

QLDC Council
12 December 2019

Report for Agenda Item | Rīpoata moto e Rāraki take: 6

Department: Corporate Services

Title | Taitara Smokefree Beaches Trial 2019-2020

PURPOSE OF THE REPORT | TE TAKE MŌ TE PŪRONGO

- 1 The purpose of this report is to obtain approval from Council to commence a Smokefree Beaches Trial from 16 December 2019 to 31 March 2020.

EXECUTIVE SUMMARY | WHAKARĀPOPOTOTANGA MATUA

- 2 A new smokefree policy is being drafted. As part of developing the scope of this new policy, an initial trial is proposed to start testing which outdoor spaces may become smokefree. This trial will actively discourage the use of tobacco cigarettes from the proposed zones but will not ban the use of vapes (e-cigarettes) from the zones. To note, Council does not have the ability to ban smoking from public spaces at this time.
- 3 The Smokefree Beaches Trial will include discouraging smoking at four destination beaches during summer 2019-2020 in Queenstown, Wanaka, Frankton and Glenorchy. The trial will run from 16 December 2019 to 31 March 2020. The trial will focus on education and awareness rather than taking a punitive approach.

RECOMMENDATION | NGĀ TŪTOHUNGA

That Council:

1. **Note** the contents of this report; and
2. **Approve** the commencement of a Smokefree Beaches Trial from 16 December 2019 to 31 March 2020 in Queenstown, Wanaka, Frankton and Glenorchy.

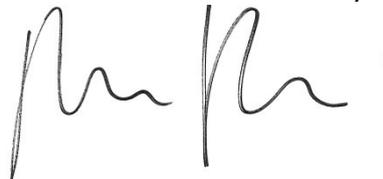
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29/11/2019

Reviewed and Authorised by:



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Title: General Manager
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29/11/2019

CONTEXT | HOROPAKI

- 1 The case for a development of a comprehensive smokefree policy for the Queenstown Lakes District was tested with Council in early 2019. The sense was that further work on a policy was supported.
- 2 QLDC's current smokefree policy is 'Smoke-Free Policy in Playgrounds, Sports Fields and Swimming Pools' (adopted – Council 24 November 2006):
 1. Council owned playgrounds and swimming pools are declared smoke free.
 2. The policy is educational as opposed to penal in seeking compliance.
- 3 In the lead up to development of the draft smokefree policy, this report proposes an initial project to test the introduction of new smokefree zones in limited public outdoor spaces. This would be a Smokefree Beaches Trial over summer 2019-2020 to test the introduction of smokefree zones at some of our most visited and visible locations - the lakefront beach areas in Queenstown, Wanaka, Frankton and Glenorchy.
- 4 The trial's 'smokefree beaches' message will align with QLDC's wider summer messaging programme including: alcohol bans, safe driving, sun-smart.
- 5 There are also questions regarding smoking, vaping (e-cigarettes) and smokefree zones in the latest Quality of Life survey conducted during November 2019. This data will help inform the development of the draft smokefree policy.
- 6 The development of a new smokefree policy will consider whether the introduction of smokefree zones will include both cigarette smoking and vaping (e-cigarettes). However, until there is further development of this policy the initial Smokefree Beaches Trial will only promote the smokefree zone in relation to cigarette smoking.

ANALYSIS AND ADVICE | TATĀRITANGA ME NGĀ TOHUTOHU

For context

- 7 The Queenstown Lakes District has unique challenges in addressing the effects of smoking on community health and environment in that we have a significant visitor population alongside our local population. We need to consider how we get the smokefree message to both short term visitors and locals.
- 8 The intended policy will likely consider targeted measures including:
 - To draft and consult on a new smokefree policy and action plan in 2020, likely to focus on education and awareness rather than taking a punitive approach.
 - Smokefree zones across public land and venues e.g. Queenstown and Wanaka waterfronts (trials initially).
 - Smokefree outdoor dining on public land (trial initially).
 - Link to responsible camping hubs to make messaging accessible for visitors.
 - Signage/local no-smoking zone branding (consistent).

- Education for locals and visitors – communications campaigns, short quick cycles, link to the wider “no littering/environmental protection” message.
- Communication for visitors – translated.
- Friendly enforcement education.
- Engagement with iwi to align the approach with cultural values and aspirations.

Reasons for developing a new smokefree policy

9 The main reasons for developing a more comprehensive smokefree policy include:

- The local community is seeking a response from Council to minimise Tobacco Waste Products (TWP) in our environment, in particular cigarette butts.
- Committing to and supporting Government’s goal of a Smokefree Aotearoa 2025.
- To agree a position as a community on how we want to reduce environmental and health related harm from smoking.
- To clarify the role of Council, its partners and the community in achieving the smokefree related wellbeing outcomes (social, cultural, environmental, economic) and the community aspirations of Vision Beyond 2050.

Smokefree Beaches Trial Overview

10 Testing the introduction of smokefree zones is a common method used both within New Zealand and internationally. Recent trials referenced in the develop of this Smokefree Beaches Trial are:

- Melbourne’s The Causeway trial¹
- Hanmer Springs smokefree and vape-free trial 2019²

11 An initial trial is proposed to start testing which outdoor spaces may become smokefree. The Smokefree Beaches Trial will include discouraging smoking at four destination beaches during summer 2019-2020. Refer to Attachment A of this report for maps showing these smokefree zones. The proposed smokefree beach zones are:

- QUEENSTOWN - Queenstown Beach and Marine Parade (including the playground which is already designated smokefree and has standard DHB signage).
- WANAKA - Wanaka waterfront from Dinosaur Park to the beach opposite the beginning of Pembroke Park. Dinosaur Park is already designated smokefree and has standard DHB signage. The carpark could also be included as there is a natural break for the zone along the edge of Ardmore Street.
- FRANKTON - Frankton Beach and trail from in front of Remarkables Primary School through to where the trail intersects Sugar Lane before the Marina.
- GLENORCHY - Glenorchy Waterfront Reserve and carpark.

¹ <https://participate.melbourne.vic.gov.au/smokefree>

² Hanmer Springs Smokefree and Vape-free Zone, information for businesses: <https://canterbury-west-coast.cancernz.org.nz/assets/Canterbury-West-Coast/Health-Promotion/Hanmer-Springs/Hanmer-Smokefree-A4-Information-Book-final-HR-spreads.pdf>

12 The trial will run be on the basis of cooperation and good will. However, should a smoker invoke their right to continue to smoke they can do so with no further implication.

13 The trial will include the following promotional tools and engagement:

- Signage
- Radio and social media
- Summer ambassador messaging
- Beach cleans led by local community organisations
- Engaging with businesses, the social services sector and community groups to promote the trial and to start a conversation regarding the new development of a new smokefree policy.

14 The trial will use the following tools to measure the effect of the smokefree areas and promotional messaging:

- A survey of beach users during the trial
- A survey of business owners at the end of the trial
- Working with local students to measure the environmental benefit of introducing the smokefree zones. E.g. Enviroschools and/or high schools.

15 **Option 1 Status quo**

Advantages:

16 No costs will be include to promote, deliver and measure the success of this trial. Avoid any potential negative feedback regarding the introduction of smokefree zones from the community and business sector.

Disadvantages:

17 Developing a smokefree policy without testing the model of smokefree zones in our key public spaces will limit our ability to implement an effective model that has the support of our community.

18 **Option 2 Smokefree Beaches Trial (Queenstown, Wanaka, Frankton, Glenorchy)**

Advantages:

19 The four beach locations identified are all popular locations for visitors and locals, covering both urban beaches and a smaller community location. Each of these four locations are high use public areas, and will allow us to test the viability of smokefree zones in different locations.

20 No secondary smoke risk for people

Disadvantages:

21 While we will have ambassadors available to promote the smokefree zones in Queenstown and Wanaka, we will have to rely on signage and other promotion to ensure the message is clear in Frankton and Glenorchy.

- 22 This report recommends Option 2 for addressing the matter because conducting a smokefree trial in these four distinct locations within our district, popular for different reasons and to different users, will allow Council to better test the effect of introducing smokefree zones in different locations.
- 23 The Smokefree Beaches Trial will provide a starting point for testing smokefree zones within the Queenstown Lakes district, and the results of this trial will support the development of a new smokefree policy in 2020. This report seeks Council approval to commence a Smokefree Beaches Trial from 16 December 2019 to 31 March 2020.

CONSULTATION PROCESS | HĀTEPE MATAPAKI:

> SIGNIFICANCE AND ENGAGEMENT | TE WHAKAMAHI I KĀ WHAKAARO HIRAKA

- 24 This matter is of low significance, as determined by reference to the Council's Significance and Engagement Policy because this trial is focused on education and behaviour change rather than enforcement.
- 25 The Council will contact business owners directly adjacent to or within the Smokefree Beaches Trial areas to advise of the trial prior to commencement. The proposed trial has been discussed with the Frankton and Glenorchy Community Associations.

> MĀORI CONSULTATION | IWI RŪNANGA

- 26 The Council has discussed the proposed development of a new smokefree policy, including the trial of smokefree zones, with Kāi Tahu iwi representatives and will continue consultation as the policy is developed. Iwi will be advised of the Smokefree Beaches Trial prior to commencement.

RISK AND MITIGATIONS | NGĀ RARU TŪPONO ME NGĀ WHAKAMAURUTANGA

- 27 This matter relates to the Community & Wellbeing risk category. It is associated with RISK00006 Ineffective management of social nuisance issues. This risk has been assessed as having a moderate inherent risk rating.
- 28 The approval of the recommended option will support the Council by allowing us to implement additional controls for this risk. This shall be achieved by provide evidence to support the implementation of an appropriate smokefree policy the supports the environmental and health outcomes of the Queenstown Lakes community.

FINANCIAL IMPLICATIONS | NGĀ RITENGA Ā-PŪTEA

- 29 There are minor budget or cost implications resulting from the decision. The operational costs for delivery of this project will be covered by the Corporate Services Community Development budget (2019-2020).
- 30 The operational budget set for the trial project to cover off signage, promotion, research and ambassadors is \$5,000. The approximate breakdown of this will be:
- \$1,500 ambassadors

- \$1,500 signage/communications
- \$2,000 research/measure

COUNCIL EFFECTS AND VIEWS | NGĀ WHAKAAWEAWE ME NGĀ TIROHANGA A TE KAUNIHERA

31 The following Council policies, strategies and bylaws were considered:

- The outcomes and principles of the Vision Beyond 2050, Introducing measures that support Vision Beyond 2050 outcomes, in particular - Thriving people, Pride in sharing our places and Deafening dawn chorus.
- Smoke-Free Policy in Playgrounds, Sports Fields and Swimming Pools
- Significance and Engagement Policy

32 The recommended option is consistent with the principles set out in the named policy/policies.

33 This matter is not included in the Ten Year Plan/Annual Plan as it is a trial of smokefree zones. Once the community is consulted on a new smokefree policy, aspects of the related implementation may need to be included in the next Ten Year Plan.

LOCAL GOVERNMENT ACT 2002 PURPOSE PROVISIONS | TE WHAKATURETURE 2002 O TE KĀWANATAKA Ā-KĀIKA

34 The recommended option:

- Will help meet the current and future needs of communities for good-quality local infrastructure, local public services, and performance of regulatory functions in a way that is most cost-effective for households and businesses by testing the introduction of smokefree zones within the Queenstown Lakes district.
- Can be implemented through current funding under the Ten Year Plan and Annual Plan;
- Is consistent with the Council's plans and policies; and
- Would not alter significantly the intended level of service provision for any significant activity undertaken by or on behalf of the Council, or transfer the ownership or control of a strategic asset to or from the Council.

ATTACHMENTS | NGĀ TĀPIRIHANGA

A Proposed Smokefree Beach Zones – summer 2019-2020

ATTACHMENT A

Proposed Smokefree Beach Zones – summer 2019-2020

Trial project – 16 December 2019 to 31 March 2020

1. Queenstown Beach and Marine Parade (including the playground which is already designated smokefree and has standard DHB signage).



2. Wanaka waterfront from Dinosaur Park to the beach opposite the beginning of Pembroke Park. Dinosaur Park is already designated smokefree and has standard DHB signage. The carpark could also be included as there is a natural break for the zone along the edge of Ardmore Street.



3. Frankton Beach and trail from in front of Remarkables Primary School through to where the trail intersects Sugar Lane before the Marina.



4. Glenorchy Waterfront Reserve and carpark

