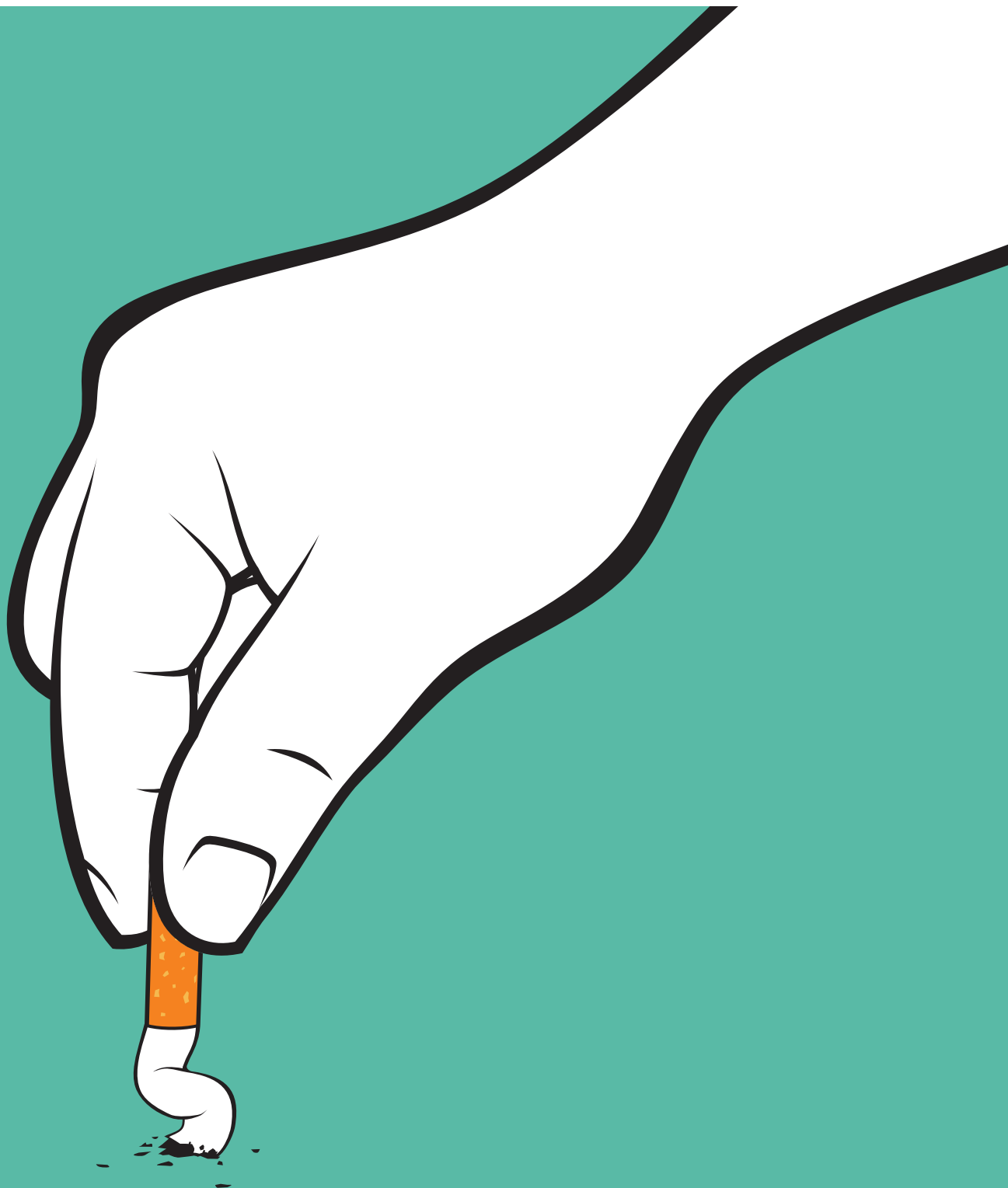


A breath of fresh air

Smokefree workplaces 10 years on



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Foreword

Ten years on, it is easy to forget how controversial and hard-fought the ban on smoking in public places was. In the years leading up to the legislation being passed, there was opposition in some quarters. Critics argued that it was not the state's role to determine what people do to their bodies.

Supporters of a ban however argued that their civil liberties were infringed when they were made to breathe other people's smoke. Slowly perceptions began to change. The example set by the Republic of Ireland, which in 2004 became the first country to adopt smoke-free legislation, helped to give people the confidence to act.

Liverpool City Council for one took up the fight, voting to push for a local act of Parliament allowing them to introduce a smoking ban in public places. Other local authorities looked to take a similar step and the movement gathered momentum. This is one of the best examples for many years about what can happen when councils collectively take on a significant issue and shows what councils can do with their public health powers.

Scotland took the plunge first, in 2006, before the rest of the UK followed suit. In England the ban came into force on 1 July 2007, covering all enclosed public and work places, including transport, in pubs, clubs, membership clubs, restaurants and shopping centres.

But the impact has gone much further than that. Exposure to second-hand smoke and attitudes to smoking have changed greatly because of the ban. It has also arguably paved the way for more controls on the use and sale of tobacco products. Since the ban came in, we have seen further laws banning

smoking in vehicles carrying children and tobacco displays in shops.

Environmental health officers were crucial to the successful implementation and, together with trading standards officers, continue to play a pivotal role, working closely with businesses to raise their awareness of their legal requirements and ensure compliance.

The 10th anniversary of the ban is a time to look back at what has been achieved. While it took a long time to get the legislation introduced – cinemas first started restricting smoking in the 1970s – when it did happen it was pretty seamless. Four months after the introduction of the ban, the government announced 98 per cent of places inspected by local authority officers were compliant. The council teams enforcing the law have only had to resort to prosecutions on relatively rare occasions.

But the anniversary is also a time to remind ourselves that we must not be complacent. Too many people are still smoking – 16.9 per cent of adults on last count – and it remains the leading cause of preventable deaths and diseases. Our ultimate aim should be to become a smoke-free nation. We still have a long way to go.



Councillor Izzi Seccombe
Chair, Community Wellbeing Board

TIMELINE

November 2004: Public Health White Paper published in England, promising a smoking ban in enclosed public places and workplaces by the end of 2008. But, controversially, pubs that do not serve food and private clubs are to be exempt

July 2007: Smoking ban introduced in England

November 2007: The Department of Health announces that 98 per cent of businesses in England are compliant with the new smoke-free law

July 2008: Smoking ban extended to mental health units

June 2009: Local authority data shows during the first two years of the new laws there were over 600,000 premises inspected, but action was taken on fewer than 4,000 occasions – 3,735 written warnings and 73 court hearings

March 2011: Coalition Government announces new Tobacco Plan for England, which sets out ambition of reducing smoking rate among adults from just over 21 per cent to 18.5 per cent by end of 2015

October 2011: Sale of tobacco from vending machines banned in England

October 2012: The Department of Health launches the first mass quit smoking attempt dubbed Stoptober

March 2014: Legislation passed giving the Government powers to introduced standardised packaging and making it an offence to smoke in vehicles carrying children

May 2016: Standardised packaging regulations begin to come into force in the UK

February 2006: Exemptions for pubs that do not serve food and private members' clubs removed from smoke-free law following vote by MPs

October 2007: Legal age at which cigarettes and tobacco products can be bought in England and Wales increases from 16 to 18

July 2008: On the first anniversary of the smoke-free law, the Office for National Statistics reveals that 80 per cent of Britons support the law and 61 per cent are strongly in favour

October 2008: Picture warnings introduced on cigarette packets

February 2010: Government publishes Tobacco Control Strategy, including a commitment to review the case for standardised packaging

March 2011: Department of Health publishes evidence review of smoking ban, which concludes that it has benefited health, changed attitudes and behaviour and that it did not increase smoking in the home

April 2012: Tobacco-display ban comes into force for large stores. Small shops have until April 2015

July 2013: Government publishes summary of its consultation into standardised packaging, but announces that it will not be proceeding with it until more evidence is available

October 2015: Ban on smoking in cars carrying children comes into force

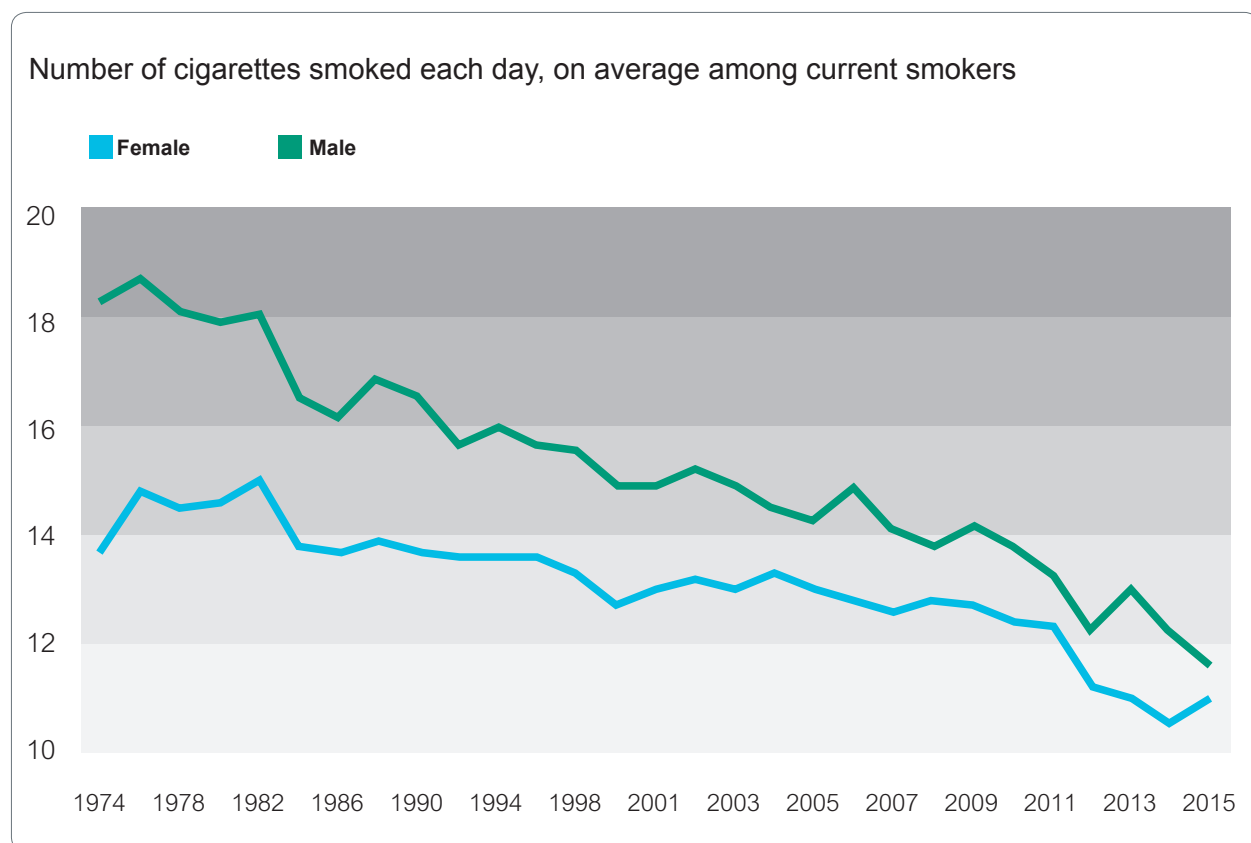
The impact

Smoking rates

Smoking rates have been falling for decades. In the mid 1970s nearly half of people smoked, but by the time the smoking ban was introduced that had dropped to just over one in five.

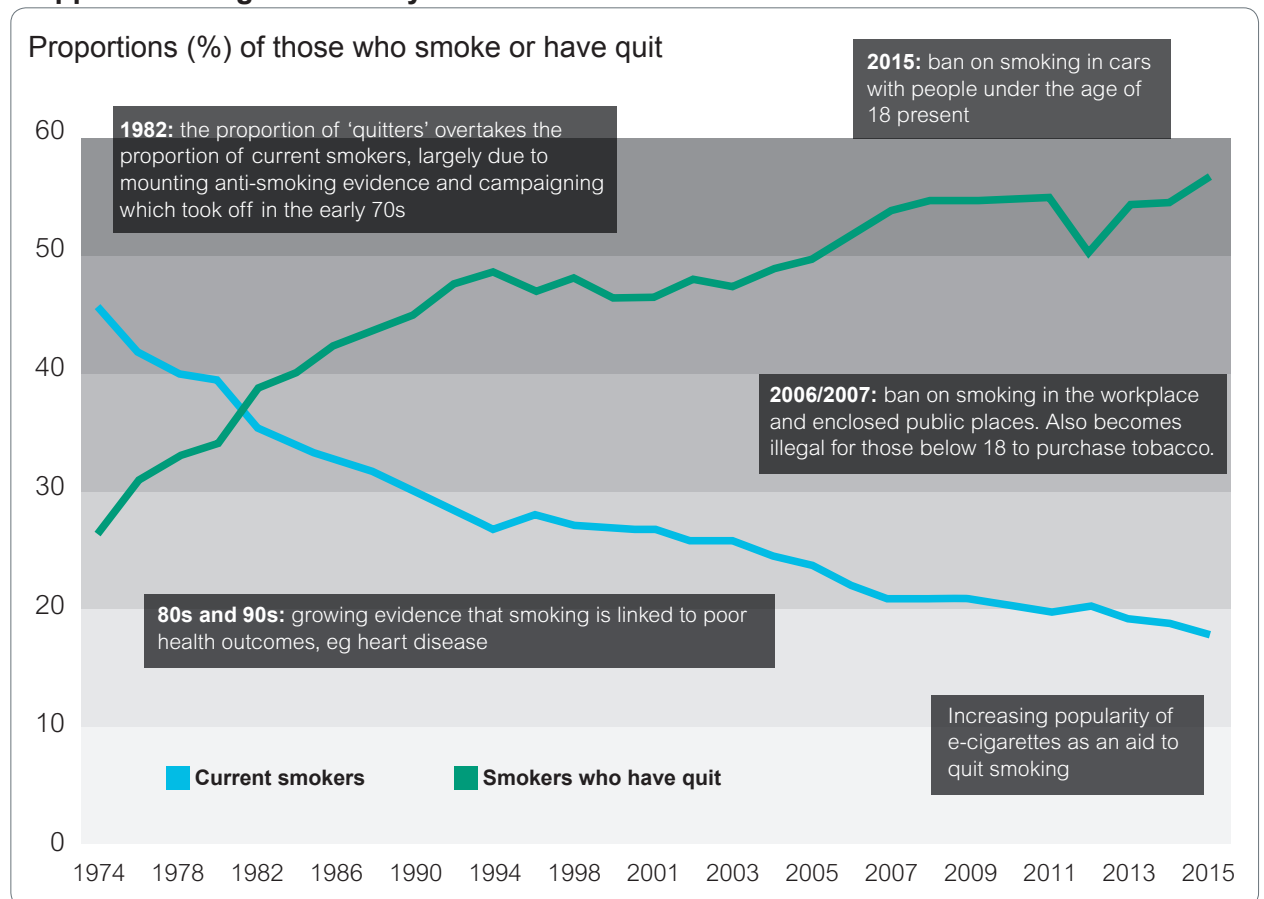
Since then that downward trend has continued. Figures published by the Office for National Statistics showed 16.9 per cent of adults were smoking in England in 2015, meaning the Government's ambition to get smoking down to 18.5 per cent by that date has been well and truly met.

Figure 3: Since 1974, in Great Britain average daily cigarette consumption among male and female smokers has reached to comparable levels



Source: Opinions and Lifestyle Survey; General Lifestyle Survey; General Household Survey - Office for National Statistics

Figure 4: In Great Britain, 2015 saw the highest proportion of number of people that stopped smoking in over 40 years



Source: Opinions and Lifestyle Survey; General Lifestyle Survey; General Household Survey - Office for National Statistics

The proportion of secondary-school pupils trying smoking has also halved to 18 per cent since the introduction of the ban, while the numbers of pregnant women smoking has been falling. There has also been the rise of the e-cigarette, which 4 per cent of adults now use.

Working out how much of that drop is down to the introduction of the ban is, of course, impossible to tell.

Research has shown the introduction of the legislation certainly had an impact on people trying to quit. A study published by the journal Tobacco Control in 2010 found 8.6 per cent of smokers reported trying to quit during July and August 2007 compared with 5.7 per cent one year later.

What is more, in the five months following the legislation 19 per cent of smokers who made a quit attempt reported they had done so in response to the smoke-free law. The authors

concluded that the observed increase in quitting behaviour at the time of the new law was equivalent to over 300,000 additional smokers in England trying to give up.

NHS stop smoking services also reported an increase in people trying to quit. In the months preceding and the months following the introduction of the new law there was a 23 per cent rise in quit attempts. This translated to a 22 per cent increase in the number of people who were not smoking four weeks later.

Smoking is a major cause of health inequalities – the smoking rate among those in **the most deprived 40 per cent is twice that in the 40 per cent least deprived.**



Smoking is responsible for nearly **80,000 deaths** a year.

But despite the progress that has been made smoking is still the leading cause of preventable death, responsible for nearly 80,000 deaths a year. On top of that there are 1.7 million hospital admissions each year that can be attributed to conditions caused by smoking. There is also strong evidence to suggest smoking is a major cause of health inequalities – the smoking rate among those in the most deprived 40 per cent is twice that in the 40 per cent least deprived.

“In time to come those who follow us into the environmental health fraternity will be envious of us that we had such an opportunity, and proud of us that we delivered the desired outcome so completely.”

Sir Liam Donaldson

Chief Medical Officer, Department of Health,
1998-2010

Exposure to second-hand smoke

It is widely accepted that exposure to second-hand smoke is dangerous, raising the risk of cancer, cardiovascular disease and respiratory illness – as campaigners repeatedly pointed out in the lead up the legislation being passed.

Research published after the ban was introduced has further reiterated this. In 2002 a report by the International Agency for Research on Cancer suggested that regular exposure to second-hand smoke increases the risk of lung cancer by 20 to 30 per cent. According to the British Medical Association, the risk of heart disease rises by between 25 and 35 per cent and the risk of a stroke doubles.

But what impact did the ban have? Research commissioned by Department of Health (DH) to measure the impact of the ban has focused on exposure in two groups – bar workers and children. Bar workers are considered a good point to start as they are among the groups who have the highest exposure to second-hand smoke.

The research looked at exposure before and after the introduction of the ban. A combination of questionnaires, saliva testing and air quality measurements showed exposure reduced by between 73 per cent and 91 per cent.

Meanwhile, the study looking at the impact on children found, over an 11-year period from 1996 to the year after the ban, exposure declined by 70 per cent. Interestingly, the greatest falls were in the two years leading up to the ban, suggesting the publicity about the issue before the legislation came in had influenced parents.

The health of the population

To assess this, DH has also funded researchers to look at the number of hospital admissions for heart attacks.

The analysis of hospital episode statistics looked at admissions in the lead up to the ban and for a 15-month period afterwards. It found the number of heart attacks fell by 2.4 per cent.

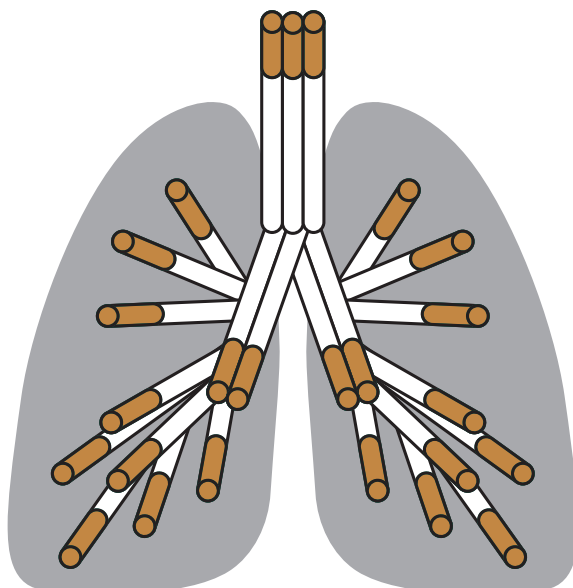
That was the equivalent of 1,200 fewer admissions for heart attacks in a year.

Other studies point to similar results. A review by the Cochrane group, an international network of researchers, looked at 10 studies following bans in the US, Italy, Canada and Scotland. The researchers found a 'significant' drop in heart attacks and coronary heart disease.

Meanwhile, in October 2013 the Office of National Statistics (ONS) published data that showed that deaths from heart attacks and strokes halved between 2001 and 2012. The statisticians attributed that fall to reduced smoking rates along with better diets and more effective treatment.

Then in the summer of 2015 research published by the British Medical Journal linked the smoke-free legislation with a reduction in still births (7.8 per cent), neonatal mortality (7.6 per cent) and low birth rates (3.8 per cent) in the four years following the introduction of the ban because of the falling number of smokers and reduced exposure to second-hand smoke.

Regular exposure to second-hand smoke increases the risk of lung cancer by **20 to 30 percent**.



The risk of heart disease rises by between **25 and 35 per cent** and the risk of a stroke doubles.

Paving the way for more legislation

Looking back, the introduction of the smoking ban can arguably be seen as a watershed moment.

Since the smoke-free law came into force 10 years ago, there has been a wave of fresh restrictions introduced – much of which England has been at the forefront of internationally.

The age at which people can buy tobacco products has been raised from 16 to 18 and they are no longer stocked in vending machines. Bans of tobacco displays in shops have also been introduced, while cigarettes now have to be sold in standardised packages with England becoming the first country in Europe to adopt such a stance.

The trend, which has been accompanied by generally positive public approval, has also encouraged councils to introduce their own restrictions locally. These have included voluntary restrictions on smoking in open public places, such as town squares, playgrounds and parks, and bans on smokers fostering children.

Viewpoints

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“I am incredibly proud”



Professor Dame Sally Davies
England's Chief Medical Officer

“The last 10 years has seen a sea change in attitudes towards smoking. A time

when people would casually smoke cigarettes in workplaces as well as bars, restaurants, and even planes, seems very far removed from where we are now.

I am incredibly proud of the action that has been taken in the last decade to reduce the devastating harm that tobacco use causes. The UK has led the way in the last 10 years globally – as well as banning smoking in enclosed public places the nation has raised the legal age people can buy cigarettes to 18, made it a criminal offence to buy tobacco products for under 18s and to smoke in cars with children present and this month we have seen the end of branded cigarette packets.

The subsequent decline in smoking rates is testament to the success of this comprehensive set of measures. Smoking prevalence among both adults and children are now at their lowest ever levels.

But we cannot afford to be complacent – there are still more than seven million smokers in England alone and smoking is responsible for 17 per cent of all deaths – around 78,000 people annually.

Quitting smoking is the single most important thing you can do to improve your health. The evidence shows us that the best way to do this is by using a local stop smoking service where you are four times more likely to succeed. I very much hope to see this trend continue over the next 10 years.”

“It took over 40 years”



Professor John Britton
Chair, Royal College of Physicians Tobacco Advisory Group

“When the Royal College of Physicians (RCP) first suggested restrictions on

smoking in public places in its ground-breaking report, *Smoking and Health*, in 1962, I don't think they imagined that it would take over 40 years for their recommendations to become public policy.

The RCP's Tobacco Advisory Group regularly produces evidence-based reports on tobacco control – its 2005 report, ‘Going smoke-free: the medical case for clean air in the home, at work and in public places’, provided the evidence base for the health coalition campaign. For the launch of the report, the RCP's head of PR Linda Cuthbertson organised a letter to *The Times* from the medical royal colleges, gaining a front page lead as part of a major media campaign that really struck a chord with the public.

Other milestones in the campaign included a damning report from the House of Commons Health Committee, led by Kevin Barron, which recommended a comprehensive ban on smoking in all public places and workplaces.

But the most effective and rewarding part of the campaign was the way all the relevant organisations worked together in a coalition organised by Action on Smoking and Health UK (ASH), sharing information, lobbying and PR towards a common goal. The legacy of the ban has been fantastic, with reduced smoking rates, fewer hospital admissions, fewer deaths and less disease – it has made the UK a healthier place to live. I hope that it won't take another 40 years to achieve a totally smoke-free UK.”

“The ban was monumental”



Professor Eugene Milne
Director of public health in
Newcastle

“Thinking back further – even as little as five years earlier – the idea of a law banning smoking in workplaces,

pubs and working men’s clubs in the North East seemed fanciful. Interviewed on the Radio Newcastle breakfast show when we first seriously floated the idea for the region, the interviewer eyeballed me across the microphones: “This is not California,” he said. “It surely isn’t going to be acceptable here?”

We ran a survey in 2003 in which the pubs and clubs proposition had about 35 per cent support. By 2007 it had risen to 67 per cent and continued to rise once people saw the law in action – a huge change both for health and in public opinion.

And it taught a number of key lessons: that the public understood ‘your freedom ends where mine begins’; that sustained campaigning and editorial coverage drove down smoking prevalence more effectively than individual exhortation to behaviour change; that government reluctance to go the extra mile allowed the battle to be fought on the campaigners’ terms rather than the tobacco industry’s.

Indeed, in some ways the law coming into effect was just a staging point – the real intervention was the campaign that made it possible. There are still many battles to be fought over the scourge of tobacco, but the smoke-free legislation was monumental not only for its specific impact but also for what it taught about the possibility of change.

On his last day working for the North East Strategic Health Authority, I sent the director of public health and acting chief executive, Stephen Singleton, a graph showing how a local rise in low birthweight babies reversed when the legislation came in. That kind of impact on health in pregnancy had already been seen in Belgium, Ireland and Scotland with smoke-free legislation. Addressing the gathered staff that afternoon he concluded: “This is why we do what we do”.

“The ban was the start of enormous strides”



Bob Blackman
Conservative MP for Harrow East and co-chair of All Party Parliamentary Group for Smoking and Health

“It is worth reflecting on the fact that the campaign for a smoke-free workplace in England was originally opposed not only by the tobacco industry, but faced opposition from the Government itself as well. It took a lot of hard work and diligence on the part of campaigners and lobbyists, most particularly Action on Smoking and Health (ASH), to decouple the Labour Government of the day from the industry and to change perceptions about the viability of introducing such radical legislation.

It is easy to forget how much work went into changing people’s perceptions about the risks of second-hand smoke now that we are so much more aware. An effective media strategy was integral to the campaign, as was ASH’s work on splitting the hospitality trade from the tobacco trade and using existing health and safety legislation to ensure employers were concerned enough about litigation to join the campaign for national legislation.

Enormous strides have been made since the smoking ban finally came into force; tobacco products are no longer sold in vending machines, are no longer displayed behind the counter in shops, can no longer be smoked in cars when children are present, and they are also subject to a full advertising ban. We are now seeing the roll out of standardised packaging and an end to the selling of pack of less than 20.

These are all measures that have saved lives over the years and which we can all be extremely proud of, but we must not be complacent. There are still too many adults who smoke and who injure their health as a result.

Although the number of young people who start smoking has fallen, even now, not enough fully understand the severe health risks involved so the campaign must continue. I fully support a smoke-free UK.”

“One of the most important public health measures ever”



Professor Linda Bauld
Professor of health policy at University of Stirling and deputy director of the UK Centre for Tobacco and Alcohol Studies

“The introduction of smoke-free legislation in England was hard fought and hard won, but research evidence played an important role in both making the case for its introduction and also evaluating its impact.

The legislation was informed by studies on the health effects of second-hand smoke exposure, built up over many years, and from research in the UK that estimated the number of lives lost through exposure and the fact that the public supported the introduction of the new law. Scotland leading the way in the UK with its legislation also proved hugely helpful in pushing Westminster to introduce a law that would cover almost all enclosed public places and workplaces.

Studies commissioned by the Department of Health then demonstrated the positive impact of the smoking ban and, importantly, have informed action in other countries since. The requirement to introduce smoke-free public places is now enshrined in the Framework Convention on Tobacco Control, a global public health treaty.

One hundred and eighty countries and territories have now signed the treaty, and since England introduced the smoking ban many other nations have followed suit. Evidence from here has played its part in bolstering efforts in other parts of the world to provide smoke-free places.

There is little doubt that smoke-free legislation was one of the most important public health measures ever to be introduced in the UK, and today is often used as an example of how policy change can improve population health.

“Beware the litter impact”



Allison Ogden-Newton
Chief executive officer of Keep Britain Tidy

Our most recent Local Environmental Quality Survey of England shows that cigarette butts remain the most frequently recorded item of litter. Almost three-quarters of places surveyed had cigarette litter and, in some areas, including transport hubs and high streets, almost all sites were affected.

Having remained fairly constant between 2004 and 2011, smoking-related litter peaked in 2012 but there has been a decline in levels since then. Between 2012 and 2015 the average number of cigarette butts found at each survey site declined from 10.1 to 7.1.

Though the smoking ban may have encouraged some smokers to quit, ‘binrastructure’ changes in the period following the introduction of the ban, with pubs and other establishments initially providing clean, well-suited bins for smokers, helped other people to do the right thing in terms of disposing of their cigarettes. This has also coincided with both a decline in the total number of smokers and a rise in the use of e-cigarettes.

The Keep Britain Tidy work around smoking-related litter shows that many smokers want to do the right thing, when given the opportunity. If provided with a designated smoking area that is well-signposted and with bins designed specifically for smokers, they are able and willing to dispose of their cigarettes responsibly. Our smoking zones have reduced cigarette litter by up to a staggering 89 per cent during their trials.

“Overnight pubs, clubs and restaurants changed”



Tony Lewis

Head of policy at the Chartered Institute of Environmental Health (CIEH)

“While lobby groups and health charities celebrated when the smoking ban was

implemented, CIEH members picked up the baton as they were going to be responsible for enforcement. We produced guidance and also delivered training to support the profession. Environmental health practitioners (EHPs) up and down the country also did a lot of work before the ban came into effect. Supported by additional funds, EHPs consulted extensively with licensed premises, offices and industrial units before the regulations became law so businesses were fully prepared.

Once the new legislation came into effect, changes were rapid. Literally overnight, pubs, clubs and restaurants went from smoke-filled rooms to places with clean air.

While this meant that smokers were asked to go outside to smoke, this proved to be a much better option than affecting other people around them indoors.

Ten years on and CIEH remains a firm believer that the smoking ban of 2007 was the right move. Less people are smoking and backed-up with the full weight of the law, people feel empowered to tell smokers to move away if they are smoking in a public place.

But some problems still persist, such as people smoking in work-based vehicles and smoking on hospital grounds. There’s also new problems such as shisha bars and e-cigarettes, reflecting that in 10 years the overarching smoking landscape has changed significantly.”

“Countless lives have been saved”



Alison Cox

Director of cancer prevention at Cancer Research UK

“Cancer Research UK worked incredibly hard for many years to ensure the smoking ban would be as effective and

have as big an impact as possible. Working as part of the Smoke-free Action Coalition, we faced heavy opposition, including from the tobacco industry, but our research-led lobbying helped prove to the Government that a total ban was essential.

At the end of the day, it was totally unacceptable for people who worked in pubs, restaurants and bars to be constantly exposed to harmful cigarette smoke as part of their job.

Ten years later it's clear that the ban has been an enormous success. As well as protecting people from the deadly effects of second-hand smoking, the ban has had a much wider impact on public attitudes, helping to make smoking less acceptable and putting young people off starting. Countless lives have been saved now we've got rid of the smoking culture that dominated the way we socialised.

There are far fewer smokers in Great Britain today compared to when the ban was introduced and we will continue to see the effect of this in cancer rates for decades to come. But we've shown that smoking rates don't come down on their own and, if nothing further is done, tobacco could continue to devastate the lives of the next generation. The Government needs to build on the success of the ban and continue to make bold moves in the battle for a smoke-free future.”

“The ban hit pubs hard”



Brigid Simmonds

Chief executive of the British Beer and Pub Association

“There’s no doubt that the smoking ban in 2007 hit many pubs hard, as was predicted. Coinciding with a

major recession and huge rises in the tax on beer, the ban contributed to pub closures in many areas. Traditional, ‘wet-led’ pubs that relied heavily on drink sales, and perhaps didn’t have the site or opportunity to create a successful food led business, have been the worst affected.

However, many venues have adapted successfully. Pubs have invested in creating attractive outdoor smoking shelters. For other venues, the ban also spurred investment in creating a more family-friendly environment. Food-led premises have also done well, with many venues investing in their food business. These investments help make those that choose to smoke feel welcome, but it has also helped encourage those who may have been put off by smoking to come and visit the pub.

Many pubs, too, are embracing social media, which is vital in attracting younger people into the venue. With the rise in high street coffee stores, many pubs now boast state-of-the-art coffee machines, and are open earlier to serve breakfast, tapping into the rise in café culture.

Of course, pubs are also continuing to provide TV sport, music nights, pub quizzes and theme nights, along with traditional pub games like darts and pool, all of which help keep customers visiting the pub, smoking ban or not.”

Want to find out more?

The impact of smoke-free legislation in England: evidence review
(Professor Linda Bauld, 2011)

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/216319/dh_124959.pdf

Smoke-free law: a guide

<https://www.smoke-freeengland.co.uk/what-do-i-do/quick-guide/>

Implementation of smoke-free legislation in England: guidance for council regulatory officers (Chartered Institute of Environmental Health, Trading Standards Institute and Lacors)

http://www.cieh.org/library/Knowledge/Public_health/Smoking_in_the_workplace/LACORS_CIEH_Smoke-free_Guidance_2nd_Edition_-_JAN_09_.pdf

BMJ paper on impact of smoke-free legislation on still births, neonatal deaths and low birth weight

<http://www.bmj.com/content/351/bmj.h4469>

ONS data on smoking habits

<https://www.ons.gov.uk/peoplepopulationandcommunity/healthandsocialcare/healthandlifeexpectancies/bulletins/adultsmokinghabitsingreatbritain/2015>



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