


14. 2. 2008

**REPORT BY THE CHAIRPERSON OF THE  
RICCARTON WIGRAM COMMUNITY BOARD  
4 FEBRUARY 2008**

**PART A - MATTERS REQUIRING A COUNCIL DECISION**

**1. SMOKE FREE PLAYGROUNDS – THREE PARKS TRIAL IN HORNBY**



<b>General Manager responsible:</b>	General Manager City Environment Group,
<b>Officer responsible:</b>	Transport and Greenspace Manager
<b>Author:</b>	Richard Holland

**PURPOSE OF REPORT**

1. The purpose of the report is to gain Council approval for a proposal by Smokefree Canterbury to undertake a smoke free playgrounds trial in three parks within the Hornby area for a period of three months commencing in March 2008. The initiative is based on modelling positive behaviours, not an enforcement regime.
2. Smokefree Canterbury is a network of 20 organisations dedicated to reducing tobacco-related harm. The initiative is aligned to the Healthy Christchurch Charter which the Council is a champion and signatory. Smokefree initiatives contribute to work to progress the Community Outcome of a 'Healthy City'. Funding and support for the trial is from the Partnership Health Primary Healthcare Organisation (PHO).
3. Smoke Free Canterbury has made presentations on Smokefree Parks Initiatives to both the Shirley/Papanui and Riccarton/Wigram Community Boards in 2007. The Riccarton/Wigram Board received the information and with a view to supporting the proposal decided to request information from staff as to whether Community Board support for this proposal would be inconsistent with any Council Policy/Practice or initiatives that are planned or underway. Following meetings with Council staff it was decided that a smoke free trial in a number of playgrounds would be best prior to progressing on any future policy development and decisions.
4. Future policy development and implementation of smoke free initiatives in playgrounds and/or parks will require further reporting and policy development along with public and Community Boards consultation prior to reporting back to Council during the year for consideration. The outcome of this trial would help inform that work.

**EXECUTIVE SUMMARY**

5. Representatives from the Smokefree team at Partnership Health PHO addressed the Riccarton/Wigram Community Board to present a proposal on 13 March 2007 for smoke free parks in the Hornby area as the first step to introducing smoke free parks across all of Christchurch City. The Board requested information from staff as to whether Community Board support for this proposal would be inconsistent with any Council policy/practice planned or underway.
6. No current policy exists and the Community Board does not have the delegated authority to introduce smoke free parks.
7. It is proposed to focus on playgrounds not whole parks as this is where there is likely to be a greater opportunity to role model smoke free behaviours.
8. The trial is an initiative that meets the Healthy Christchurch Charter and the City Council is one of the champions along with the Canterbury District Health Board / Environment Canterbury / Ministry of Health / Te Rūnanga o Ngāi Tahu / Christchurch School of Medicine and Health Sciences/Pegasus Health where the organisations will work together to promote, protect and improve the health and wellbeing of the people of Christchurch. Smokefree initiatives contribute to work to progress the Community Outcome of a 'Healthy City'.

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9. The primary reason for the introduction of outdoor smoke free areas is to provide positive role modelling, especially for children and young people. Role modelling of smoking by parents and whānau is a powerful predictor of adolescence smoking. Increasing the number of designated smoke free areas also helps to de-normalise smoking. It also provides extra triggers to encourage those who smoke to stop, and supports those who are attempting to quit.
10. Following a deputation to the Riccarton Wigram Community Board Council officers considered that as no policy currently exists that support for a trial for a period of three months should be undertaken on selected children's playgrounds rather than total parks. Officers believe that the playground areas being smoke free will possibly gain more support from the community and it is a more defined space on the park. It is difficult to gauge how meaningful making parks smoke free will be. Many in the community see parks as places to go to recreate and enjoy the open greenspace to unwind and smoking in outdoor locations such as parks has not been discouraged in the past.
11. Encouragement rather than enforcement is proposed and a bylaw will not be developed for the trial or if a policy is developed as a result of the trial.
12. The three park playgrounds chosen for the trial are Kyle Park, Wycola Park and Denton Park, playgrounds. Control parks to gauge the effectiveness of the programme are, Goulding Avenue Playground and Carmen Reserve Playground.
13. All the above parks are in the Hornby area of the city where the initiative was first suggested.
14. Before a policy is developed the matter will require the analysis of the trial and wider community consultation including all Community Boards and then Council consideration.
15. Several other Territorial Local Authorities (TLA's) have smoke free areas in a single park or playground or some parks in South Taranaki, Upper Hutt, Queenstown Lakes, Ashburton, Invercargill and South Wairapa. These are set up based on positive role modelling not enforcement and are seen to be working locally.

**FINANCIAL IMPLICATIONS**

16. Partnership Health PHO has found the necessary funds for the trial. Organisation in terms of appropriate signage and any publicity for the local community will be delivered by Smokefree Canterbury. They will also undertake monitoring of the selected playgrounds over the summer/autumn to gauge the success of the trial.
17. No proposals in the LTCCP or funding exist to make outdoor spaces such as streets or parks administered by the city smoke free. Future costs for two signs per play area will need to be considered. There are 350 children's play grounds on parks in the city. There is some set up funding available from the PHO for this purpose. Ultimately the signage could be incorporated into the standard Christchurch City Council signs.

**LEGAL CONSIDERATIONS**

18. Council will need to consider a wider policy decision such as this. The proposal for a trial although based in one particular Community Board area has wider implications for all 950 parks and 350 playgrounds in Christchurch. No current policy exists and the Community Board does not have delegated authority to introduce smoke free parks and playgrounds. It is therefore a decision of Council as to whether or not the matter should be progressed. The next stage of the process would be to consider the results of the trial on future policy development for Council parks and playgrounds. Policy development would require consultation with the wider community and Community Boards and reporting back to Council.
19. Territorial Authorities have a duty to improve, promote and protect public health and enhance community well being (Ref Section 145 of the Local Govt Act 2002).
20. Currently open spaces such as parks were an alternative location to indoor areas for smoking where harmful effects dissipate in the open air. However there is community support in Hornby for making parks/playgrounds smoke free.

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21. Management of the trial will be undertaken by Smokefree Canterbury and not Council. Results of the trial monitoring will be considered at the end of the trial and analysed before proceeding further with any future policy development and implementation.

**ALIGNMENT WITH LTCCP AND ACTIVITY MANAGEMENT PLANS**

22. Establishing smoke free playgrounds is one collaborative intervention that can help achieve the Community Outcome of a 'Healthy City'\*. Smoke free playgrounds will mean that 'more people in Christchurch live a healthy lifestyle' and that the city will be 'supporting the health of the community'.
- \* The Community Outcome "A Healthy City"; we live long, healthy and happy lives. We all have access to affordable health services that meet our needs. More people in Christchurch live healthy lifestyles. Our city environment supports the health of the community.
23. There is not a direct level of service in the LTCCP regarding creating a smoke free environment on parks and within playgrounds, however the initiative is part of the Healthy City Collaborative through a charter to promote protect and improve the health and wellbeing of the people of Christchurch.

**ALIGNMENT WITH STRATEGIES**

24. The initiative aligns with the Strengthening Communities Strategy and promotes collaboration between government agencies the local community and groups like Smokefree Canterbury.
25. The following Territorial Authorities are considering or have already moved towards developing smoke free policies to discourage smoking in outdoor areas used by children.
- (a) In 2005 the South Taranaki District Council led the way by developing a 'Smokefree Environments Policy' which discourages smoking in Council owned swimming pools and outdoor surrounds playgrounds and parks.
  - (b) In May 2006 the Upper Hutt Council designated all its parks, playgrounds and reserves smoke free.
  - (c) In November 2006 the Queenstown Lakes District Council resolved that Council owned playgrounds and swimming pools would be declared smoke free.
  - (d) The Ashburton District Council declared Friedlander Park in suburban Hamstead to be smoke free on 1 February 2007. If the concept proves successful, all other playgrounds in the district will be declared smoke free by the end of 2007.
  - (e) Invercargill's Surrey Park playground went smoke free in June 2006.
  - (f) The South Wairarapa District Council has made its playgrounds smoke free.
  - (g) In November 2006 the Wanganui District Council supported signage and publicity that would discourage the public smoking in Council owned amenities.
26. Healthy Christchurch Charter to which the Christchurch City Council is a signatory with Environment Canterbury, Ministry of Health, Canterbury District Health Board, Christchurch School of Medicine, Pegasus Health and Te Rūnanga o Ngāi Tahu, has a priority "to reduce health inequalities by working to improve the health status of people in disadvantaged groups in Christchurch".

**CONSULTATION FULFILMENT**

27. The group Smokefree Canterbury will initiate the three park trial consultation with the community on the three park trial only and signs will be erected at the chosen playgrounds to encourage modifying behaviours. A communiqué will be prepared by Smokefree Canterbury.

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**BOARD CONSIDERATION**

During the consideration of this report it noted that Kyle and Denton Park did not have appropriate playgrounds and the Board recommended that the playgrounds to be included in the trail are to be Wycola, Branston and Helmore Park playgrounds.

**STAFF RECOMMENDATION**

It is recommended:

- (a) That the Council give approval to Smokefree Canterbury to undertake a three month trial at Kyle, Wycola and Denton Park playgrounds in Hornby to gauge community support for, and identify issues for, smoke free playgrounds. In the trial the playgrounds used as controls will be Goulding Avenue Playground and Carmen Reserve Playground.
- (b) That an analysis of the trial is reported back to the Council to consider whether or not the matter is to be progressed.

**BOARD RECOMMENDATION**

It is recommended:

- (a) That the Council give approval to Smokefree Canterbury to undertake a three month trial at Wycola, Branston and Helmore Park playgrounds in Hornby to gauge community support for, and identify issues for, smoke free playgrounds. In the trial the playgrounds used as controls will be Carmen Reserve and Waitohi (Davidson Crescent) playgrounds.
- (b) That an analysis of the trial is reported back to the Council to consider whether or not the matter is to be progressed.

**BACKGROUND (THE ISSUES)**

- 28. Conversations about smoke free parks and playgrounds began with the Council in November 2005 when members of Smokefree Canterbury, i.e. Martin Witt, from the Cancer Society, and Andrea Brough, from Community and Public Health (C&PH), met with the Mayor and subsequently two managers from Greenspace, and Strategy and Planning to advance the idea of smoke free parks within Christchurch.
- 29. Community and Public Health (C&PH) made a submission to the LTCCP regarding the adoption of smoke free parks and playgrounds.
- 30. The drive to further progress smoke free parks and playgrounds within the Hornby area came about as a result of Smokefree Canterbury's project to enhance child and family health by increasing the number of local smoke free environments and reducing the number of people who smoke within the Hornby community.
- 31. Objectives of the Hornby Project include increasing the number of smoke free homes and cars, training other social service providers to deliver the smoke free message alongside their own plus increased cessation options. A local social marketing campaign supports these initiatives.
- 32. A survey conducted at the Hei Hei Gala Day last year found that the majority of local people surveyed were in favour of smoke free parks and playgrounds in their community. Members of Smokefree Canterbury then chose to progress this initiative for World Smokefree Day. A presentation was made to the Riccarton/Wigram Community Board on 13 March 2007. The Board requested more information regarding proceeding in their area. Council staff considered that prior to proceeding with parks within Hornby that first a trial should be undertaken and then the wider community consulted before considering a new policy.

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33. A smoke free policy should be focused on education and empowerment. It is important that the policy is seen as educative rather than punitive. It's not about punishing smokers, but providing smoke free role-modelling and protecting the young. Signage and publicity will encourage the public to maintain a clean, healthy environment in areas that are primarily used by young people for sporting and recreational activity. Signage will help communicate the message.

**To undertake a trial for smoke free playgrounds**

	<b>Benefits (current and future)</b>	<b>Costs (current and future)</b>
<b>Social</b>	The indicators are towards a high smoking rate in the community. This means that the community will carry a higher than average disease burden resulting from cigarette smoking leading to higher inequalities in health.	
<b>Cultural</b>	Smokers are disproportionately represented in the lower socio economic groups and amongst Maori and to a lesser extent Pacific Islanders.	
<b>Environmental</b>	To enhance child and family health by increasing the number of local smoke free environments and reducing the number of people who smoke within the Hornby community.	
<b>Economic</b>	The community is one of mixed affluence with significant pockets of deprivation and the community carries a high debt burden. The indicators are towards a high smoking rate in the community.	
<p><b>Extent to which community outcomes are achieved:</b></p> <p>Achieving a healthy community.</p> <p><b>Impact on the Council's capacity and responsibilities:</b></p> <p>Partnership Health PHO will fund the trial. Organisation in terms of appropriate signage and any publicity for the local community will be delivered by Smokefree Canterbury.</p> <p><b>Effects on Maori:</b></p> <p>Beneficial to Maori as a group in society.</p> <p><b>Consistency with existing Council policies:</b></p> <p>The initiative aligns with the Strengthening Communities Strategy and promotes collaboration between government agencies the local community and groups like Smokefree Canterbury.</p> <p><b>Views and preferences of persons affected or likely to have an interest:</b></p> <p>A survey conducted at the Hei Hei gala day last year found that the majority of local people surveyed were in favour of smoke free parks and playgrounds in their community.</p>		