addition to being the most preventable cause of premature deaths in Australia, smoking also has the potential to significantly reduce the quality of a person's life and place a financial burden on the smoker's family, the health system and the community.

Approximately 12.9% of all South Australian adults (15 years and older) were daily smokers in 2016; an improvement from 2010 when 17.2% of adults smoked daily.² This decline has been attributed to a strong focus on prevention, supported by legislative changes and public education campaigns, coupled with an increase in taxes.



Why is smoking bad for heart health?¹³

As well as causing cancer, smoking affects the arteries that supply blood to the heart and other parts of the body.

- Smoking makes the blood 'stickier', causing blood cells to clump together. This slows blood flow through the arteries and makes blockages more common. Blockages may cause heart attack or stroke.
- Smoking makes the artery walls sticky, causing them to become clogged with fatty material called 'plaque' or 'atheroma'. The fatty material slowly builds up on the inner wall of the arteries, causing them to narrow. If the arteries become too narrow, the blood flow through the artery is reduced. If the clogged artery is carrying blood to the heart, it can cause temporary chest discomfort or pain (angina) that usually happens during physical activity and goes away after a few minutes of rest. If a blood clot forms in the narrowed artery to the heart and completely blocks the blood supply to a part of the heart, it can cause a heart attack.
- Within seconds of lighting a cigarette, thousands of chemicals enter the bloodstream. Some of these chemicals damage the delicate lining of the arteries. This can lead to clots that can suddenly block the arteries, causing heart attack or stroke.
- Smoking causes spasms in the arteries carrying blood to the heart, which can make the heartbeat irregular (arrhythmia).

Second-hand smoke

Breathing other people's smoke (second-hand smoke or 'passive smoking') is harmful to both smokers and non-smokers and is associated with an increased risk of cardiovascular disease. About 90% of the deaths caused by second-hand smoke in adults (2004-05) were due to heart disease.¹

There are more than 5,300 chemicals present in cigarette smoke, of which 70 are known carcinogens.⁵

Second-hand smoking is a combination of sidestream smoke and mainstream smoke. Sidestream smoke comes out of the burning end of a cigarette, cigar or smoking pipe, while mainstream smoke is exhaled by a smoker. The chemical components found in sidestream smoke, are different to the chemicals inhaled directly by a smoker. The carcinogens and toxic particles in second-hand smoke are finer and more concentrated than mainstream filtered smoke, which means they can be inhaled more deeply into the lungs and therefore can be more harmful.^{6, 7}

Second-hand smoke *can* cause cardiovascular disease, lung cancer and respiratory tract irritation; an increased risk of bronchitis, pneumonia, onset of asthma in children, sudden infant death syndrome, otitis media; and increased frequency and severity of asthma symptoms. Second-hand smoke exposure may also increase complications both during and after surgery, and there is evidence of a link between maternal exposure to second-hand smoke and pre-term delivery and low birth weight.⁸

A person sitting near a smoker in an outdoor area could be exposed to levels of cigarette smoke similar to those of someone sitting in a smoky area. In busy alfresco areas with numerous smokers present, non-smokers may be exposed to a considerable amount of second-hand smoke.¹⁰

Environmental Impacts

Cigarette butts are consistently the most common items found during *Clean Up Australia Day* and comprise 20% of the total waste items.¹¹ Cigarette butts are not biodegradable and take up to five years to break down. Outdoor smoking bans can help to reduce the amount of cigarette butt litter and provide a substantial cost saving through reduced clean-up costs.

2016-2017 KESAB Litter Index data showed that cigarette butts remained the most frequently identified litter item across all sites in South Australia during the 2016/17 counts, with cigarettes butts making up 34% of the total litter counted.¹² By restricting the number of public areas where smoking is permitted, the smoke-free areas would be contributing to a reduction in the amount of litter, which would consequently result in an environmental benefit.

A policy for reducing butt litter should include extending smoke-free areas. While public education about responsible disposal may form part of a local strategy, research has found that this alone will not reduce butt litter.³ Councils should be especially wary of education-only strategies funded by tobacco industry-funded organisations, such as Butt Free Australia (previously known as the Butt Littering Trust).



Community support for smoking restrictions in outdoor spaces

Increasing community awareness of the harmful effects of second-hand smoke has led the community to accept, and expect, the availability of smoke-free areas.

There is a high level of public support in South Australia to introduce outdoor smoking bans. In 2013, a Health Monitor Survey found that approval for total smoking bans at transport stops was 93.6% and approval for smoke-free children's playgrounds was 97.9%. Reported concern about exposure to passive smoking in outdoor areas was 70% in 2016.

Declared Smoke-free Areas and Events in South Australia

In 2012, the Royal Agricultural and Horticultural Society of SA Inc. became the first South Australian organisation to have an area declared smoke-free under the Tobacco Products Regulation Act 1997 when the annual Royal Adelaide Show became a smoke-free event. This was followed shortly after by the City of Holdfast Bay successfully applying for Moseley Square at Glenelg to be declared a smoke-free area. The City of Charles Sturt's Henley Square at Henley Beach and Bowden Town Square at Bowden have also been declared smoke-free areas.

The District Council of Ceduna have used the legislation to have the annual Ceduna Oysterfest declared a smoke-free event since 2014.



There is also evidence to suggest that smoking restrictions support smokers who are trying to quit as well as reduce their overall cigarette consumption. Many smokers who have tried to quit reported that a trigger to relapse was seeing someone smoking (54%) or smelling cigarette smoke (40%).⁴

Increasing community awareness of the harmful effects of second-hand smoke has led the community to accept, and expect, the availability of smoke-free areas. Community acceptance of outdoor smoking bans in South Australia has been demonstrated in a number of public places including Adelaide Zoo, Hindmarsh Stadium and Adelaide Oval.



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