

Smokefree Councils Implementation Kit: Case studies



Table of Contents

Introduction	4
1 Case study: South Taranaki	6
1.1 Background.....	6
1.2 Implementation	7
1.3 Evaluation.....	8
2 Case study: Upper Hutt	10
2.1 Background.....	10
2.2 Implementation	11
2.3 Evaluation.....	13
3 Case study: Wairarapa	16
3.1 Background.....	16
3.2 Implementation	16
3.3 Evaluation.....	17
4 Case study: Queenstown	18
4.1 Background.....	18
4.2 Implementation	18
4.3 Evaluation.....	19
5 Case study: Gisborne/Tairāwhiti	20
5.1 Background.....	20
5.2 Implementation	21
5.3 Evaluation.....	23
6 Case study: Hawke’s Bay	24
6.1 Background.....	24
6.2 Implementation	25
6.3 Evaluation.....	25
7 Case study: Ashburton	27
7.1 Background.....	27
7.2 Implementation	27
7.3 Evaluation.....	28
8 Case study: Timaru	30
8.1 Background.....	30

8.2	Implementation	30
8.3	Evaluation	30
9	Case study: Invercargill.....	32
9.1	Background.....	32
9.2	Implementation	32
9.3	Evaluation.....	32
10	Case study: Westpac Stadium (Wellington).....	34
10.1	Background.....	34
10.2	Implementation	34
10.3	Evaluation.....	35
11	Case study: Mt Smart Stadium (Auckland)	37
11.1	Background.....	37
11.2	Pre-implementation.....	37
11.3	Implementation	38
11.4	Evaluation.....	39



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Introduction

This document contains a series of cases studies which describe the processes used by health promoters to approach their councils about implementing policies for smokefree outdoor public places.

Case study 1: South Taranaki

In 2005 the South Taranaki District Council was the first council in New Zealand to introduce smokefree parks and playgrounds. The policy also made all council workplaces, vehicles, council-owned enclosed public facilities (such as halls) and council-owned swimming pools, smokefree.

Case study 2: Upper Hutt

In 2006 the Upper Hutt City Council approved a policy making all parks in Upper Hutt smokefree, including playgrounds and sports fields. The community services manager was asked by the council to research the health and social benefits of smokefree policies so that a sound and well-reasoned proposal could be considered.

Case study 3: Wairarapa

In 2006 the South Wairarapa District Council made its playgrounds smokefree areas, and both the Masterton and Carterton District Councils are considering initiatives to make all recreational areas smokefree.

Case study 4: Queenstown

In November 2006 the Queenstown Lakes District Council adopted a policy to make all playgrounds and swimming pools smokefree following a submission from the Wakatipu Youth Council. The District Council will review its smokefree playgrounds and swimming pools policy in November 2008 to decide whether the policy should be extended to include sports fields.

Case study 5: Gisborne/Tairāwhiti

The Gisborne City Council has instituted a policy making all parks smokefree and is introducing the policy gradually by focusing on well-used parks. The council is working with two local sporting codes to make their games smokefree as a way of bringing in the policy.

Case study 6: Hawke's Bay

The Hawke's Bay and Chatham Islands Smokefree Coalition comprises a number of organisations working together to approach four councils in their area seeking implementation of smokefree public places policies. All four have indicated their

acceptance of the Coalition's submissions and implementation planning began in August 2007.

Case study 7: Ashburton

The initiative to make Friedlander Park smokefree on World Smokefree Day 31 May 2007 originated with some Hampstead School primary school pupils who worked closely with the Ashburton District Council. It is expected the council will extend the smokefree policy to other parks and reserves after a favourable public response was received to one smokefree playground.

Case study 8: Timaru

As a World Smokefree Day initiative (31 May 2006), the Timaru Smokefree Committee decided to hold a family fun day at West End Park and make the playground smokefree for the day. This event was part of local action to encourage the Timaru Council to develop a smokefree playgrounds policy.

Case study 9: Invercargill

In May 2006 the Invercargill City Council established Surrey Park Children's Playground as smokefree following an initiative from council staff.

Case study 10: Westpac Stadium (Wellington)

Westpac Stadium has been smokefree since its opening in 2003. While spectators needed some initial education about the stadium's smokefree status, they now accept the policy and there is high compliance.

Case study 11: Mt Smart Stadium (Auckland)

In 2007 the Vodafone Warriors introduced smokefree seating areas to their home ground. In response to public demand, the Vodafone Warriors management saw the opportunity to act as smokefree role models and to promote the value of being smokefree to young people.

1 Case study: South Taranaki

1.1 Background

South Taranaki District Council's smokefree parks policy, introduced in May 2005, was the first in New Zealand. The council actively discouraged people from smoking in parks and playgrounds.

The idea for developing a comprehensive smokefree environments policy that included encouraging smokefree public spaces came initially from discussions among council staff



on how the council could demonstrate positive leadership within the community. It reflected the council's strategic direction of creating a smokefree lifestyle in South Taranaki as desirable and the norm through the protection of children's health and the environment.

The policy contributes to achieving Taranaki Regional Community Outcomes that include 'a region that provides a safe, healthy and friendly place to work, live or visit'.

Specifically, the policy contributes to the district's community outcomes that:

Our natural environment is continually enhanced through programmes which reflect our community's sense of kaitiakitanga (caring and protection).

All residents are able to access the health services, education and information they want.

Our residents feel safe in their homes and in their communities.

The council takes an active role to provide information to the public on smokefree legislation and related health issues. It works with the local District Health Board (DHB) and other health-related agencies to make sure information about smokefree legislation, the health impacts of smoking and exposure to second-hand smoke, and advice on how to quit smoking are accessible to the community.

It ensures all employees and contractors follow its smokefree policies, e.g. contracts for people working in the council's parks state they cannot smoke there.

1.2 Implementation

1.2.1 Preliminary informal discussions involving mayor and councillors

The group manager, community services and development discussed the idea for smokefree parks with the mayor and councillors over a number of months at already established informal meetings.

1.2.2 Writing a policy incorporating research and current best practice

The group manager was commissioned to research and develop a draft policy for consideration by the council. The report found exposure to second-hand smoke was a considerable health risk to children and that children and young adults whose role models are smokers are more likely to become smokers themselves.

It was recognised that the creation of smokefree public spaces needed to focus on educating the public and gaining public support for the idea, rather than following an enforcement approach.

1.2.3 Adoption of policy by council

A draft policy incorporating 'best practice' from New Zealand and overseas and ideas from the mayor and councillors was submitted to council, along with costing estimates, and adopted to become effective in May 2005.

The policy was solely a council initiative and was an example of the South Taranaki District Council taking a positive leadership role in public health and public health education.

The adopted policy was immediately placed on the council's website.

1.2.4 Policy wording

Council-owned swimming pools

All council-owned swimming pools are designated smokefree areas, including the outdoor area surrounding the pools. Appropriate signage will be displayed at the entrance of each pool and inside the grounds of each swimming pool.

Council-owned enclosed public spaces

All council-owned enclosed public facilities, such as public halls, are smokefree. Appropriate signage will be clearly displayed and a cigarette butt receptacle will be provided outside all public halls.

Council-owned parks and playgrounds

The public will be asked to refrain from smoking in council-owned playgrounds and parks. Signage will be displayed at the entrance to parks and by the children's playground area asking people to refrain from smoking. Messages on the signage will focus on the positive rather than the punitive.

1.2.5 Budget

The only costs involved in implementing the new policy were the construction and placement of new signage. It was agreed that at least one new sign would be placed in all parks, with further signs added each year. Signage in council facilities would be reviewed and updated as appropriate.

1.2.6 Signage

It was decided that one simple message would be used on all signage for parks, stating: *This park contains fresh Taranaki air. Please do not smoke in our parks.* The Smokefree and Cancer Society logos were included on the signage for credibility.

1.2.7 A partnership approach

As the policy was developed, the council worked in partnership with the HSC and the Cancer Society.

1.2.8 Timing and Launch of the policy

The project was developed over five to six months. The policy was officially launched on World Smokefree Day, 31 March 2005. A photo shoot was organised and a media release distributed to newspapers and local radio stations.

1.2.9 Use of media

A local communication strategy was adopted that included press releases, radio interviews and responses to the print media. The policy created considerable local and national media interest. There was some criticism of the council for 'taking political correctness to a new level', which provided opportunities for advocates to respond and point out key messages.

1.3 Evaluation

The community was positive about creating smokefree public spaces and very few people choose to smoke in the parks and playgrounds. In 2006 a small survey was undertaken of people using the parks. Fifty percent of those who were surveyed were smokers and 90 percent of those surveyed supported the smokefree policy.

1.3.1 Support from tangata whenua

Buy-in and participation from tangata whenua has been enthusiastic as the policy is about the protection of children and the environment and aligns well with Māori health promotion. The council's Iwi Liaison Committee works regularly with the four South Taranaki iwi, all of whom firmly endorsed the policy. Strong support also came from the Māori organisers of *Paepae in the Park*, an annual cultural event for Waitangi Day.

1.3.2 What worked well

A positive approach

A positive approach that seeks voluntary compliance and invites and encourages smokers to make outdoor spaces smokefree has been very successful. The policy deliberately did not reinforce the health risks or anti-social nature of smoking or have any punitive enforcement action. This encouraged smokers to act responsibly.

Timing

The South Taranaki District Council believes the timing of the policy introduction was appropriate. The implementation of new smokefree legislation in 2004 had established the concept of public areas such as sports clubs, bars and restaurants being smokefree and any initial resistance to smokefree areas had dissipated.

Launching the policy on World Smokefree Day in May 2005 gave a focus that assisted in attracting national media coverage.

Wording of the signage

The signage developed was catchy, positive and appealed to people in South Taranaki.

2 Case study: Upper Hutt

2.1 Background

In early 2006, the Upper Hutt City Council became the second council to approve a policy making all parks and reserves smokefree. The initiative built upon earlier work done by health promoters and sports clubs.

In 2004, Regional Public Health in the Hutt Valley was approached by the junior development officer of the Rimutaka Rugby Club about ways the two organisations could work together for the benefits of young rugby players in Upper Hutt.



Regional Public Health agreed to provide weekly 'smokefree player of the day' awards to young players and the club agreed to declare its sports grounds smokefree for junior rugby, and to promote the policy to players, parents and spectators.

There was some initial concern about the effect smokefree sports grounds would have on spectator support levels. Results, however, were very pleasing, with the young players 'taking ownership' of the concept and endorsing it to their parents and other spectators. No problems with spectators smoking were reported, there was no drop in support for games, and the Rimutaka Rugby Club reported the initiative had been very successful in delivering the smokefree message to children.

The success of smokefree junior rugby provided an opportunity for health promoters in Upper Hutt to approach the council's parks and services staff with the suggestion that all parks and reserves become smokefree, as had happened in South Taranaki.

The council's community services manager was commissioned to undertake research into the health and social benefits of smokefree policies so a sound and well-reasoned proposal could be put to the council.

As part of her research, the community services manager spoke with representatives from Regional Public Health and, together, a number of benefits of smokefree environments were identified, including the obvious benefits to health and a reduction in litter.

The most important social benefit was positive role-modelling to children and young people. A smokefree parks proposal¹ was put forward to the council based on the idea that it is incongruous to encourage recreation in parks, especially involving children, when parents and other adults are smoking on the sidelines. The proposal stressed the environmental reasons that caused young people to smoke, particularly that children who see adults smoke are more likely to think smoking is 'normal' behaviour.

It was suggested by council staff that any smokefree policy should be educative in nature rather than punitive. This addressed any potential concerns councillors might have over policing of the policy.

2.2 Implementation

Various agencies worked together to assist the Upper Hutt City Council in implementing the policy, including Regional Public Health, HSC and the Wellington Division of the Cancer Society. The short timeframe for implementation made it necessary to secure the services of a communications/publicity company. The public relations company developed the implementation plan, implemented much of it, and also ensured all parties kept to schedule. A media and promotions plan was developed to ensure the public were informed about the policy.

The smokefree parks policy was implemented on 31 May 2006 (World Smokefree Day) with communications and implementation work starting approximately two months prior.

Development of project plan

An initial meeting was held and attended by all stakeholders. A project plan was then developed, which included a timeline, identified risks and allocated tasks and areas of responsibility.

Determining costs and budget

Early in the planning stages costs were determined and allocated to the appropriate organisation. Significant costs were signage, communications and an advertorial page in the *Upper Hutt Leader*.

Developing and arranging signage

Signage was identified as an early priority as it needed to be in place when the policy came into effect. Groups contributing to the cost of the signs were the Hutt Valley DHB, Valley Primary Health Organisation (PHO), the Cancer Society, HSC and the Upper Hutt City Council.

¹ See Resources folder: Submissions/Submission Upper Hutt March 2006.pdf.

Wording based on that used by South Taranaki was adopted: *This park contains fresh Upper Hutt air. Please do not smoke in our parks.*

Identification of key messages

The key messages identified formed the basis of all communications and were agreed upon early by all parties. Some of the main key messages included that smokefree parks are 'about the kids' and were an opportunity for adults to be smokefree role-models, and that the new policy was not about punishing smokers, but about smoking in appropriate places.

Frequently-asked questions

A frequently-asked questions document was prepared that summarised the issues and reasons behind the policy and formulated key messages into ready-to-use phrases and quotes.

Summary copy

This was a document with a series of short paragraphs that covered the rationale and key messages of the smokefree parks initiative. This was then easily adapted for flyers and short articles, website text and school newsletters.

Media champions

In order to help sell the message to the public, a small group of media champions was identified and approached.

These included the president of the Rimutaka Rugby Club (which had already made its grounds smokefree), a school principal, an Upper Hutt city councillor and former smoker, a representative of the local marae, and the manager of community services, South Taranaki District Council.

They were carefully selected to appeal to various groups within society as credible advocates for smokefree environments. Each was approached and asked for a file photo and a quote or two in favour of the move to smokefree parks. At times the champions were provided with pre-written quotes they could either choose as their own or adapt. The quotes and photos were used in the advertorial page of the *Upper Hutt Leader* and in media releases.

Main media spokesperson

Upper Hutt City mayor Wayne Guppy was chosen as the main media spokesperson for the move to smokefree parks and was briefed on the key messages.

Unpaid media

A media release was developed and sent to radio, television, national/regional papers, and some selected community papers. This was followed up with calls to reporters and radio/TV producers to 'talk up' the story and encourage coverage.

In particular, talkback radio was targeted, with the mayor interviewed on *Newstalk ZB* a few days before implementation. Smokefree parks were also discussed on *Newstalk ZB* talkback on the day of implementation and radio stations promoted smokefree parks on their free public service announcements.

Other activities included pre-writing letters to the editor in support of smokefree parks. These were based on key messages and given to supporters to submit.

Paid media

A full page was purchased in the *Upper Hutt Leader* for the edition that (fortuitously) came out on World Smokefree Day, the day of implementation. This page consisted of a brief explanation of why Upper Hutt parks were becoming smokefree, questions and answers about the benefits of smokefree parks, and quotes from media champions accompanied by their photos.

Professionally-designed flyers were distributed to sports clubs, swimming pools, libraries and council buildings.

A photo-shoot was organised with the mayor and some local children playing soccer in a local park. Photos were taken and used in the advertorial. The media was also invited to the photo-shoot and it was attended by the *Dominion Post*. The children and the mayor wore Smokefree shirts supplied by the HSC. The mayor was well-briefed in key messages and was able to cover these clearly when speaking to reporters.

Purchasing a page in the *Upper Hutt Leader* was seen as very effective because it guaranteed the right messages were expressed, rather than relying on reporters' interpretation of the initiative.

2.3 Evaluation

The short timeframe for implementing the initiative meant there was not enough time for formal evaluation to be built into the planning for smokefree parks. However, the Upper Hutt City Council was keen to monitor how well smokefree parks were accepted by the community and has received no negative feedback. There have been no reported cases of people breaking the ban by smoking in parks and reserves.

SMOKES study

In October 2007, a report commissioned by Upper Hutt City Council and the Cancer Society of New Zealand and carried out by medical students at the University of Otago, Wellington was released. The focus of the study was predominantly on the effects of smoking around children in outdoor areas.²

The students surveyed park users, observed smoking behaviours in the park, quantified cigarette remnants and assessed signage in three of the larger Upper Hutt parks – Maidstone, Harcourt and Trentham.

The study found that among both smokers and non-smokers there was a great deal of community support for the Upper Hutt Smokefree Parks Policy. Eighty-three percent of park users thought having such a policy was a good idea. Of smokers surveyed, 73 percent agreed it was a good idea.

Media monitoring

Media clippings were monitored via a professional clippings service following implementation.

2.3.1 What worked well

Public acceptability

Smokefree parks seem to have been readily accepted by the people of Upper Hutt. Selling the message effectively is important as vocal opposition about smokers' rights etc undermines the message that children should be protected from the influence of adults' smoking.

Therefore, the work put into conveying the message to the public was deemed time well-spent. This included the full page advertorial in the *Upper Hutt Leader*, which featured credible media champions who appealed to various community sectors.

Media promotion

Calling the media after issuing the press release also worked well. Reporters can miss the significance of stories sent to them, or be unaware of media releases. Contacting reporters and talking to them about why the story is important, relevant and interesting helps secure coverage.

By using media releases, personal contact with the media, and a limited amount of paid advertising, considerable media coverage was generated.

² See Resources folder: Reports/Smokes 2007 Smoking Outdoors in a Kids Environment UH October 2007.pdf

Main spokesperson

Having the mayor as a main spokesperson was very beneficial as his high public profile helped secure media attention. He was also genuinely supportive of the initiative.

Professional communications

The communications/publicity company had experience working in tobacco control, which meant time and expense was not needed to bring them up to speed.

Frequently-asked questions

Preparing a frequently-asked questions document helped summarise the issues and rationale, and formulated key messages into ready-to-use phrases and quotes. It helped ensure everyone in the team, and everyone speaking to the media, understood and discussed the issues in the same way. It was also useful as something to hand out to interested parties as it contained details additional to those included in media releases and short articles. Lastly, it anticipated and answered questions and negative arguments that could potentially be advanced by members of the public or the media.

2.3.2 What didn't work so well

Short implementation time

Two months for implementation was a short timeframe and some matters had to be rushed at the end, such as signage. A number of groups were involved in contributing to signage costs, so agreeing on wording took longer than anticipated, which delayed production.

Date of launch

While 31 May (World Smokefree Day) seemed an appropriate date for official launch of the policy, there were some drawbacks. World Smokefree Day is typically a time when other smokefree initiatives were also being publicised, meaning Upper Hutt smokefree parks had to compete for media attention on the smokefree issue.

3 Case study: Wairarapa

3.1 Background

3.1.1 The Wairarapa Smokefree Group

The Wairarapa Smokefree Group is made up of health promoters from the Wairarapa District and includes representatives from the District Health Board (DHB), Primary Health Organisation (PHO), Heart Foundation, Wairarapa Cancer Society, Whairoa Whanui, Plunket and Sport Wairarapa.

While exploring a focus for World Smokefree Day 2006, the Wairarapa Smokefree Group approached the South Wairarapa



District Council with the idea of a local council making play areas, parks and sports grounds smokefree.

3.1.2 Request to council

The proposal was initially rejected, as the council believed current smokefree legislation did not provide the legislative framework to develop bylaws about making parks smokefree. The council was also concerned about the level of resourcing required to monitor and enforce smokefree parks.

The Wairarapa Smokefree Group provided information about how other councils had addressed the issues of making recreational areas smokefree with a voluntary compliance policy.

The mayor considered this information and elected to take the issue back to council. In April 2006 the council adopted a policy that encouraged people to make all playgrounds in the area smokefree.

3.2 Implementation

The council constructed eight new signs and placed them in the four children's playgrounds. A media release was sent out and an interview and a photo opportunity with the mayor organised. The launch of the policy and the introduction

of the new signage was featured in the two local newspapers, the *Wairarapa Times-Age* and the *Wairarapa News*.

The mayor was the council spokesperson for the policy and helped focus media attention on giving smokers the opportunity to be positive role-models for children and to de-normalise smoking.

3.3 Evaluation

The council has been unable to commit resources to monitoring the success of the policy, but no negative publicity or communication has been received.

3.3.1 What worked well

The involvement of the Wairarapa Smokefree Group worked well and they have continued to update the mayor about the issue. This has allowed the mayor to remain well-informed and convey clear messages to the media.

The wording of South Taranaki District Council signage was thought to be positive and encouraged smokefree behaviour and pride in the local area. South Wairarapa District Council staff therefore adopted this wording, which appears to have encouraged compliance with the request not to smoke in playgrounds.

3.3.2 What didn't work so well

Initially, the Wairarapa Smokefree Group asked South Wairarapa District Council to consider developing a new smokefree bylaw. The council declined, believing smokefree legislation did not provide an adequate framework to develop such a bylaw. Going through this process delayed the introduction of a policy encouraging voluntary compliance.

3.3.3 The future

It remains on the agenda of the South Wairarapa District Council to extend the smokefree policy to other recreational areas.

In September 2007 the Carterton District Council voted to place signage encouraging people to refrain from smoking in parks and playgrounds. The signage is expected to be in place before the summer school holidays.

The Masterton District Council is in the process of adopting a smokefree policy in respect of its parks and reserves. It expects the policy to be included for discussion in the 2008 Annual Plan process and adoption in the 2008-2009 Annual Plan.

4 Case study: Queenstown

4.1 Background

Early in 2006, the Wakatipu Youth Council asked the Queenstown Lakes District Council to demonstrate positive role modelling to young people by making playgrounds, sports fields and swimming pools smokefree.

Individuals from the Youth Council gathered information from Public Health South and the Cancer Society and developed a presentation to deliver to the council emphasising that the more young people see smoking around them, the more normal it appears, and the more likely they are to become smokers.

The presentation also considered the health risks of second-hand smoke and the fact that young children do not have the opportunity to move away from environments where adults and caregivers smoke.

The Community Services Committee directed a council officer to research and present a paper for discussion at a full council meeting.³ The council officer sent three letters asking community groups to comment on the proposed smokefree policy. When no responses were received it was assumed there was no opposition to the proposed policy.

The council officer used the internet to research where smokefree outdoor places had been introduced, both in New Zealand and overseas, and included information about positive public reactions to them in the paper developed.

The paper also indicated that Public Health South and the Cancer Society wished to support the council in adopting smokefree policies in areas where children gather.

The paper recommended any policy adopted by the council rely on voluntary compliance.



4.2 Implementation

In November 2006 the Queenstown Lakes District Council made council-owned playgrounds and swimming pools smokefree. The council decided not to include

³ See Resources folder: Submissions/Submission Queenstown November 2006.pdf.

sports fields in the smokefree policy as some councillors felt such a move would be 'draconian' and unenforceable.

4.2.1 Signage

The council sought permission and adopted signage similar to that used by the South Taranaki District Council.

In late 2007 and 2008, new smokefree signage will be placed in playgrounds as part of a council playground upgrade process. Signage in playgrounds and swimming pools will be replaced with the new signage as it is updated. Costs for new signs will be covered by the council budget set aside for planned work in playgrounds.

4.2.2 Media coverage

The story was covered by the *Lake District News*, the *Otago Daily Times* and the *Southland Times*. No negative feedback to the policy has been received through any media.

4.3 Evaluation

4.3.1 What worked well

The request for the new smokefree policy coming from young people

The Wakatipu Youth Council raised the issue of smokefree public places from the perspective of young people. Their professional presentation and approach gained an immediate positive response from councillors and began the process that resulted in a new smokefree policy being adopted.

Introducing a smokefree policy that required voluntary compliance

Councillors decided there was no legislative framework to establish a bylaw to make playgrounds and swimming pools smokefree, but they were able to accept a policy based on voluntary compliance. Other New Zealand councils were reporting high levels of compliance with smokefree playgrounds and swimming pool policies and this was a factor in persuading councillors that such a policy could also be successful in Queenstown.

4.3.2 The future

The Queenstown Lakes District Council will monitor smoking in playgrounds and swimming pools to see how the public is responding to the smokefree policy.

The council plans to review the policy in November 2007 and consider extending it to include sports grounds.

5 Case study: Gisborne/Tairawhiti

5.1 Background

In November 2005, the Gisborne District Council implemented a 'smokefree in the community' policy that required all council-run and sponsored events, all parts of patrolled beaches, and all council lands or reserves that cater for children's sports or activities to be smokefree while those activities are taking place.

This policy built on the council's 'smokefree in the workplace' policy.

The council is working with local sports organisations that use council lands and reserves and organise touch rugby and rugby league to ensure grounds are smokefree. For touch rugby, 2007 is the second season with a smokefree grounds policy, and the policy appears to have been accepted by players and spectators. Officials have a planned enforcement procedure but have not had to use it.

Te Tairawhiti Rugby League introduced a smokefree grounds policy in 2007 that has been monitored since its inception and reported on to the council and Te Tairawhiti DHB. A dramatic drop in spectator smoking has been reported and the policy has been described as 'well received'.

The Gisborne District Council states as the basis for the policy 'Council recognises that exposure to second-hand smoke is a significant health risk'.

The strategy fits within the council's long-term community outcome of:

Creating a safe and healthy haven

and particularly within the community outcomes:

Communities are proud of their environment and willing and able to care for it in future generations.

People are well and active.

The smokefree policy is seen as part of a raft of measures in place to address the effects of smoking on the health of those living in Te Tairawhiti. A number of these initiatives are led by the Tairawhiti District Health Board (DHB), which works closely with the council on public health matters.



5.2 Implementation

Early in 2006 the Tairawhiti DHB – on behalf of Tahī Toa Mano (TTM), the Tairawhiti Smokefree Providers Network – approached the council and suggested they work collaboratively on providing signage and supporting people to respect the smokefree status of parts of parks and reserves where children congregate.

A committee consisting of four council staff and the public health unit health promoter from the DHB met regularly to discuss how the increased signage should be introduced.

5.2.1 Signage

The signage developed was based on that used in South Taranaki and reads: *This park contains fresh Tairawhiti air. Please do not smoke in our parks.*

The Tairawhiti DHB funded ten of these signs erected on five strategic sites used by local sports organisations.

Twenty-four signs sponsored by HSC were erected at 20 parks. In addition, 150 Smokefree/Auahi Kore metal signs have been placed at entrances to toilet blocks in most sports grounds and parks.

5.2.2 Media coverage and spokesperson

Local newspapers and radio provided media coverage of the launching of the new smokefree signage at the sports ground the Oval. Tairawhiti DHB used the services of a media consultant to write media articles, coordinate media opportunities and ensure they were picked up by local media. Council staff informed the local paper there would be a photo and interview opportunity with the mayor and a newspaper reporter and photographer attended the event.

5.2.3 An approach to implementing a policy to make sports grounds smokefree/auahi kore

The council, the DHB and TTM were aware that, in the Tairawhiti area, there is a strong culture of smoking and consuming alcohol at sporting events. In 2006 it was decided to focus on two sports – touch rugby and rugby league (both of which received council support) - and work with them to make their sports events smokefree/auahi kore.

5.2.4 Touch rugby

The Tairawhiti DHB entered into a contract with Galaxy Touch Module, which organises touch rugby in Tairawhiti. The organisation developed a smokefree/auahi kore policy that included making matches smokefree, monitoring smoking at matches and enforcing the policy by asking anyone smoking to leave the ground.

The new smokefree/auahi kore status of the grounds was indicated to all teams that came to register at the beginning of the season. Referees wore Smokefree vests and rugby balls and prizes carried the Smokefree/Auahi Kore logo.

A media release was developed that explained the new status of the games. The organisation made it clear to players and spectators that it was going to enforce the new status of the grounds and individuals found drinking or smoking would be asked to leave the ground.

Initially some areas on the sports ground had been designated as smoking areas, but after a couple of weeks it was decided to remove these as children could see adults smoking in these areas. When this was explained to the smokers they accepted that they needed to move off the sports ground if they wanted to smoke.

For the first few weeks of the season people from the smoking cessation group Turanga Health were at the grounds and about 10 touch supporters asked to join their cessation programme.

Focusing the smokefree message on the positive aspects of looking after the health of the whānau, not placing kids in smoking environments, and showing by example that smoking is unacceptable gave people reasons to support a smokefree/auahi kore environment.

Indicating that the policy would be enforced and that those who smoked would be asked to leave the grounds was accepted as a helpful reinforcement of the message.

5.2.5 Rugby league

In 2007 Te Tairāwhiti Rugby League Association developed a smokefree/auahi kore policy which focused on making grounds smokefree/auahi kore during rugby league matches and educating players and supporters.

Rugby League is actively promoting a healthy living, whānau hauora or 'wellbeing' approach. Te Tairāwhiti Rugby League Association has developed a code of conduct for players and supporters that outlines the hauora approach that encompasses the no smoking, drinking, drug-taking or violence policy. Those participating in the sport as players or spectators must accept this code of conduct.

The smokefree/auahi kore message is promoted over the public address system at regular intervals during games. Players and supporters are reminded of the policy by signage at the grounds and on the toilet blocks.

All referees, committee and board members wear Smokefree t-shirts or vests at rugby league games.

An end of season evaluation showed that in 2007 Rugby League was smokefree in seven different parks in the Tairāwhiti East Coast region.

Promotion of Rugby League's smokefree, alcohol, drug and violence free policies via the media prepared supporters for the smokefree status of games. However on day one of the season a small number of smokers were approached and the smokefree policy was explained to them. All the smokers were then happy to comply with the policy.

Over subsequent weeks no more than four people were observed smoking at any game. When approached these people responded positively and either stopped smoking or moved away from the grounds to smoke. Officials were not required to take any enforcement action.

5.3 Evaluation

5.3.1 Overall voluntary compliance with the 'smokefree in the community' policy

Although the council does not currently monitor numbers of people smoking or not smoking, there is a general consensus that compliance is high at events sponsored, partially sponsored or supported by council. Compliance is relatively high at events held in parks and playgrounds, but it is believed there is a lower level of compliance when people are using these facilities without the attraction of a specific event.

5.3.2 What worked well

Although the working committee did not establish a formal evaluation process, a number of things have been identified as working well. These include the collaborative approach between the Gisborne District Council and Te Tairāwhiti DHB, and using local sports organisations to promote, monitor and enforce the smokefree/auahi kore status of sports grounds

Providing local sports organisations with support to develop, promote, monitor and enforce a smokefree/auahi kore policy has also been successful.

6 Case study: Hawke's Bay

6.1 Background

The Hawke's Bay and Chatham Islands Smokefree Coalition comprises the Hawke's Bay District Health Board's (DHB's) public health unit, the local branches of the Cancer Society of New Zealand, Asthma Foundation and National Heart Foundation, the Hawke's Bay Primary Health Organisation, and a number of local sporting, health and youth groups.

The Coalition approached the Central Hawkes Bay District Council, the Napier City Council, the Wairoa District Council and the Hastings District Council with a submission⁴ to make all their playgrounds, parks, swimming pools and sports fields smokefree.



6.1.1 Preparatory lobbying

To prepare councillors and encourage responsiveness, one of the core members of the Coalition prepared a regular *Communications Update* which was sent each month to councillors, appropriate council staff and Members of Parliament. These outlined what was happening locally in terms of tobacco control, what successes there had been in other districts, and contained other persuasive information about the benefits and desirability of smokefree public places policies.⁵

The updates were kept brief so they could be read quickly and included photocopies of relevant media articles about tobacco control both internationally and in New Zealand. Councillors who the group believed to be supportive were particularly targeted.

6.1.2 Approaching councils

The Coalition met with a DHB employee who had worked within council for many years and was very familiar with the submission process. She advised that the best approach to take when preparing a written submission was to:

- keep it succinct

⁴ See Resources folder: Submissions/Submission Hastings May 2007.pdf.

⁵ See Resources folder: Letters to Councils/Communication Update for Local Councils February 2007.pdf and Communication Update for Local Councils June 2007.pdf.

- make your intention clear in the first few paragraphs
- attach supporting information as an appendix rather than include it in the body of the submission
- rather than inundating council with individual submissions from each Coalition member organisation, prepare one submission and attach letters of support from each organisation.

The core submission planning group consisted of representatives from the Hawke's Bay DHB, Cancer Society, National Heart Foundation, PHO, and Choices (a Māori Health provider).

A separate submission was sent to each of the region's four local councils – Central Hawke's Bay District Council, Wairoa District Council, Hastings District Council and Napier City Council – and the Coalition requested opportunities to speak to each submission.

It was found that all four councils had taken the time to read the submissions and the questions asked of the Coalition were well-thought out and, at times, challenging. They asked, for example, about the evidence base for smokefree parks reducing smoking and whether signs were an effective deterrent.

Eventually all four councils voted to make their recreation areas smokefree following a voluntary compliance policy.

6.2 Implementation

A draft implementation plan was presented to all councils with the expectation that an implementation process should be in place by December 2007.

6.3 Evaluation

6.3.1 What worked well

The implementation process is continuing, but a number of things have helped with successes to date.

Speaking to the submission process was deemed to be of critical importance and a number of key points were noted; in particular the quality of speakers:

- the Coalition organised a community paediatrician and medical director to speak to the submissions and they were knowledgeable and persuasive
- local personnel were also involved in the speaking process so that community links could be established. For each council, the Coalition sought out somebody local who understood the issues, had a drive for tobacco control and who could speak from a local perspective.

Getting inside advice from someone familiar with council processes was an advantage as they could be consulted about the best approach.

Costs and enforcement were also prime issues. The Coalition believed its success was helped by continually stressing the voluntary/educative nature of the policies and by having found stakeholders willing to contribute to signage costs.

6.3.2 What didn't work so well

While the written submission was very highly rated and received favourable comment from council, the Coalition believes it would have been better not to have included the word 'ban' in its early approaches. The word suggests enforcement in council eyes and although it was repeatedly noted that the policy was educational and not enforcement based, the word 'ban' did tend to stick in some councillors' minds.

6.3.3 The future

It is planned that there will be community consultation in January and February of 2008, with signage installed in May 2008 and celebration and official acknowledgement on World Smokefree Day 2008.

The same signage will be used in all four localities. The Coalition will contribute to the financial cost of purchasing appropriate signage.

7 Case study: Ashburton

7.1 Background

Students from Hampstead School presented a submission to the Ashburton District Council's 2006 Youth Forum on 21 October 2006 requesting the council make all playgrounds smokefree.

The council received a joint letter of support for the students' submission from the Canterbury DHB and the Cancer Society.

Council staff researched the feasibility of implementing a smokefree playground policy and prepared a discussion paper that indicated that any policy implemented would be better to rely on public support and voluntary compliance rather than taking a bylaw approach.

The council accepted that smokefree children's playgrounds provide healthy spaces for children and positive role modelling.

The council accepted that the policy fitted within their LTCCP community outcome of *'healthy and active people enjoying a good quality of life in a caring and safe community'*.

A further outcome of *'young people are supported to lead healthy and safe lives and be active participants in community life'* is reflected in the students' participation in a council-initiated youth forum and the council's immediate response to the students' submission.

The council decided to use an incremental approach by creating one smokefree playground in Friedlander Park to see how the public would respond. Other playgrounds and parks would be made smokefree in the coming year if the public was supportive.



7.2 Implementation

A committee was established to implement the policy. Members included health promoters from Community and Public Health, the local PHO and the Cancer Society, an Ashburton district councillor, a representative from the local youth council, the Hampstead School principal and the local public health nurse.

7.2.1 Signage

The committee agreed on signage to be erected at Friedlander Park. The smokefree logo and the wording *Welcome to our smokefree playground* was incorporated into a single sign that outlines other regulations about using the playground.

7.2.2 Launch on World Smokefree Day 2007

The launch of a smokefree Friedlander Park playground was on World Smokefree Day, 31 May 2007. The event was very successful and was attended by a number of health organisations, the mayor, and most councillors.

7.2.3 Media coverage

The initiative had already received media coverage from local newspapers *The Guardian* and *The Courier*. This media coverage resulted from reporters attending the February council meeting.

For the World Smokefree Day launch, media coverage was sought on local radio and in local newspapers. A media release was prepared and reporters invited to attend the launch event.

Community news slots on local radio were used to promote the launch and the HSC's radio advertisements produced for World Smokefree Day were played on local radio stations.

The playground and its smokefree status featured in *The District Diary*, the council's six-weekly newsletter to the public.

7.2.4 Information gathering

Hampstead School, through its principal and Board of Trustees, has accepted the role of gathering information about the public's response to the smokefree playground and the possibility of creating other smokefree playgrounds and parks.

A school survey indicates a high degree of support for the creation of smokefree areas where children congregate.

7.3 Evaluation

7.3.1 What worked well

Things that worked well included students leading an initiative for smokefree playgrounds through the youth forum, the Ashburton mayor and councillors' support for making playgrounds smokefree, the use of a committee with representation from council, public health groups and Hampstead School, the ongoing involvement of Hampstead School and council's willingness to trial a policy based on public support.

7.3.2 The future

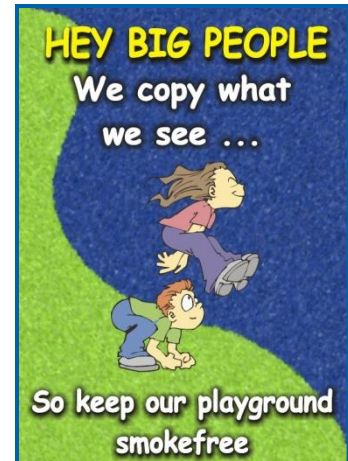
The mayor, councillors involved in the Friedlander Park initiative, health promoters and the school community all believe the success of the smokefree policy at Friedlander Park will lead to the council extending the policy to other playgrounds and parks.

8 Case study: Timaru

8.1 Background

As a World Smokefree Day 2006 initiative, the South Canterbury Smokefree Committee decided to hold a family fun day at West End Park and make the fenced-off playground smokefree for the day. The committee included representatives from the Heart Foundation, Community and Public Health, Māori SIDS, Plunket, the Cancer Society, public health nurses, practice nurses, He Oranga Pai, Timaru Hospital, and the PHO.

The event was promoted in the local newspaper and on local radio. This advertising space/airtime was purchased.



8.2 Implementation

A smokefree playground and family fun day was held on World Smokefree Day to help focus attention on the effect on children of seeing adults smoking around them. The committee developed some smokefree playground signs and trialled them at the fun day.

8.2.1 Using the bylaw submission process

In November 2006 the Timaru District Council invited submissions from the public about issues they considered the council should address by creating new bylaws.

In response to a submission by the South Canterbury Smokefree Committee⁶, the Timaru District Council decided that, under current legislation, there is no legislative framework to frame a bylaw relating to smoking in open spaces and was unwilling to implement a policy of voluntary compliance.

8.3 Evaluation

8.3.1 What worked well

The World Smokefree Day event was attended by more than 200 families. Most of those surveyed favoured the new smokefree signs over the international 'no smoking' sign, with the clear favourite being: 'Hey big people, we copy what we see so make our playgrounds smokefree'.

⁶ See Resources folder: Submissions/Submission Timaru November 2006.pdf.

Comments included:

- very emotive and informative
- they are very explanatory, a picture says a thousand words
- hate people smoking around my children, hate smoke being blown in faces of children
- children are our future, healthy children are our future
- no leftover smoke butts for little ones to pick up
- if children do not see people smoking in these areas then they will not think of smoking
- because children do mirror or copy what they see. If they don't see it, they don't do it.

The trialling of possible playground smokefree signage, the look and feel of the playground smokefree signage, generating publicity about smokefree playgrounds and gaining the support of the mayor and councillors also worked well.

8.3.2 What didn't work so well

Asking the Timaru District Council to make a bylaw creating smokefree playgrounds was unsuccessful as the council felt it would be difficult to establish the relevant bylaw.

8.3.3 The future

The committee believes it needs to wait for a time before revisiting the issue with the Timaru District Council, and has been canvassing candidates' opinions. Different councillors may result in increased support for smokefree public places policies.

9 Case study: Invercargill

9.1 Background

In 2006 Invercargill opened a new velodrome, which was attached to an existing indoor sports stadium and sports offices. It created a well-defined space that encompassed the Surrey Park children's playground.

Council staff realised this presented an opportunity to encourage the public to make the area where children and families congregate smokefree. They presented a proposal to the Invercargill City Council to designate the playground as smokefree.

The proposal indicated that council could not enforce the smokefree status of the playground and that voluntary compliance from the public would be required.

9.2 Implementation

In May 2006 the Invercargill City Council adopted a smokefree status for the Surrey Park playground. The council took a low-key approach and in June 2006 smokefree signs were placed at the two entrances to the park. The signs are the standard smokefree signage obtained from the HSC.

The Invercargill City Council did not seek any publicity about making the Surrey Park playground smokefree. A local paper, the *Southland Express*, ran an article about the smokefree status of the playground on 22 June 2006.

The council's parks manager was responsible for creating the smokefree children's playground and was also the spokesperson for publicity about its smokefree status.

The playground has been smokefree since June 2006 and this has not generated any further positive or negative media coverage.

9.3 Evaluation

Although there is no formal evaluation process, council staff believe the area is smokefree, with a high level of voluntary compliance.

9.3.1 What worked well

Invercargill City Council recognised the opportunity to trial a smokefree children's playground and council staff took the initiative and presented a well-researched proposal for a smokefree policy to council. The council adopted their recommendation to make the Surrey Park children's playground smokefree.

9.3.2 What didn't work so well

There is no formal evaluation process to assess voluntary compliance with the smokefree status of the Surrey Park children's playground.

Organisations using council parks are not required to present information about the level of smoking at their events and council staff do not monitor smoking levels at these events.

The lack of monitoring and evaluation reduces the council's ability to assess the public's compliance with smokefree policies in the playgrounds.

9.3.3 The future

The Invercargill City Council has discussed making all parks and playgrounds smokefree.

The council is encouraging any organisation that runs an event in a park facility to make the event smokefree. However, they have not adopted this as a formal policy. It is taking a cautious approach to expanding its smokefree parks policy, judging the response of the public to current smokefree initiatives before introducing a comprehensive policy that relies on voluntary compliance.

10 Case study: Westpac Stadium (Wellington)

10.1 Background

The opening of a stadium is the chance to develop a new culture or tradition. When policies were being developed for the Westpac Stadium the management team, led by the then chief executive officer Fran Wilde, took the opportunity to create a sports stadium that was smokefree.

Management was interested in attracting a wider group of people to watch sport and wanted a culture that established better practices around responsible food and alcohol consumption. Being smokefree was seen as likely to attract a wider group of patrons and as a way to 'grow the game'. Pre-launch media publicity in newspapers, on radio and on television was used to ensure spectators were prepared for the policies in place at the new stadium. People purchasing season tickets and corporate box holders were informed of the stadium's new smokefree policy.

10.2 Implementation

Initially smoking was permitted in the stadium's corporate boxes, but after the Smoke-free Environments Amendment Act 2003 took effect, patrons were only able to smoke in the designated smoking areas on the concourse outside the main stadium area.

Management anticipated that, especially in the first year, they would need to promote their new policy, educate the public about the reasons for the policies and then enforce them.

10.2.1 Making spectators aware the stadium is smokefree

Key features of the stadium's policy, including the smokefree status of the stadium and where to find the designated smoking areas, are communicated in the public address announcements. Reminders are played before the game and during half-time breaks. The message is part of a friendly recording with the smokefree section as follows:

In addition to smoking being really, really bad for you, it is also banned in the stadium. If you really have to, smoking is allowed in the area between the turnstiles and the main door to the concourse, or on the emergency exit spiral ramp located between aisles 34 and 35.

Smokefree signage is very visible throughout the stadium and the stadium website clearly states the stadium's policies and smokefree status.

10.2.2 Targeting specific groups in the first year of operation

Certain sports bring in crowds more accustomed to a culture of smoking while watching sport. Stadium management realised they would need to be firm in establishing the smokefree status of the stadium with these groups. They provided sufficient ushers and security staff at these games to request spectators not to smoke and to ask them to leave the stadium if they would not co-operate. The approach was non-confrontational but firm. Staff enforced the policy as part of their regular security work.

10.3 Evaluation

10.3.1 What worked well

Establishing a smokefree policy early in the planning for the stadium

Making an early decision that the stadium would be smokefree enabled some stadium infrastructure to be built recognising the policy. The smokers' area was purpose built, for example, and other features such as glass doors with smokefree messages on them were created.

The smokefree policy was well considered and workable because it was reasoned, non-confrontationally enforced, and provided legitimate areas in which to smoke.

Signage

The smokefree logo was used throughout the stadium.

Planning and implementing a process to educate the public

All pre-launch publicity informed the public that the stadium would be smokefree so 'patron shock' and angry responses were minimised.

From inception, spectators turning up to games have mostly been aware they are coming to a smokefree venue. A recorded message is played over the stadium's public address system so all patrons are aware on arrival at the concourse that they are entering a smokefree area and information is provided about where they can smoke. Signage and messages are used to reinforce the smokefree message.

There is now almost total acceptance of the smokefree status of the stadium and smoking patrons are likely to be asked to stop by other spectators before an usher or security guard can approach them.

10.3.2 What didn't work so well

The area provided for smokers does not provide patrons with adequate protection from bad weather. This can act as a disincentive for some people to move to the smoking area.

11 Case study: Mt Smart Stadium (Auckland)

11.1 Background

During the 2006 NRL season a number of Vodafone Warriors fans approached the team's management and indicated they would enjoy the games



more if Mt Smart Stadium was smokefree. Vodafone Warriors management were receptive to these requests and saw the opportunity to act as smokefree role models and to promote the value of being smokefree to young people.

They realised there was potential for the Warriors to be leaders in their field by promoting being smokefree at league matches. It was noted that NRL stadia in Australia have become smokefree, including Telstra Stadium, Telstra Dome, the MCG, the WACA and ANZ Stadium.

In 2007 the Vodafone Warriors introduced smokefree seating areas to Mt Smart Stadium.

Vodafone Warriors management concentrated on informing patrons about the smokefree status of the stadium before the 2007 season. Patrons arrived at the first game knowing the stadium would be smokefree and have been co-operative from the outset.

The club has received no negative feedback but a significant amount of positive feedback.

11.2 Pre-implementation

Vodafone Warriors management correctly gauged that their fans were ready to accept a smokefree environment and established a smokefree policy in conjunction with the Auckland Regional Council, which administers Mt Smart stadium.

When developing and implementing the smokefree policy the Vodafone Warriors management sought advice and support from the Cancer Society and the HSC. Management also considered the smokefree policies of stadia in Australia and stadia in New Zealand such as Jade Stadium, North Harbour Stadium and Westpac Stadium. They found that the use of good publicity, very visible signage and regular but polite reminders to patrons had been so successful that enforcement of the policy was rarely required.

Management at all stadia reported that the public had become the first line of enforcement. If a smoker lit up in their seat the fans around them asked them to stop smoking or to go to the smoking areas. Ushers or security staff rarely needed to ask fans to leave their seats to smoke and there were no angry scenes that resulted in patron evictions.

The Vodafone Warriors management realised a key aspect to the success of the policies would be to provide smoking areas that are quickly accessible from the stands, comfortable and covered from the weather, and situated where patrons can watch the game.

Support from the Auckland Regional Council and Manukau Rugby Football Union

Vodafone Warriors management took their planned initiative to make Mt Smart Stadium seating smokefree for the 2007 season, and subsequent seasons, to the Auckland Regional Council, which administrates Mt Smart Stadium. The Auckland Regional Council supported the initiative.

It is also supported by Counties Manukau Rugby Football Union who play their Air New Zealand Cup games at Mt Smart.

11.3 Implementation

11.3.1 Media coverage

A comprehensive unpaid publicity campaign around the smokefree seating initiative meant there were 'no surprises' for patrons. Letters were sent to all sponsors of the Vodafone Warriors and to corporate box and season ticket holders, explaining the reasons for the policy and asking for co-operation. Media releases were widely distributed.

The letters and media releases outlined the rationale for making the seating areas smokefree, and repeated key messages such as 'It's all about supporting a smokefree future generation'.

Vodafone Warriors chief executive Wayne Scurrah was quoted as saying:

This is an opportunity for the club to promote a healthy message to its fans.

We want our young fans to know that smoking isn't normal or cool, and that it certainly doesn't help anyone play good sport. It's about setting a good example, and supporting a smokefree future generation.

This initiative is not about telling smokers not to smoke, but about encouraging them not to smoke around others, especially children.

We see it as a part we can play to help bring about a smokefree future generation.

HSC provided all the signage, which was placed around the ground, in the stands and at all entrances to the ground.

11.4 Evaluation

11.4.1 What worked well

Solid research, a collective approach, careful planning

When the Vodafone Warriors management and Auckland Regional Council decided to proceed with making seating smokefree at Mt Smart Stadium, they developed a working relationship with the Cancer Society, HSC, Auckland Regional Public Health and Action on Smoking and Health (ASH).

They used collective experience and expertise to develop a policy that would work within the constraints of Mt Smart stadium. Learning from current 'best practice' around smokefree stadia management, a successful media campaign that ensured there were 'no surprises', using a positive message, and involving Warriors fans in promoting a smokefree message to young people all worked well.

Learning from current 'best practice' around smokefree stadia management

The Vodafone Warriors management investigated best practice in stadia in Australia and New Zealand and adapted this to establish a policy that works well at Mt Smart Stadium.

A successful media campaign

The pre-season publicity was effective, as patrons coming to the first game of the season were aware that the stadium would be smokefree and they would have to move out of the stands for a cigarette. This meant there were no difficult situations where ushers or security personnel needed to enforce the policy.

There have been few issues and the seating areas have been smokefree.

Using a positive message and involving Warriors fans in promoting a smokefree message to young people

The Vodafone Warriors management consulted to develop positive messages that adults can relate to and understand as good reasons not to smoke in front of young people.

The smokefree seating areas policy has only recently been implemented, but to date there is ready acceptance of it from Warriors fans.

The policy is being implemented with little need for security staff to explain the policy to patrons or take any enforcement action.

11.4.2 What didn't work so well

After the first few games under the new policy, it was identified that additional smokefree signage, as well as signs directing patrons to smoking areas, were needed. These were installed during the season.