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Building Support for Smoke-free Festivals and Events: The Hamilton Experience

**A DOCUMENTATION OF PRACTICE REPORT
MARCH 2017**

The Program Training and Consultation Centre conducts applied research in partnership with the Propel Centre for Population Health Impact at the University of Waterloo.

SUGGESTED CITATION

Honsberger, N.J., Lambraki, I., McGuire, H., McDonald, K., & Garcia, J. (2016). Building support for smoke-free festivals and event: The Hamilton experience. Toronto, Ontario: Program Training and Consultation Centre and the Propel Centre for Population Health Impact, University of Waterloo.

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The Program Training and Consultation Centre (PTCC), founded in 1993, is a resource centre of the Government of Ontario's Smoke-Free Ontario Strategy (SFO). PTCC acts as a knowledge broker between local public health departments, the research community, and government. Its strategic priorities are to:

- Build the capacity of Ontario's 36 public health departments to plan and implement evidence-based tobacco control programs
- Support moving evidence into action
- Strengthen program development and applied research efforts
- Build system capacity to support the Smoke-Free Ontario Strategy renewal

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ACKNOWLEDGEMENTS

The authors would like to acknowledge all of the individuals who participated in this study as key informants. Their willingness to share their knowledge of how to address smoking at outdoor festivals and events is much appreciated, and will be valued by those who learn from their experiences. The authors would specifically like to acknowledge:

- Heidi McGuire, City of Hamilton Public Health Services
- Kevin McDonald, (A) Director, City of Hamilton Public Health Services

Table of Contents

About the Study	1
1.0 City of Hamilton health unit	1
2.0 Smoke-free events strategy	2
2.1 Working within the municipality	2
2.2 Working with event organizers	4
2.2.1 Working with events held on municipal properties	4
2.2.2 Working with events held on private properties	8
2.2.3 Addressing tobacco industry involvement	9
3.0 Challenges, next steps and lessons learned	10
References	11
Appendix A: Campaign channels and audiences	12
Appendix B: By-law and SFOA emails to event organizers	13

About the Study

This document describes the work conducted in Hamilton around building support for smoke-free outdoor festivals and events as part of the Program Training and Consultation Centre's Documentation of Practice Project (DoP). For purposes of this DoP study, the terms festival and event are used synonymously and support for smoke-free events is defined as:

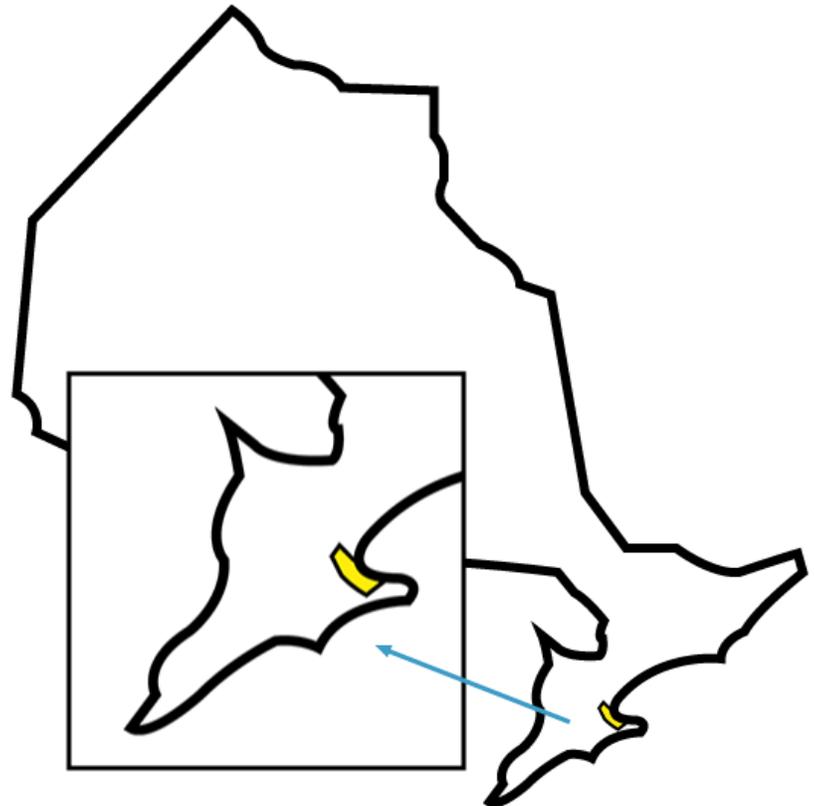
- municipalities, event organizers and/or the public developing attitudes that support smoke-free events; and/or
- event organizers setting a priority and/or developing policies and procedures to make their events smoke-free.

The study uses information gathered from semi-structured interviews and relevant documents about the documented cases. Data are analyzed using a realist-inspired approach (Pawson & Tilley, 1997) to understand what worked for whom and under what circumstances to build support for smoke-free outdoor festivals and events.

The Hamilton example is one of four cases selected for this study. For this case example, two informants from the public health unit were interviewed; documents reviewed included emails to event organizers, event guidelines, event permit process outlines, evaluation reports, and Hamilton's smoke-free by-law. Each case example presents the processes and insights specific to that location and the cross-case report highlights the key learnings and insights from across the cases.¹

1.0 Hamilton Public Health Services

Hamilton Public Health Services (HPS) is a department of Hamilton. The City of Hamilton is a single-tier municipal government. HPS serves 519,949 people across five urban and rural communities, of whom 18.8% are current smokers² (Ontario Tobacco Research Unit, 2016). Major communities within the City of Hamilton include Flamborough, Ancaster, Dundas, Hamilton Mountain (includes the Mountain and downtown core), Glanbrook, and Stoney Creek (Town Media, 2016).



¹To read the cross-case report, other case examples, and to look at other DoPs, please visit the documentation of practice section of PTCC's website at https://www.ptcc-cfc.on.ca/knowledge_exchange/DoPs/

²Current smoking defined by past 30-day use and 100 cigarettes in lifetime (Canadian Community Health Survey, 2013/2014).

2.0 Smoke-free events strategy

Tobacco control work at Hamilton Public Health Services (HPHS) is guided by monitoring emerging issues in other jurisdictions. This helps prioritize local strategies for tobacco control. Innovative and novel practices at the local level inspire further change at the provincial and federal levels. In the spirit of this, the Hamilton introduced a by-law in 2012 that banned smoking in all city-owned parks and recreation properties. This by-law effectively required all events held at city parks to be smoke-free and changed how the city managed its event permit process. Public health opted to promote gradual social norm change through awareness, education, and support rather than an authoritative stance to achieve the intended results of the by-law. HPHS worked closely with other city departments, event organizers, and the public to achieve their smoke-free goals.

"I like to talk about START-egies... start something and try it."

In 2015, amendments to the *Smoke-free Ontario Act (SFOA)* stimulated further work with event organizers. Using a similar approach and their "new" legislative and regulatory authority, HPHS expanded their work with festivals and events to include private properties where the *SFOA* restricts smoking.

2.1 WORKING WITHIN THE MUNICIPALITY

In 2008, HPHS was tasked with developing a number of reports that outlined the responsibilities of the Board of Health in Hamilton beyond the provincial tobacco control regulations. Some city councillors were interested in being at the forefront of tobacco control in Ontario. In response, one HPHS report recommended exploring the feasibility of a by-law to prohibit smoking in all city-owned parks and recreation properties that would provide protection beyond the *SFOA*. Since most events in Hamilton are held at city parks, this signified a key starting point for smoke-free events in Hamilton.

HPHS supported by-law development by:

- reviewing evidence in the literature;
- conducting an environmental scan of by-laws in outdoor spaces;
- soliciting feedback and support for a by-law from various organizations who use city; parks or sports fields, such as sports organizations and neighbourhood associations;
- meeting with councillors, senior managers at the City of Hamilton, and other city departments to solicit feedback and support; and
- preparing a draft by-law in collaboration with other city departments.

In March 2011, the City of Hamilton approved by-law #11-080 Prohibiting Smoking Within City Parks and Recreation Properties. This by-law came into force May 31, 2012. At council, HPHS shared complaints and real-life experiences from citizens about exposure to second-hand smoke at events or city parks. A key message was that people want the same protection from second-hand smoke when they attend events, especially family events, as they have in other smoke-free environments.

Although the city had the opportunity to include an exemption in the by-law for events held in city parks, but they did not opt for that because "they saw the value in [the] goals and objectives of the by-law in terms of being able to mitigate and remove second-hand smoke from those environments."

Key City Departments

Community Services (Recreation, Culture)	sports organization permits, sports events, festival and event permits & coordination
Tourism Hamilton	sports & event recruitment and promotions
Human Resources	City employee health and safety
Public Works (Parks and Cemeteries, Assets & Strategic Planning)	event set up event takedown park maintenance
Legal Service	legal consultations
Hamilton Police Services	enforcement

HPHS knew early on that they needed assistance to ensure that events were smoke-free from other city departments and event organizers. Strategies used to engage these groups and ensure the success of the by-law included building relationships to ensure that everyone supported the by-law as a priority; providing tangible support through an iterative behaviour change process; and integrating the by-law into existing structures and processes in use in Hamilton, such as sports team permits and event permit approval.

While HPHS coordinated by-law implementation, two committees of representatives from other city departments provided support and advice, ensuring that information was communicated to all stakeholder groups, and that issues were addressed quickly. These two committees were the Special Events Advisory Team and Inter-departmental Smoke-free By-law Committee.

1. Special Events Advisory Team (SEAT)

This team reviews and approves all applications (about 400 annually) for events held on City of Hamilton property. The team existed before the by-law passed. Support provided by SEAT included adding the new smoke-free requirement for events into documents such as Guidelines for Holding an Event on City Property (website), the event Application, event/permit acceptance letter, and event communications. HPHS now reviews all event applications and identifies any issues relating to tobacco control, and subsequently follows up with event organizers to ensure signage, communication, and enforcement are in place for the event. Cigarette butt litter, hookah smoking, and tobacco industry involvement were key challenges addressed through this committee. SEAT meets face-to-face once or twice each year to discuss issues, but primarily reviews and responds to applications electronically.

2. Inter-departmental Smoke-free By-law Committee

This newly formed committee was led by HPHS and was composed of members from all city departments. They coordinated by-law implementation in Hamilton – not only for festivals and events, but also for city employees, visitors to Hamilton, sports organizations, and the general public who use outdoor spaces. Communications for sports tournaments and organizations, as well as visitors to Hamilton were developed in coordination with the recreation department and Tourism Hamilton. This committee met every two to three weeks initially, and less frequently over time as operations began to run smoothly with fewer ongoing and emergent issues.

Working with other city departments on by-law implementation was key, because they were familiar with all the event locations and event set-up; they knew what messaging resonated with groups; had established connections with event organizers, and had the necessary experience with event planning to support the work. One informant said:

“We really couldn’t have done what we did without having all of our city departments on board because they provided us with a lot of insider information... They had already been doing festivals and events for years, they know all the board members. They know all the organizers. They know how the events are run and which ones are really great with following up, which ones are not. So having them on board and helping out was really, really, really important.”

Having a committee that was a “well-oiled machine” for dealing with events was a key part of successful by-law implementation. In the beginning, other members with event experience posed questions and raised key issues applicable to the local context and “they jumped right on board and helped to do what needed to be done and gave a lot of advice and assistance.”

Building trusting relationships was a key part of working with these committees:

“And so our ability to develop... clear, transparent, honest relationships where there’s a free exchange of ideas, listening, appreciation for the positions of others and... [to] understand where there is a level of compromise involved at times, I think it’s really important.”

Training was another key component of by-law implementation. Training was provided to City of Hamilton seasonal and permanent staff in Public Works, Parks, Community Services – Culture and Recreation, and the city call centres. This ensured that there was buy-in and assistance from staff who directly interacted with the public in areas where smoking was prohibited.

City of Hamilton Waste and Butt Receptacle Program

Event organizers were at least partially responsible for cleaning up their event venue before Hamilton's smoke-free parks by-law. By moving smoking off-site, cigarette butt litter should no longer be within the event venue. Responsibility for clean-up shifted to the city's Public Works department.

To assist with communicating this message to the public and alleviate litter clean-up, smoke-free signage was placed on about 1,500 waste receptacles within city parks, and cigarette butt receptacles were used in a 2012 pilot project. The pilot project integrated butt receptacle delivery and pick-up into existing waste services processes.

However, because butt receptacles signify where to smoke, locations for the receptacles needed to be chosen with tact. To identify the least harmful but practical locations for these receptacles, the city used in-person site audits and maps supplied by the geographic information system (GIS) mapping department. Many parks and recreation facilities have multiple entrances—typically four or five. Butt receptacles were placed at less-busy entrances and were typically outside a rear entrance and preferably away from residential areas. However, every site is different and ideal locations are not always easy to find. For example, a large two-day festival took place at a site surrounded by a residential area and place butt receptacles had to be placed in front of people's homes.

The butt receptacle program ran for almost two years during the summer months before it was evaluated and adapted. The evaluation found that the butt receptacle program was primarily beneficial for large events (around 200,000+ people) and was discontinued for smaller events (5,000 or less people) because

- having butt receptacles throughout the city reinforces cultural acceptance of smoking;
- smaller events typically have too few smokers to justify a butt receptacle; and
- having butt bins does not eliminate all waste and a sidewalk cleanup is still required.

2.2 WORKING WITH EVENT ORGANIZERS

Work with event organizers was guided by policy. In 2012, this work followed the smoke-free parks by-law and focused on events held on municipal properties. In 2015, the SFOA amendment expanded work to events held on private properties when bar and restaurant patios became smoke-free.

2.2.1 WORKING WITH EVENTS HELD ON MUNICIPAL PROPERTIES

As outlined above, there were previously existing mechanisms for communicating with event organizers who held events on city property.

To assist with implementation of the new by-law, HPHS was allocated \$100,000 from the City of Hamilton's municipal tax levy. Radio and newspaper ads, transit ads, media releases, tweets, Facebook posts, and other channels were used for two years after the by-law was passed, in addition to promotional materials for sports associations and events, "just so that people knew before going to any festival or entering any park... 'hey this area is smoke-free.'" See Appendix A for a list of channels used and audiences targeted throughout the campaign.

In addition to paid advertising, this topic garnered a substantial amount of earned media in the local press as well. As one informed said, “The newspapers and the news media were quite good to us where they picked it up and wrote editorials...and we had several newspaper articles and it was on TV and on the radio.”

Another component of the implementation plan involved event-specific outreach. In the first year of the by-law, HPHS attended larger events (with more than 1,000 attendees) on municipal properties to promote awareness that the event was smoke-free. They handed out postcards and distributed promotional items. The best location to provide outreach was at the main entrance of the events. For events with multiple entrances, staff used promotional materials to help lure people over to the main entrance to improve the reach of their message.

“We gave out promotional materials because that way, even if we didn’t catch people at the entrance, they were willing to ... come and find us because they would ask, ‘Hey, where did you get that?’... We had these...reusable grocery bags that were Tiffany blue and everybody wanted these grocery bags. They were a huge hit.”

While HPHS led the broader awareness campaign, they worked with the Inter-departmental Smoke-free By-law Committee to develop messaging and select channels. This committee was key because of their close connections with event organizers; they knew what issues might be experienced when going smoke-free, and were familiar with the existing communication channels. For example, the city used its connection between the recreation department, which manages local sports venues, and the various local sports clubs to make teams and tournament participants aware of the policy. This helped promote compliance during tournaments and regular use of local sports venues.

Event organizers have various communication channels they use regularly. For example, people will view a music festival’s website to see the schedule for various bands, which is a location where smoke-free messages can be placed. Most of the events in Hamilton are repeated annually so the events have honed what works for their audience. Because all events held on city property flow through the SEAT committee, HPHS was able to connect with event organizers to ensure smoke-free signage and communication for event attendees was in place .

Based on their experience, HPHS identified that communications are key in by-law implementation. The following worked well for events in Hamilton:

- using electronic platforms for promotion (e.g., event website, Facebook, Twitter, etc.) to capitalize on the strong social media presence of events;
- displaying the no-smoking condition on the event ticket to ensure all patrons are reached;
- integrating smoke-free reminders and instructions into announcements during the event to instruct people where they can and cannot smoke; and
- providing signage at key event entry points and problem areas as needed.

Adult Softball Tournaments

In Hamilton, there are ongoing issues with certain adult softball tournaments that go beyond tobacco use issues. It is “largely young people in their 20s, early 30s that are participants in these things [and] it becomes a big huge party.” These parties can include non-compliant alcohol consumption, people smoking marijuana and cigarettes, and increased likelihood of impaired driving, public urination, and other offences. These tournaments attract teams from across Ontario, Quebec, and parts of the U.S. In anticipation of lower compliance, HPHS and other city departments worked with the event organizers to ensure that teams knew about the smoking restrictions and committed to complying before signing up.

“We tried to get the messaging out to the teams before they even signed up, saying, you know, these are the rules for these types of tournaments so before you pay your money and sign your teams up, you need to make sure that your team is going to be willing to follow the rules because they will be subject to tickets if they’re non-compliant.”

While tobacco use is one issue among others, the response helps shed light on broader issues. One informant asked, “If this operator is just routinely disregarding this, what else is this operator disregarding?” The city received complaints about these events through a local councillor’s office, and the City is considering what else can be done to re-shape these events.

HPHS found it valuable to deliver a broader communications campaign in addition to communications promoted by event organizers because “festivals don’t necessarily have any money or if they do... they have their messages that they need to get out as well.” Leading the campaign allowed HPHS to keep the message focused on public health and have a broader target audience.

In addition to the communications support for event organizers, HPHS provided some additional supports. One informant said, “I think for us, we want it to be successful, so we’ve gone above and beyond and... offered whatever services and supports we can to festival organizers to make sure that smoking is removed.” HPHS and other city departments offered the tailored and prepackaged supports listed below.

Year 1 supports offered	Ongoing supports offered
1. Consultation on events	1. Consultation on events
2. Site audit and recommendations	2. Site audit and recommendations
3. Signage (A-frame standalone signs, signs for chain link fencing, metal signs posted on poles in park)	3. Signage (A-frame standalone signs, signs for chain link fencing, metal signs posted on poles in park)
4. Communications package (Facebook and Twitter posts, website examples, newspaper/radio wording, PA announcement examples)	4. Communications package (Facebook and Twitter posts, website examples, newspaper/radio wording, PA announcement examples)
5. Loan of butt bin receptacles	
6. Education and promotional materials	

HPHS found that most event organizers were receptive to having a smoke-free event. Typically event organizers viewed being smoke-free as part of hosting an event on municipal property. In part, since municipal properties (e.g., waterfront locations, parks, sports venues, etc.) are highly sought after and the services that come with using municipal properties (e.g., optional police support, electrical, promotions, etc.) are an added bonus. The smoke-free policy was generally not a significant barrier to using those venues.

However, not all event organizers were wholeheartedly onboard with the by-law, one informant suggested:

“Some event organizers where there is alcohol, for example, involved or entertainment or they’re specifically marketing and targeting a certain demographic of people, like young adults, there tends to be less ‘warm fuzzies’ about the by-law [laughs]”

Music festivals and events

A variety of factors at music events can set the stage for the likelihood of smoking, including the duration of the event (e.g., days vs. hours), the target demographic of the event, and the intended event image. Some types of music events tend to target and attract certain types of crowds that are prone to problematic behaviours such as consuming alcohol, smoking marijuana, and using other substances. These add to the complexity of enforcing tobacco use restrictions.

However, as these events evolve, event organizers are looking to broaden their market appeal and as such are receptive to strategies that would attract more people to their events. To align with this trend, HPHS suggested event organizers aim for a broader market appeal by going smoke-free. HPHS notes that, “groups like our colleagues in culture or our colleagues in public works who do a lot of boots on the ground logistics for events” were very helpful in promoting this new direction. The city also injects reminders about legal liabilities to further their efforts.

For event organizers that were resistant to the by-law, it was important to get an audience with the event organizer, organizing committee, or board to get to the heart of the problem. Part of these discussions included talking about their context and working with them to address and alleviate their concerns. Within event committees/boards, HPHS focused on creating smoke-free champions from leaders such as longstanding and respected board members, the security lead, and/or natural group leaders.

Another strategy that worked with resistant groups was developing rapport and meeting face-to-face with organizers because that makes it more difficult for them to simply say, “no it won’t work”. HPHS recommends face-to-face meetings instead of phone or email because, “it’s a lot easier to get them to do what you want when they know what you look like and they can put a face to a name.” Additionally, meeting at the venue can make it easier to show how going smoke-free is feasible. For example, one informant recounted a time when they did just that. “Well, it took me four minutes to walk from the entrance gate to where I’m meeting you where the festival is, that’s totally doable for somebody.” In addition, children and youth, or general family protection messages can also be a powerful, persuasive tool, if applicable to the event.

Hookah lounges

In Hamilton, there are a variety of event organizers and influencers. One such influencer was a local marijuana café owner who “... is well known for pushing the envelope... He had his cafe here for four years and operated it in the gray area of the law.” This individual was hoping to introduce hookah lounges at local festivals. To combat this, HPHS promoted a clear message about the importance of smoke-free festivals to model behaviour for children and youth and to help smokers stay quit, all objectives of the smoke-free parks by-law. Although the messaging did not resonate with the café owner, event organizers understood it.

Working with whomever was in charge of security was also helpful during events, because they could quickly mobilize staff and modify event set-up, such as butt receptacle locations. Local police officers, either in the form of hired off-duty police officers or enlisted police services, are often the security leads. These police officers were particularly helpful because they have smoke-free by-law training and can ticket if needed.

One challenge that HPHS faced was that while most event organizers supported smoke-free communications, they were less inclined to take ownership of enforcement. In some cases, this meant that security staff were not briefed about enforcing the by-law and “they are contracted by the festival organizers so they take their marching orders from the festival organizers.” When event security was onboard and made people aware that the event was smoke-free at the entrance and addressed non-compliance themselves, there was much less smoking on-site.

One of the reasons for resistance to enforcement across most event organizers was fear of patrons receiving a ticket. Some event organizers even viewed ticketing as more detrimental to the event image than second-hand smoke exposure:

“When the potential for charging patrons of their festival and event becomes real to them, they kind of start to go, ‘Hold on a sec, we want people to have a positive experience here.’ And they don’t necessarily differentiate the smoke-free environment as being the offsetting positive comparative to a couple people receiving charges”

Essentially, tickets are a concern because they interrupt the event experience and the organizer is often blamed:

“Often when people get ticketed, they’re going to go immediately to someone who they view to be in charge and say, you know, ‘What the hell? Why am I being ticketed?’ You know, ‘What kind of event are you running here’”

As part of the behaviour change process, and realizing that it takes time to get the message about a new by-law out and adapt behaviour to match, the city allowed a one-year period where the focus was on education instead of ticketing. This approach resonated well with patrons and event organizers. Patrons were interested in promotional items and were happy to talk with HPHS staff, and event organizers felt that “Okay they want to work with us. They don’t necessarily want to come out and ticket all our customers that are coming out to our event.”

Also, much like indoor bar and restaurant smoking bans, once organizers were able to see that their events could be smoke-free without a lot of complaints, poor attendance, and loss of vendors, their fears and hesitation began to subside.

HPHS conducted an evaluation to discover changes in attitudes and behaviour one year after by-law implementation. They found that there was high awareness and strong support for the by-law. They also found some observed changes in behaviour such as people leaving events to smoke and people moving away from others before smoking. Compliance, however, was an issue. Before transitioning to a stronger enforcement strategy, they sent an email to all event organizers to make them aware that they would begin ticketing for non-compliance (see Appendix B).

In some cases, event organizers needed to be reassured that enforcement officers were not simply going into their event ticketing every-one they saw smoking, but that they were using their discretion and responding differently to various situations. General considerations included:

- people from outside of Hamilton may not know about the smoking restrictions;
- ignorance of the law is no defence, especially if there is signage in place and the policy is well communicated; and
- when communications are not in place, the event organizer is partially responsible for the non-compliance.

To prioritize which events they inspected and spent more time supporting, they looked at risk factors such as number of people attending an event, number of people at risk of exposure, and likelihood of non-compliance:

“We don’t have the capacity to be out at every festival or event, but we are selective and we look at enforcement history, we look at overall patronage, foot traffic, location, [and] sometimes... weather.”

Events with high numbers of non-compliant smokers included adult baseball tournaments, hockey tournaments (parents are the issue), class car nights, and events held in certain areas of the city. For the events that seemed to be a challenge because of broader neighbourhood issues, family protection and cessation messaging were added. For the other events, HPHS began ticketing to change the culture of those events:

“I mean education only works so far. The thing that stops them is ticketing... Tickets and fines, that’s what seems to resonate with that group... Ours is quite high so they don’t want to pay \$300 for smoking.”

2.2.2 WORKING WITH EVENTS HELD ON PRIVATE PROPERTIES

With the implementation of the amended *SFOA* in 2015, patios are now smoke-free. This was the impetus for engaging events held on private property. It is important to note that events held on municipal property were somewhat unaffected by the 2015 *SFOA* amendment because their entire event venues were already 100% smoke-free under the by-law. “In this instance I think we’re actually very, very fortunate because... we don’t have to use the provincial legislation of no smoking within 20 metres of a playground. We are able to use our by-law and our entire parks are smoke-free,” one informant said.

Tickets are often not issued when:

- people are making a reasonable effort to get off property
- people are at or near the periphery of the property or smoke-free area
- people are agreeable and respond politely and courteously when informed and asked to smoke outside of the restricted area
- the officer feels that providing education and a warning will be effective

Tickets tend to be issued when:

- people have made no effort to adhere to the smoking ban
- people respond belligerently or combatively when informed and instructed to comply
- people have already been educated and warned and it was not effective

Because HPHS already had experience supporting events held on municipal property and working through inherent challenges to address smoking at events, they continued using existing tools and channels with events held on private property, such as tailored and pre-packed supports, the enforcement protocols that they developed and honed, and their strategies for engaging event organizers. However, the challenge with *SFOA* implementation was applying the definitions of the locations where smoking is prohibited:

“I mean, I think 2015 was a learning year just because the patio isn’t totally defined, especially when it’s at a festival. When it’s at a bar/restaurant it’s very well defined, but when it’s at a festival it’s a different beast especially when there might be picnic tables everywhere.”

To add to the issue, HPHS has over 500 traditional restaurant and bar patios in its purview. These traditional “brick and mortar” patios are more clearly defined and easier to regulate.

Work with events began with an email to all event organizers to make them aware of the change in legislation (see Appendix B). When possible, HPHS went to the events to see what the site plan looked like and how the restrictions applied. HPHS attempted to create less scattered food sales and eating areas to create a more defined patio area where smoking could be prohibited at some events. Some event organizers elected to go completely smoke-free and worked through the process of reorganizing the setup of their events:

“In some cases, some of the agricultural societies [said], ‘Yeah, we just want the whole area to be smoke-free. That makes it easy. We’ll publicize it. How can we do that? Let’s work together.’”

HPHS anticipated resistance to the restrictions, but found that removing smoking from eating areas was easy because people tend not to smoke where they eat. For example, one large music festival moved their event from a municipal property to a private property and it is suspected that they did so to avoid regulations such as the smoke-free by-law. When the *SFOA* was implemented, this event removed smoking from their food-truck eating area as well as a fenced off area where they serve alcohol with little resistance even though the event organizers still don’t have ‘warm fuzzies’ about smoking restrictions.

2.2.3 ADDRESSING TOBACCO INDUSTRY INVOLVEMENT

The tobacco industry has reappeared at Hamilton events in a new way. Primarily, their involvement has been with specific beer festivals where they attend “at arm’s length” using a marketing company as their proxy.

To address tobacco industry related activities, HPHS has found the following are important:

- getting involved as soon as the application is submitted;
- connecting with organizers, the marketing company, and the tobacco company directly to ensure all are aware of the relevant laws and enforcement; and
- keeping all SEAT members/city departments apprised of discussions and educating them ahead of time to keep an eye out for suspicious happenings.

Connecting with the marketing company directly in Hamilton's experience was important because certain organizers were not effective at relaying what can and cannot be done at events, even though the organizer is ultimately responsible for what happens at the event.

3.0 Challenges, next steps and lessons learned

A few years after by-law implementation, HPHS receives minimal complaints about second-hand smoke exposure from events, compared to workplaces and multi-unit housing. Event organizers accept that events on municipal properties are smoke-free. HPHS attributes their successes not to one particular support but to the array of supports they have provided to allay fears and help event organizers make their events smoke-free.

There is still work to be done for events on private property, especially fairgrounds. They are hoping to work with one site to pilot going completely smoke-free then take their learnings to the other two.

HPHS would like to address the resistant few event organizers and have more organizers use the available supportive signage, messaging, and other supports. While the *SFOA* sets proprietor obligations for event organizers to use such supports, they have had difficulty enforcing it due to legal concerns of ambiguity within the definition of restaurant and bar patios. In addition, with some events, even ticketing has not successfully changed behaviours and there are additional illegal activities going on. For highly problematic events held on municipal property, revisions to the partnership agreement between the municipality and event organizers to create a culture of 'play nice or don't play' is being explored.

An ongoing challenge within festivals and events work is managing budgets. An ever-growing number of events in the urban centres of Hamilton are increasing the demand for various municipal and public health services (i.e., tobacco control, infection control, and food safety). HPHS would like to adopt a cost-recovery model by collecting fees, but due to a recent unsuccessful attempt by food safety, it is off the table as of 2016.

HPHS would also like to continue to nurture and build their relationships with the other city departments and event organizers. With the city, this includes bringing the other departments up to speed and prioritizing smoke-free events, and ultimately, there is hope that this work will spur advances in other policy work such as smoke-free multi-unit housing.

What does tobacco industry involvement look like?

A craft beer festival was held on the roof of a downtown mall in 2015; this is a private property venue. The event plan indicated a smoking tent that would include cigarette sales. HPHS immediately informed the organizer of the rules surrounding tobacco product promotion and indicated they could not include a tent used for these purposes. When HPHS inspected the event, it was discovered that the tobacco industry had hired a marketing company to set up a smartphone recharge lounge where they were conducting market research surveys and using it as a smoking area. It was in a fenced-off section with dedicated security staff to watch people's drinks. While people were smoking, marketing staff with iPads conducted surveys and handed out product coupons and other promotional items. HPHS issued warnings for this violation.

The following year, the same event was held in a city park. The tobacco industry again hired a marketing company. In the event pre-consultation, they requested "girls with iPads" be allowed to sell tobacco products, and give away branded promotional products. They wanted a foldout tractor-trailer with televisions and entertainment to serve as a smoking lounge. HPHS was able to reinforce that there was a complete smoking ban in the park, that branded promotional items were not permitted, that they needed to apply for a retail licence to sell tobacco in Hamilton, and that they required additional no smoking signs to support compliance. HPHS engaged the marketing company and made sure they were aware of the law and warned of activities that would contravene it. In the end, there was no promotions or surveys, no smoking lounge, and no tobacco sales. Tobacco sales did not occur because the tobacco company was unable to complete the City of Hamilton retail licensing processes on time. There were non-compliance issues at the event due to patrons smoking because the event organizer did not do any of the forward promotion to let people know that the event was smoke-free

References

Ontario Tobacco Research Unit. (2016). Smoke-free Ontario strategy monitoring report. Retrieved from http://otru.org/wp-content/uploads/2016/02/OTRU_2015_SMR_Full.pdf

Town Media. (2016). 2017-17 visit Hamilton: It's happening here! Retrieved from <http://tourismhamilton.com/visitor-services/visit-hamilton-guide>

Appendix A: Campaign channels and audiences

Channel	Audience
CoH website – Public Health Services	General public
CoH Web site – Recreation	General public
CoH Web site – Public Works	General public
Tobacco Hotline	General public
Earned media/Media releases	General public
School board liaison meetings, principal meetings, school communications, posters	Teachers, principals, superintendents, parents, admin, students
Recreation centre – banners & posters	Recreation users
Ontario early years’ centres	Parents of children <6
Banner ads at arenas and stadiums	Sports fans – e.g. hockey, football; parents
Radio ads	General public
Facebook ads	General public
Recreation guidebook ad	Recreation users
HSR transit ads	General public/HSR riders
Tourism Hamilton publications and website	Visitors and Hamilton residents
Posters at libraries, rec centres, city housing, public health services, city worksites, municipal service centres, McMaster, Mohawk, etc.	General public
Tax statement inserts	Property owners in City of Hamilton
Community event organizer packages	Community event organizers/ City of Hamilton residents
Recreation leases and contracts	Sports and rec organizations who use City of Hamilton recreation property
Hamilton Community Guide 2011-2012	General public
SportsXpress ad	Sport fans & players
Sports organizations & associations – posters for registration day, promotional items, information for newsletters, info packages, business cards, etc.	Sports organizations, coaches, players, parents
Coaches’ training or sports association meetings (volunteer dinner, breakfast of champions, sports dinner)	Sports organizations, coaches, players
Ash receptacles & wraps – pilot parks	Park users
Promotional materials – soccer balls, baseballs, play balls, whistles, lanyards, etc.	Sports and recreation organizations, recreation users
Kick-off/ launch celebration @ Children’s Water Festival	General public, parents
Corporate e-net/all staff mail/all supervisor & manager memo	All city staff
Business cards to hand out re: complaints	Recreation & Public Works
Public works employee manual – seasonal hires	Public works students

Appendix B: By-law and SFOA emails to event organizers

Smoke-free By-law Notification Email

As most of you know, all City of Hamilton parks and outdoor recreation areas are smoke-free under By-law 11-080 - Prohibiting Smoking within City Parks and Recreation Properties. Over the past year the City has focused on education to ensure that residents of Hamilton as well as visitors are informed about the by-law. We will continue to educate and issue verbal warnings, but will also be issuing tickets as appropriate. City of Hamilton Tobacco Enforcement Officers and Hamilton Police Services have the authority to issue tickets for this by-law, and they are scheduled to attend festivals and events over the coming months.

Event organizers are responsible for ensuring that any event held in a park or recreation area is smoke-free and that vendors and the general public are aware of and comply with this By-law during the event. If you have any questions, or require further information you can visit www.hamilton.ca/tobacco or contact me at the co-ordinates listed below.

SFOA Amendment Notification Email:

As most of you know, all City of Hamilton parks and outdoor recreation areas are smoke-free under By-law 11-080 - Prohibiting Smoking within City Parks and Recreation Properties. There was an amendment earlier this year to the *Smoke-Free Ontario Act* and regulations that may also affect events held on both city and private property.

As of January 1, 2015, it is also illegal to smoke on all restaurant and bar patios, whether they are covered or not. If you serve food or drinks at your event, please read the information below and ensure you are following the legislation.

A restaurant or bar patio is an area where:

- The public is permitted access, whether or not a fee is charged for entry or the area is accessed by employees
- Food or drink is served, sold or offered for consumption or the area is part of or operated in conjunction with an area where food or drink is served or sold or offered

The *Smoke-Free Ontario Act* outlines duties of owners, operators or persons in charge of restaurants and bars to ensure restaurant and bar patios are smoke-free. These duties include:

- Giving notice to staff and patrons that smoking is prohibited on bar and restaurant patios
- Posting 'no-smoking' signs at entrances and exits to patios to ensure staff and patrons are aware that smoking is prohibited
- Ensuring no ashtrays or similar items are on the smoke-free patios
- Ensuring that workers and patrons do not smoke on smoke-free patios
- Ensuring that people who refuse to comply with the prohibition on smoking do not remain on the smoke-free patio

City of Hamilton Tobacco Enforcement Officers and Hamilton Police Services have the authority to issue tickets and they are scheduled to attend festivals and events over the coming months. Any person who does not comply may be charged with an offence; the maximum fine is \$5,000.

Event organizers are responsible for ensuring that any event held in a park or recreation area is smoke-free and that vendors and the general public are aware of and comply with this By-law during the event, in addition to the duties and responsibilities outlined above specific to patios. If you have any questions, or require further information you can visit www.hamilton.ca/tobacco, email tobacco@hamilton.ca or call the Tobacco Hotline at (905) 540-5566.