



Inquiry into smoking and tobacco use at universities, technical and further education facilities, and registered training organisations

Report No. 12

Education, Tourism, Innovation and Small Business Committee
April 2016

Inquiry into smoking and tobacco use at universities, technical and further education facilities and registered training organisations

Report No. 12

Education, Tourism, Innovation and Small Business Committee

April 2016

Education, Tourism, Innovation and Small Business Committee

Chair	Mr Scott Stewart MP, Member for Townsville
Deputy Chair	Dr Mark Robinson MP, Member for Cleveland
Members	Mr Mark Boothman MP, Member for Albert Ms Nikki Boyd MP, Member for Pine Rivers Mr Sid Cramp MP, Member for Gaven Mr Bruce Saunders MP, Member for Maryborough
Staff	Ms Sue Cawcutt, Research Director Ms Kym Christensen, Principal Research Officer Ms Joanne Walther, Executive Assistant
Contact details	Education, Tourism, Innovation and Small Business Committee Parliament House George Street Brisbane Qld 4000
Telephone	+61 7 3553 6657
Fax	+61 7 3553 6699
Email	etisbc@parliament.qld.gov.au
Web	www.parliament.qld.gov.au/etsbc

Contents

Abbreviations and glossary	v
Chair’s foreword	vi
Recommendations	vii
1 Introduction	1
1.1 Role of the committee	1
1.2 Referral and terms of reference	1
1.3 Other parliamentary committee inquiries about smoking and tobacco	1
1.4 Committee inquiry process	2
2 Smoking rates and trends	3
2.1 Rates of smoking	3
2.1.1 <i>Australian population</i>	3
2.1.2 <i>Queensland</i>	3
2.1.3 <i>Students and young people</i>	4
3 Arrangements that limit smoking at universities, TAFE facilities and registered training organisations	7
3.1 World Health Organisation Framework Convention	7
3.2 Tobacco and Other Smoking Products Act	7
3.2.1 <i>Current restrictions on smoking</i>	7
3.2.2 <i>Recent amendments to the Tobacco and Other Smoking Products Act</i>	7
3.2.3 <i>Legislation contributes to ‘de-normalisation’ of smoking</i>	9
3.3 Smoking policies at universities in Queensland	9
3.3.1 <i>Consistency with the Tobacco Act</i>	9
3.3.2 <i>Where is smoking prohibited on campus?</i>	9
3.4 TAFE Queensland	10
3.5 Registered Training Organisations	10
3.6 Committee comment	11
4 Impact of smoking on staff, students and campus users	12
4.1 Health impacts of smoking	12
4.1.1 <i>Estimated deaths and hospital admissions</i>	12
4.1.2 <i>Second-hand smoke</i>	12
4.2 Impact of smoking at education and training campuses	12
4.3 Committee comment	13
5 Capacity to improve laws and regulation to reduce smoking on campus	14
5.1 Introduction	14
5.2 Support for smoke-free campuses	14
5.3 Smoke-free universities	15
5.3.1 <i>Australia</i>	15
5.3.2 <i>Smoke-free universities – other countries</i>	17
5.4 Effectiveness of smoke-free campus policies	17
5.4.1 <i>Introduction</i>	17
5.4.2 <i>Australian University experience</i>	20
5.5 Student and staff attitudes to smoking regulation	20
5.5.1 <i>Stakeholder views</i>	20

5.5.2	<i>Research on attitudes to smoking regulation</i>	20
5.6	Student residences	21
5.6.1	<i>Stakeholders views</i>	21
5.6.2	<i>University restrictions on smoking for student residences</i>	21
5.7	Safety issues and campus size	22
5.7.1	<i>Concerns about impact of smoke-free campus</i>	22
5.7.2	<i>University approaches to large campuses</i>	23
5.8	International students	24
5.8.1	<i>Introduction</i>	24
5.8.2	<i>International enrolments</i>	24
5.8.3	<i>Does a smoke-free policy impact on student enrolments?</i>	24
5.8.4	<i>Programs for international students</i>	25
5.8.5	<i>Committee comment</i>	26
5.9	Success factors - implementation of a smoke-free campus	26
5.10	Possible approaches to laws and regulation to reduce smoking on campus	27
5.10.1	<i>Introduction</i>	27
5.10.2	<i>Possible approaches to reduce smoking on campus</i>	27
5.10.3	<i>Reducing smoking on campus</i>	28
	Appendices	29
	Appendix A – List of Submissions	29
	Appendix B – Witnesses at public briefing	30
	Appendix C – Witnesses at public hearing	30
	Appendix D – Smoking Policies in Queensland Universities	31
	Appendix E – Smoking Policies of Australian Universities	32
	Appendix F – Structured Interview	34

Abbreviations and glossary

AIHW	Australian Institute of Health and Welfare
ACU	Australian Catholic University
ASQA	Australian Skills and Quality Authority
CQU	Central Queensland University
QUT	Queensland University of Technology
RTO	Registered Training Organisation
SCU	Southern Cross University
TAFE	Technical and Further Education
Tobacco Act	<i>Tobacco and Other Smoking Products Act 1998</i>
UQ	University of Queensland
USC	University of the Sunshine Coast
VET FEE-HELP	Australian Government loan scheme for vocational education and training (VET) students

Chair's foreword

On behalf of the Education, Tourism, Innovation and Small Business Committee of the 55th Parliament of Queensland, I present this report on the committee's inquiry into smoking at universities, TAFE facilities and registered training organisations.

The committee considered a range of information and evidence about smoking on campus. As well as the detrimental effects of smoking and second-hand smoke, the committee looked at the diverse smoking policies of universities in Queensland. It was notable that universities in other states, especially Western Australia and Victoria, have made significant progress in collaborative moves to become smoke-free. TAFE facilities in Queensland have a common policy about smoking, but are able to make local adjustments which can include smoking in designated outdoor smoking areas. The committee was not able to gain an accurate picture of the measures to reduce smoking in outdoor areas of the large number of registered training organisations in Queensland.

While there was broad agreement by the committee that it is desirable to reduce smoking on campus, the committee was not able to reach agreement on how best to achieve this.

On behalf of the committee, I thank those who made written submissions about the issues in this inquiry, and those who briefed the committee or participated in its public hearing.

I commend the report to the House.

A handwritten signature in black ink, appearing to read 'Scott Stewart', written in a cursive style.

Scott Stewart MP
Chair

Recommendation

Recommendation 1

28

The committee recommends that the Government work with education and training organisations and their peak bodies to advise and assist with health promotion about smoking and smoke-free environments to support implementation of measures to reduce smoking on campus.

Government members' comments

28

The government members of the committee support a legislative prohibition to reduce smoking in outdoor areas of education and training campuses, particularly to protect students and staff from second-hand smoke. The government members consider that the *Tobacco and Other Smoking Products Act 1998* should be amended to prohibit smoking at and near universities, TAFE facilities and registered training organisation campuses. Based on the experience of universities in Western Australia and Victoria, education and training organisations would need time to transition to a prohibition on smoking on campus. The government members of the committee therefore consider that a legislative prohibition on smoking on campus should not commence until education and training organisations have sufficient time to consult, plan and transition to smoke-free campuses.

Non-government members' comments

28

We believe that universities, TAFEs and registered training organisations have a moral responsibility to protect their staff and students from the effect of tobacco smoke, both direct and indirect. As such our position is for the government to work with universities, TAFEs and registered training organisations over a two year period to self-impose and regulate restrictions on their campuses, after which their actions will be assessed and if found to be inadequate, the government should legislate.

1 Introduction

1.1 Role of the committee

The Education, Tourism, Innovation and Small Business Committee (the committee) was established as a portfolio committee by resolution of the Legislative Assembly on 27 March 2015. The committee consists of three government and three non-government members.

The committee's areas of portfolio responsibility are:

- education
- tourism and major events
- innovation
- science
- the digital economy and small business.¹

The *Parliament of Queensland Act 2001* sets out the role of portfolio committees, which includes consideration of Appropriation Bills, other Bills and subordinate legislation, public accounts and public works issues, and issues referred to it by the Legislative Assembly.

1.2 Referral and terms of reference

On 28 October 2015 the Legislative Assembly referred to the committee an inquiry about smoking and tobacco use at universities, TAFE facilities and registered training organisations. The terms of reference are below.

1. *That the Education, Tourism and Small Business Committee inquire into smoking and tobacco use at universities, technical and further education facilities, and registered training organisations.*
2. *That, in undertaking this inquiry, the committee should consider:*
 - *What arrangements currently apply that limit smoking at these facilities*
 - *The impact of smoking on staff, students and campus users, and*
 - *The capacity for improved laws and regulations at these facilities to reduce smoking*
3. *Further, that the committee report to the Legislative Assembly by 29 April 2016*

1.3 Other parliamentary committee inquiries about smoking and tobacco

During the course of this inquiry, the Health and Ambulance Services Committee (HASC)² of the Queensland Parliament commenced two separate inquiries:

- *Tobacco and other Smoking Products (Smoke-free Places) Amendment Bill 2015*. The committee tabled its report on 15 February 2016 and the Bill has since been passed. The additional restrictions on smoking contained in the Bill will come into effect on proclamation, expected to be later this year
- *Inquiry into the Tobacco licensing arrangements in Queensland*. The inquiry was referred to the HASC on 28 October 2015 and it is also to report to the Parliament on 29 April 2016.

1 Schedule 6 of the *Standing Rules and Orders of the Legislative Assembly*, effective from 31 August 2004

2 Now called the Health, Communities, Disability Services and Domestic and Family Violence Prevention Committee

1.4 Committee inquiry process

In undertaking this inquiry the committee received briefings from Queensland Health, the Heart Foundation and the Cancer Council Queensland in December 2015.

The committee invited submissions from interested stakeholders by advertising on its website. A call for submissions was also emailed to over 800 committee subscribers, and email invitations were sent to health organisations, universities, university student associations, TAFE Queensland and over 1,000 registered training organisations (RTOs) in Queensland which were registered with the Australian Skills Quality Authority.

Sixteen submissions were received: four were from universities, four from RTOs, four from health organisations, one from a student union, and three submissions were from individuals.

The committee invited all universities in Queensland to participate in a public hearing, which was held in Brisbane on 24 February 2016 with representatives from eight universities.

The committee's staff sought information from interstate universities which have implemented "smoke-free" policies via a semi-structured interview. A schedule was emailed to eight universities; telephone interviews were conducted with relevant staff from three universities and two others provided written responses. The interview schedule is at Appendix F.

In addition the committee analysed university smoking policies, and considered published research about the about effects of smoking and university and college smoking policies.

2 Smoking rates and trends

2.1 Rates of smoking

2.1.1 Australian population

The smoking rate nationally has declined in what has been described as a “true public health success story”.³ Tobacco control interventions, such as increased taxes, public education, restrictions on marketing and retail display and legislation to create smoke-free environments has contributed to the national decline in smoking.

The National Drug Strategy Household Survey has been conducted by the Australian Institute of Health and Welfare (AIHW) approximately every three years since 1993. The most recent survey was in 2013 and is the source of most of the data reported here about smoking rates.

In 2013, 13.3 per cent of the Australian adults, and 12.8 per cent of those aged 14 or older were daily smokers. The rate of smoking nationally has fallen steadily since 1998 when 22.7 per cent of adults smoked. Between 2010 and 2013, smoking reduced from 15.9 to 13.3 percent of adults.⁴ The majority of smokers in 2013 had tried to either reduce their tobacco intake or stop smoking during the previous year. Thirty per cent of smokers tried unsuccessfully to quit. The main reasons that smokers gave for trying to quit or change their smoking were the costs and concern for their health.⁵

2.1.2 Queensland

Queensland has seen a 26 per cent reduction in smoking over the last decade.⁶ Between 2010 and 2013 the rate of daily smoking in people aged 18 and over fell from 17.7 to 15.7 per cent. Currently 86 per cent of Queenslanders are not daily smokers,⁷ leaving 14 per cent who do smoke daily.

The proportion of people in different age groups who smoked daily in 2013 is shown in Table 1 below.

Table 1: Daily tobacco smoking, by age group, 2013 (per cent)

Age group	Queensland	Australia
14-19	8.0	7.0
18-24	17.9	13.4
25-29	17.4	16.1
30-39	15.7	13.7
40-49	21.4	16.2
50-59	15.9	15.0
60 +	9.5	8.8

More recent data from the 2015 Queensland Health Preventive Health Survey shows that 12 per cent of Queensland adults smoked daily, a reduction of two per cent from the 2014 survey.⁸ Figure 1 below shows the trend in daily smoking rates in Queensland.

3 Anita Dossaix, “Smoking among Australian youth hits record low: study”, *Medical Express*, 28 January 2016, reporting on an article published in *Public Health Research and Practice*.

4 Australian Institute of Health and Welfare, ‘Tobacco smoking in the general population’: <http://www.aihw.gov.au/alcohol-and-other-drugs/ndshs-2013/ch3/>

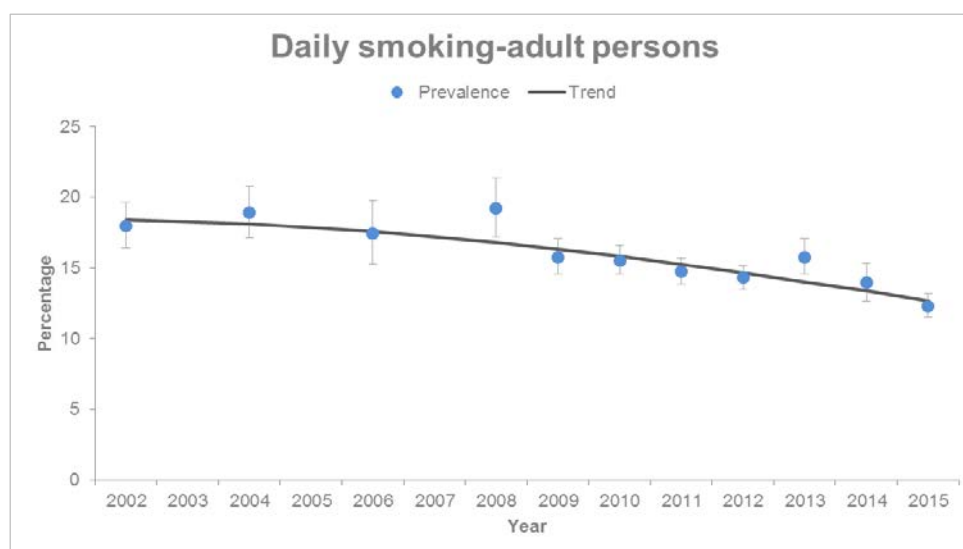
5 AIHW, “Tobacco smoking in the general population”

6 Queensland Health, Public briefing transcript, 2 December 2015, p 1

7 Ibid

8 Hon Cameron Dick, Minister for Health, Hansard, 23 February 2016, p 406

Figure 1: Trend in daily smoking among Queensland adults



Source: Queensland Government. Queensland Survey Analytics System (QSAS), Current Queensland data and trends, Accessed 30 March 2016, <https://www.health.qld.gov.au/research-reports/population-health/preventive/data/preventive-health-surveys/results/default.asp>

The downward trend in smoking among Queenslanders is encouraging. However, Queensland has the third highest rate of smoking in Australia, after the Northern Territory and Tasmania. This is an improvement on 2010, when Queensland's smoking rate was the second highest in Australia. A higher proportion of Queenslanders across all age groups smoke daily compared to national smoking rates, and is most marked in 40 to 49 year olds. That group also has the highest rate of daily smoking.⁹

2.1.3 Students and young people

Age of smoking uptake

Most people first try smoking tobacco during adolescence, and those who begin smoking early are more likely to continue smoking. Tobacco use among young people is a key predictor of adult smoking.¹⁰ An objective of the National Drug Strategy 2010-2015 (and the draft 2016-2025 Strategy) is to prevent the uptake and delay the onset of use in order to reduce harm.¹¹ The Heart Foundation told the committee that the later a person starts to smoke, the greater the chances of reducing the negative effects of smoking.¹²

The AIHW reported the average age at which young people smoked their first cigarette has steadily risen since 2001. The age at which 14 to 24 year olds smoked their first full cigarette was almost 16, rising from 14.2 to 15.9 years of age between 1995 and 2013.¹³

School aged children

Smoking rates among school aged children give an indication of the number of student smokers who may move from school to university or vocational education.

In 2013 only 3.4 per cent of Australian teenagers aged 12 to 17 smoked daily. The proportion of 12 to 17 year olds who had never smoked remained high at 95 per cent.

9 AIHW, "National Drug Strategy Household Survey detailed report 2013"

10 Australian Institute of Health and Welfare, 'Tobacco smoking in the general population', p 5: <http://www.aihw.gov.au/alcohol-and-other-drugs/ndshs-2013/ch3/>

11 AIHW, "Tobacco smoking in the general population"

12 Heart Foundation Queensland, submission 13, p 3

13 Australian Institute of Health and Welfare, 'Smoking rates down, fewer young people drinking alcohol and mixed results on illicit use of drugs', p 1: <http://www.aihw.gov.au/media-release-detail/?id=60129548108>

A national survey of 23,007 12 to 17 year old secondary students in 2014 reported a downward trend in smoking. Among 12 to 15 year old students the proportion of students who had smoked in the previous four weeks decreased between 1984 and 1990, and began to rise again in the 1990s. The rate of 'past month' smoking began to decline again in 1996 and the decline has continued to 2014 to 4.3 per cent.¹⁴

Encouragingly, this 2014 survey of Australian secondary students shows that the prevalence of smoking in the past month, past week, and on at least three of the past seven days among 12 to 15 year olds was the lowest it has been since 1984, when this survey series first commenced...¹⁵

In older students aged 16 to 17, there was a similar trend during the 1980s and into the 1990s with the proportion of 'past month' smokers declining from 1999. Fifteen percent of 16 to 17 year old students had smoked in the past month when surveyed in 2014, compared to 17 per cent in 2011.¹⁶ However the overall survey results for 16 to 17 year olds was less positive and the authors commented that:

While the significant decrease in the prevalence of lifetime use of cigarettes for 16 and 17 year old students was encouraging, the lack of significant change in the prevalence of smoking in most regency periods for this age group was disappointing.¹⁷

Young people over 18

As shown in Table 1 above, almost 18 per cent of 18 to 24 year olds in Queensland were daily smokers in 2013, well above the national rate of 13.4 per cent.¹⁸ Table 2 shows the smoking rates of 18 to 24 year olds in each state or territory in 2013. Queensland had the third highest rate in this age group in 2013.

Table 2: Daily smoking by 18-24 year olds, 2013

	%
South Australia	8.0*
Australian Capital Territory	9.2
New South Wales	10.7
Victoria	12.1
Western Australia	15.5
Queensland	17.9
Northern Territory	19.7
Tasmania	31.6
Australia	13.4

Estimate for SA has a relative standard error of 25-50% and should be used with caution
Source: AIHW, National Drug Strategy Household Survey detailed report 2013

14 White, Vicki and Williams, Tahlia, *Australian secondary school students' use of tobacco in 2014*, Centre for Behavioural Research in Cancer, Cancer Council Victoria, prepared for the Tobacco Control Taskforce, Australian Department of Health, p 33

15 White, Vicki and Williams, Tahlia, *Australian secondary school students' use of tobacco in 2014*, Centre for Behavioural Research in Cancer, Cancer Council Victoria, prepared for the Tobacco Control Taskforce, Australian Department of Health, p 41

16 White and Williams, p 37

17 White and Williams, p 41

18 AIHW, National Drug Strategy Household Survey detailed report 2013

Nationally, the proportion of 18 to 24 year olds who had never smoked increased significantly between 2010 and 2013 from 72 per cent to 77 per cent.¹⁹

University, TAFE and RTO students

No national or Queensland data was available to the committee about smoking rates of students at university, TAFE or RTOs.

Among TAFE students, studies published in the late 1990s found that smoking rates in TAFE tend to be high, and similar to those for unemployed youth.²⁰ Many vocational courses at TAFE and RTOs offer training for blue collar occupations, in which smoking rates tend to be higher than in white collar occupations. In 2010 in Australia, rates of smoking of blue collar workers were about double those of white collar workers.²¹

19 AIHW, "Tobacco smoking in the general population"

20 Cited in Billie Bonevski, Christine Paul, Raoul Walsh, Jamie Bryant and Christophe Lecathelinais, 'Support for smoke-free vocational education settings: An exploratory survey of staff behaviours, experiences and attitudes', *Health Promotion Journal of Australia* 2011 : 22 (1)

21 Chief Health Officer, *The health of Queenslanders 2014*, p 102: <https://www.health.qld.gov.au/publications/research-reports/reports/cho-report/cho-full-report.pdf>,

3 Arrangements that limit smoking at universities, TAFE facilities and registered training organisations

3.1 World Health Organisation Framework Convention

Australia is a world leader in the regulation of tobacco and has ratified the World Health Organization (WHO) Framework Convention on Tobacco Control (the Convention). Parties to the Convention have agreed to “develop, implement, periodically update and review comprehensive multisectoral national tobacco control strategies, plans and programmes ...” The Convention sets out a framework for implementation of evidence based measures to address tobacco-related harm, one of which is measures to protect people from exposure to tobacco smoke.²²

3.2 Tobacco and Other Smoking Products Act

3.2.1 Current restrictions on smoking

The *Tobacco and Other Smoking Products Act 1998* (the Tobacco Act) applies to smoking, tobacco products and e-cigarettes. The Tobacco Act prohibits smoking in the following areas:

- enclosed places²³ (a building or another area that has a ceiling or roof and is completely or substantially enclosed, except for doors and passageways)
- four metres from an entrance to an enclosed place²⁴ (to be extended to five metres, see below)
- in a vehicle used for business if another person is in the vehicle²⁵
- in a vehicle with a person under 16 years old²⁶
- outdoor eating and drinking places²⁷
- major event facilities²⁸ (for example Suncorp Stadium, and designated major events such as motor sport races)
- private and public health facility land, or land within five metres outside the boundary of a health facility²⁹
- school land or within five metres outside the boundary of state and non-state schools (primary, secondary or special education) and land where a school provides other education or instruction³⁰
- patrolled beaches³¹
- prescribed outdoor swimming areas³²
- ten metres from children’s playground equipment at a place that is ordinarily open to the public. The prohibition does not apply to playground equipment on private property.³³

3.2.2 Recent amendments to the Tobacco and Other Smoking Products Act

The *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016* (the amendment Act) was passed in February 2016 and commences on proclamation. The amendment Act will further

22 World Health Organisation, ‘WHO Framework Convention on Tobacco Control’ http://www.who.int/tobacco/framework/WHO_FCTC_english.pdf accessed 5 April 2016

23 Section 26R, *Tobacco and Other Smoking Products Act 1998*

24 Section 26ZJ, *Tobacco and Other Smoking Products Act 1998*

25 Section 26VB, *Tobacco and Other Smoking Products Act 1998*

26 Section 26VC, *Tobacco and Other Smoking Products Act 1998*

27 Section 26X, *Tobacco and Other Smoking Products Act 1998*

28 Section 26ZE, *Tobacco and Other Smoking Products Act 1998*

29 Section 26GC, *Tobacco and Other Smoking Products Act 1998*

30 Section 26ZGD, *Tobacco and Other Smoking Products Act 1998*

31 Section 26ZH, *Tobacco and Other Smoking Products Act 1998*

32 Section 26ZI, *Tobacco and Other Smoking Products Act 1998*

33 Section 26ZK, *Tobacco and Other Smoking Products Act 1998*

restrict where smoking is allowed. At the time of writing this report, the amendments had not commenced and the proclamation date was not known. When the amendment Act comes into effect, it will prohibit smoking at the following places:

- public swimming facilities owned or operated by a local government and open to the public.³⁴ It does not include a swimming place at a natural body of water, such as a dam, creek or river
- at, and five metres beyond, the boundary of early childhood education and care facilities and aged care facilities³⁵
- government precincts³⁶ (prescribed by regulation and on land adjoining a building occupied by: the State, the Legislative Assembly, a court or tribunal, an entity that represents the State or another entity established by an Act)³⁷
- outdoor pedestrian malls
- public transport waiting points.³⁸ A person must also not smoke at, or on, land within five metres beyond the waiting point (the 'buffer zone') at a public transport waiting point. A person outside the buffer zone is taken to be within the buffer zone if they are in a queue that starts at the public transport waiting point or in the buffer zone³⁹
- within 10 metres of a skate park⁴⁰
- within 10 metres from the boundary at an under-age sporting event or the viewing area for a water sport. An under-age sporting event is one for, or predominately participated in by under 18 year olds.⁴¹
- national park (to be prescribed by regulation)⁴²

The amendment Act also:

- extends the smoke-free area at the entrances to buildings from four to five metres⁴³
- gives local government the power to prohibit smoking at other outdoor public places where smoking is not already prohibited under the Act.⁴⁴

The prohibition on smoking in a 'government precinct' could be applied to universities which are entities established by an Act.⁴⁵ The Chief Health Officer explained that public universities could be prescribed as a 'government precinct' under a regulation made after the amendments come into effect. She noted that this approach would be a partial approach to prohibiting smoking on campuses.

Specifically the bill includes the ability to create it in a government precinct. A TAFE, for example, or one of the universities that is covered by state legislation could be prescribed as a government precinct through that provision in that amendment bill, but the proposed definition would not capture private institutions so it would not cover a private university

34 New section 26VS, *Tobacco and Other Smoking Products (Smoke-free Places) Amendment Act 2016*

35 New sections 26VU and 26VW, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*, <http://www.legislation.qld.gov.au/LEGISLTN/ACTS/2016/16AC006.pdf>

36 New section 26ZD, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

37 Health and Ambulance Services Committee, Report No. 10, 55th Parliament, *Tobacco and Other Smoking Products (Smoke-free Places) Amendment Bill 2015*, <http://www.parliament.qld.gov.au/documents/committees/HCDSDFVPC/2015/TobaccoSmokeFreePlaces/08-rpt10-15Feb2016.pdf>, accessed 31 March 2016

38 New sections 26ZKA, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

39 New section 26ZKB, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

40 New section 26ZKC, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

41 New section 26ZKD, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

42 New section 26ZKE, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

43 New section 26ZJ, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016* *journe*

44 New section 26ZPA, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

45 New section 26ZD, *Tobacco and Other Smoking Products (Smoke-Free Places) Amendment Act 2016*

*or a private RTO. That means if it was this committee's recommendation you would perhaps be looking at it in terms of a comprehensive approach whereas that bill provides a partial approach.*⁴⁶

3.2.3 Legislation contributes to 'de-normalisation' of smoking

Queensland Health advised the committee that the prohibitions on smoking in the Tobacco Act have progressively contributed to changing expectations about where smoking is possible. The Chief Health Officer informed the committee:

*We do not use fines as the major way of managing [compliance with the Act]. In fact, we use the gradual process of increasing where you cannot smoke over the years and making sure people are aware of that and making that a normal part of society, the idea being that smokers think twice before they start smoking. 'Is this somewhere where I should not be smoking?' ... and then just normalising that you just do not smoke in public spaces generally.*⁴⁷

Under the Tobacco Act, Queensland Health may appoint Environmental Health Officers to enforce the legislation. Environmental Health Officers can issue a warning, education or a fine.⁴⁸ The Queensland Police Service may issue fines for adults who smoke in vehicles with children under the age of 16.

Queensland Health told the committee that enforcement consists mainly of targeted campaigns "so they will target a particular type of premise during certain months and they will do it all throughout the stage and we [the department] will gather the statistics of compliance..."⁴⁹

3.3 Smoking policies at universities in Queensland

3.3.1 Consistency with the Tobacco Act

All universities in Queensland have policies that specify where smoking is not permitted. The policies broadly replicate some of the relevant prohibitions in the Tobacco Act, for example by prohibiting smoking in buildings or enclosed places, in outdoor eating and drinking areas, and near the entrance to an enclosed place.

The University of Queensland (UQ), Queensland University of Technology (QUT) and the Southern Cross University (SCU) have more stringent restrictions than the current Tobacco Act. The UQ policy prohibits smoking within 5 metres of a building entrance, and QUT and SCU prohibit smoking within 10 metres of a building entrance, compared to four metres in the Tobacco Act.

As noted in section 3.2.2 above, amendments to the Tobacco Act are expected to come into effect during 2016 and will prohibit smoking in additional areas that are relevant to universities. Smoking will be prohibited within 5 metres of building entrances, at or near a child care centre, and at or near a public transport waiting point; in addition public universities could potentially be prescribed by a regulation as a 'government precinct' in which smoking is prohibited.

3.3.2 Where is smoking prohibited on campus?

University smoking policies vary in the extent to which they prohibit smoking on campus. Universities in Queensland can be broadly categorised as:

- smoke-free
- smoking only in designated outdoor smoking areas
- other more limited prohibitions.

⁴⁶ Jeannette Young, Chief Health Officer, Public briefing transcript, 2 December 2015, p 2

⁴⁷ Transcript of proceedings, Public Briefing, 2 December 2015, p 12

⁴⁸ Transcript of proceedings, Public Briefing, 2 December 2015 p 5

⁴⁹ Transcript of proceedings, Public Briefing, 2 December 2015, p 5

Smoke free universities: Of the ten universities in Queensland, only the Australian Catholic University has implemented a 'smoke-free' policy. The QUT plans to become smoke-free in July 2016.

Designated smoking areas only: Four universities, Griffith University, QUT, Southern Cross University and the University of Southern Queensland prohibit smoking everywhere on campus except in designated outdoor smoking areas.

Other: The remaining five universities prohibit smoking as required by the Tobacco Act, and in varying other ways, near windows and air-conditioning vents, on verandas, colonnades and walkways. Only one university prohibits smoking at public transport waiting areas.

A comparative table showing where smoking is prohibited by university policies is at Appendix D.

In addition to prohibiting smoking in specified areas, both the Central Queensland University and the Australian Catholic University prohibit the sale of tobacco on campus. The University of Queensland policy states that cigarette vending machines on campus are "discouraged" as "inconsistent with the non-smoking policy."

3.4 TAFE Queensland

TAFE Queensland provided its procedure to the committee; it requires campus managers to:

*Develop a smoking policy specific to the local environment and needs of specific TAFE Queensland Campuses and other workplaces. The procedure should specify whether or not smoking is permitted in the grounds and, if so, where it is allowed.*⁵⁰

Each TAFE Queensland region develops a smoking policy. TAFE Queensland advised the committee that each region has responsibility for "managing operational matters including smoking within the parameters of TAFE Queensland's policy".⁵¹

Smoking is allowed in designated outdoor smoking areas on some TAFE campuses, for example the student handbook for TAFE Queensland North, which has 17 campuses states:

*smoking is totally prohibited in all Queensland Government buildings, in doorways, on balconies or covered connecting pathways (even if open sided), or in any area which could interfere with other people, such as near windows, air conditioners or other ventilation systems or where food or drinks are being consumed. Designated smoking areas are provided at some TAFE Queensland North sites and smoking is not permitted outside these areas. Please check the site rules with your teacher.*⁵²

The committee notes that smoking at TAFE facilities is prohibited in accordance with the Tobacco Act, and that some, but not all, campuses permit smoking in designated outdoor smoking areas.

3.5 Registered Training Organisations

Smoking policies

There were 1,071 training organisations registered with the Australian Skills Quality Authority (ASQA) when the committee commenced this inquiry, all of which were invited to make submissions.

The committee was not able to obtain an accurate picture of the current arrangements to limit smoking in RTOs. Training providers range from small operators with a single training focus (e.g. first aid) to large national RTOS offering a range of training courses from multiple locations. Many RTOs, such as trainers in beauty therapy or administration skills, are likely to operate solely indoors, where smoking is prohibited by the Tobacco Act.

50 TAFE Queensland, 'Creating Smoke-Free Environments Procedure', 2014 (under review)

51 Correspondence from TAFE Queensland dated 2 December 2015

52 TAFE North Queensland, 'Student Handbook', February 2016, [http://tafenorth.edu.au/resources/pdf/current-students/TAFE%20Student%20Handbook%20\(Apprentice%20&%20Trainee\).pdf](http://tafenorth.edu.au/resources/pdf/current-students/TAFE%20Student%20Handbook%20(Apprentice%20&%20Trainee).pdf)

A significant number of RTOs provide vocational education and training in industries which operate outdoors, for example, in aviation, construction and mining. While the Tobacco Act applies to the enclosed places at those RTOs, it does not apply to most outdoor areas.

Submissions

Only four RTOs made submissions. The committee notes that the RTO sector is currently the subject of public comment about registration with ASQA, VET FEE-HELP and related matters. The priority given to those matters may explain the small number of submissions received from RTOs.

Two RTOs told the committee they were smoke-free.⁵³ The Construction Skills Training Centre (CSTC)⁵⁴ advised that since early 2015 smoking has been prohibited at its training centre, including the grounds and five metres beyond the boundaries, and in vehicles. Another two RTOs restricted smoking to designated smoking areas. Aviation Australia, which provides training in avionics, flight operations (cabin crew) and aviation engineering, advised that smoking is permitted only in limited designated smoking areas. Smoking is not permitted in vehicles, on the tarmac area or within four metres of buildings.⁵⁵ Australian Child Care Career Options also advised that it has designated smoking areas for students and staff.⁵⁶

3.6 Committee comment

As required by the inquiry terms of reference, the committee has considered the arrangements that currently apply in universities, TAFE facilities and RTOs to limit smoking.

The policies of education and training facilities do not provide a consistent approach to the prohibition of smoking. While the Tobacco Act applies to enclosed places and some other areas of all university and training campuses, campus policies differ in the extent to which they limit or prohibit smoking in outdoor areas.

Smoking will soon be prohibited at and near child care centres, and is currently prohibited at schools and within five metres of their boundaries, and in all indoor workplaces. The committee notes Queensland Health's comments that the Tobacco Act and recently passed amendments mean that:

*... our young people will be in a smoke-free environment from child care, then they will go to a smoke-free school environment and later they will enter a smoke-free workplace. There is a gap in the earning and learning life course in that places of tertiary education and training are not comprehensively covered by tobacco laws, and this is a concern in that life course trajectory.*⁵⁷

53 Submissions 2 and 4

54 CSTC Pty Ltd is a not-for-profit proprietary company, Submission 4

55 Submission 8

56 Submission 3

57 Transcript of proceedings, Public briefing, 2 December 2015, p 2

4 Impact of smoking on staff, students and campus users

4.1 Health impacts of smoking

4.1.1 Estimated deaths and hospital admissions

The negative health impacts of smoking are now well recognised. Tobacco smoking is a leading risk factor for chronic disease and death, including many forms of cancer, respiratory disease and heart disease. About 20 to 30 per cent of cancer cases in Australia can be attributed to smoking.⁵⁸ Smoking is also linked to diseases including heart disease, stroke, peptic ulcers, chronic bronchitis, asthma, emphysema, peripheral vascular disease and macular degeneration.⁵⁹

In 2004-2005 approximately 15,000 deaths in Australia were attributed to smoking.⁶⁰ In Queensland 3,700 people die each year as a result of smoking, and there were over 36,000 hospitalisations attributable to smoking between 2006-07 and 2009-09, most associated with cardiovascular and respiratory conditions.⁶¹

4.1.2 Second-hand smoke

Exposure to second-hand smoke affects both non-smokers and smokers and some deaths and hospitalisations are attributable to second-hand smoke. The Cancer Council advised the committee that even brief exposure, for as little as 30 minutes, can affect the cardiovascular system of non-smokers. Health problems associated with second-hand smoke include asthma in children, lower respiratory tract infections, lung cancer and coronary heart disease.⁶²

The health impact of second-hand smoke on non-smokers is summarised in *Tobacco in Australia: facts and issues*:⁶³

Estimates of injury caused by second-hand smoke, based on data from the US and the UK show that for every 10 deaths caused by smoking among smokers, one death occurs in a non-smoker due to exposure to secondhand smoke. Secondhand smoke is thought to be responsible for as many as 2.7% of all deaths in the US each year.

A report by Collins and Lapsley for the Commonwealth Department of Health and Ageing, cited in *Tobacco in Australia*, states that "... the overwhelming proportion of the morbidity attributable to involuntary smoking ... is borne by the young". *Tobacco in Australia* notes that a previous report estimated that secondhand smoking caused close to 2000 hospital admissions in Australia in 1998. About three-quarters of these admissions occurred in children under the age of 14.⁶⁴

4.2 Impact of smoking at education and training campuses

Under the *Work Health and Safety Act 2011* and related regulations and codes, employers have a responsibility to manage work health and safety risks that may affect staff and other people.

Staff, students, contractors and visitors to universities, TAFE facilities and RTOs are affected by smoking, including the health effects of second-hand smoke. A survey of staff and students at Curtin University (before implementation of a smoke-free policy) reported that just over 80 per cent of

58 AIHW 2012, cited in Australian Institute of Health and Welfare 2014. *National Drug Strategy Household Survey detailed report 2013*. Drug statistics series no. 28. Cat. no. PHE 183. Canberra: AIHW, p 16, <http://www.aihw.gov.au/WorkArea/DownloadAsset.aspx?id=60129549848>

59 Cancer Council, Submission 11, pa 4

60 Collins and Lapsley, 2008 cited in AIHW, 2014, p 16

61 Cancer Council, Sub 11, p 4 & 5

62 Cancer Council, Sub 11, p 5

63 *Tobacco in Australia: Facts and issues, a comprehensive online resource*, Accessed 30 March 2016

<http://www.tobaccoinaustralia.org.au/chapter-4-secondhand/4-13-estimates-of-morbidity-and-mortality-attribut>

64 *Tobacco in Australia*, citing Collins D and Lapsley H. The costs of tobacco, alcohol and illicit drug abuse to Australian society in 2004-05. Canberra: Department of Health and Ageing, 2008

respondents had been exposed to second-hand smoke during the previous four weeks. Most (88 per cent) understood that second-hand smoke was harmful to their health.⁶⁵

The impact of smoking on QUT staff is reflected in the results of a survey in 2014 which found staff overwhelming indicated that they would like their campuses to be smoke free. Staff were “quite opposed to having even designated smoking areas where the smoke wafts off into the public areas...”.⁶⁶

The impact of smoking on students is more significant. The National Drug Strategy recognises that the earlier a person commences use, the greater their risk of harm. The Strategy aims to reduce tobacco-related harm by preventing or delaying the uptake of smoking, and by providing smoke free areas.

4.3 Committee comment

The committee notes that for staff at universities and training institutions, the impact of smoking is similar to any workplace with outdoor spaces, and the available information suggests that staff want less smoke in their work environment.

The committee notes the significant impact of smoking on young people, and considers that because of the large number of young people attending universities, TAFE colleges and RTOs, those organisations are uniquely placed to contribute to preventing or delaying the uptake of smoking among students.

The committee also notes the Chief Health Officer’s report, *The health of Queenslanders 2014*, which states that it is “imperative to encourage young people to avoid becoming daily smokers, and to stop them from taking up the habit in the first place.”⁶⁷

65 Sharyn Burns, Jonine Jancey, Nicole Bowser, Jude Comfort, Gemma Crawford, Jonathan Hallett, Bree Shields and Linda Portsmouth, ‘Moving forward: a cross sectional baseline study of staff and student attitudes towards a totally smoke free university campus’, *BMC Public Health*, 2013 (WA Centre for Health Promotion Research, School of Public Health, Curtin University)

66 Transcript, 24 February p 2

67 Chief Health Officer, *The health of Queenslanders 2014*, p 101: <https://www.health.qld.gov.au/publications/research-reports/reports/cho-report/cho-full-report.pdf>

5 Capacity to improve laws and regulation to reduce smoking on campus

5.1 Introduction

There is support from health and student organisations to further restrict smoking on campus. Some universities have anticipated challenges to implementation of smoke-free campuses, particularly in relation to on-campus student residences and smokers' safe access to locations where they can smoke.

It is clear from the experience of interstate and international universities that it is feasible to implement completely smoke-free policies on campus, and the available evidence suggests that smoke-free policies are effective in reducing smoking.

Surveys of student attitudes show they tend to support smoke-free campuses, and that support grows once a smoke-free campus is introduced. International students appear to accept smoke-free campus policies, and there is no evidence to suggest that smoke-free policies affect international students' choice of university.

5.2 Support for smoke-free campuses

The health effects of smoking, and of second-hand smoke, are well recognised and noted in chapter 4 of this report. Submissions to the committee's inquiry from four health organisations, a student union and an individual supported the implementation of smoke-free campuses (one with consideration of smoking associated with regarding student residences) on health grounds.⁶⁸

The Cancer Council Queensland (CCQ) argued that smoking bans "will help to reduce uptake and continuation of smoking, underpinning the consistency of smoke free laws across Queensland."

Smoke-free campuses would also protect students and others from the effects of second-hand smoke. The CCQ submission noted that a Western Australian study found a majority of students (81 per cent) had been exposed to second-hand smoke on campus, and almost a quarter of respondents reported 'almost daily' exposure to second-hand smoke.⁶⁹

The Heart Foundation recommended that legislation prohibiting smoking on campus so that all staff, students and campus users are protection from smoking.⁷⁰ Their submission stated:

One way that our community can protect susceptible individuals is by providing them with a safe and supportive environment in which to say no to smoking. If smoking is banned at further education facilities, there will be less pressure to smoke and a normalising of not smoking. This will in turn support reduced smoking rates.⁷¹

The Australian Medical Association Queensland is "highly supportive of any measures which will decrease smoking rates."⁷²

A public health researcher at the University of Queensland supported a smoke-free campus. He commented that enforcement difficulties are sometimes put forward as an objection to smoking bans, and pointed to the successful experience of other universities in implementing a smoke-free campus policy. "Social norms surrounding smoking have now shifted to such a degree that smokers now accept restrictions without question. Smoking bans now effectively enforce themselves."⁷³

The University of Queensland Union noted that the University of Queensland is the only Group of Eight University in Australia that has not implemented a smoke-free campus policy.⁷⁴ While its submission acknowledged the need to consider safety issues and students who live on campus, the student union

68 Submissions 7, 9, 11, 13, 15, 16

69 Submission 11, p 3

70 Submission 13, p 1

71 Submission 13, p 2

72 Submission 9

73 Submission 15

74 Submission 16, p 1. The 'Group of Eight' is "a coalition of leading Australian universities, intensive in research and comprehensive in general and professional education", <https://www.go8.edu.au/>

noted the current risk of health damage from second-hand smoke. Smoking is not restricted on many pedestrian thoroughfares which are more than five metres from building entrances. The union suggested that the health risk from second-hand smoke is compounded by the density and high flow of pedestrian traffic around the campus.⁷⁵

James Cook University told the committee that a total ban on smoking in public places would assist the university trying to control smoking. The QUT told the committee that legislation to prohibit smoking on campus would support their intended smoke-free policy, particularly in communicating with the public.

*Because we have so much through traffic with the public, it would be very difficult to communicate that to them. We do not want to put up great big ugly signs ... at the entrance to the university because it is, particularly here at Gardens Point, a very beautiful environment. (Legislation) certainly would be of assistance.*⁷⁶

5.3 Smoke-free universities

5.3.1 Australia

Twenty-one of Australia's 39 universities have a 'smoke-free' policy. Seven of those universities are in Victoria, five are in Western Australia, and only one is in Queensland. Both of the Australian Capital Territory's universities are smoke-free. Case studies of two universities that are now smoke-free are on the following pages.

'Smoke-free' is sometimes used to describe both a complete ban on smoking on campus, and a partial ban which allows smoking in designated outdoor smoking areas. Appendix E lists Australian universities according to whether they are: entirely smoke-free; smoke-free except for designated outdoor smoking areas; or have smoking policies with other, less stringent prohibitions.

The Vice-Chancellors of Western Australia's four public universities committed to phase out smoking on campus from January 2012. Curtin University Professor of Public Health, Dr Michael Daube, advocated a ban on smoking and was reported responding to announcement of the commitment.

*Universities are where the research has been done on identifying the harms of smoking. It is not appropriate that you should have smoking on university campuses any more than on health premises.*⁷⁷

Victorian universities followed Western Australia's lead, and universities began moves toward smoke-free campuses from 2014. The University of Melbourne adopted a phased approach, commencing with designated smoking areas, and becoming completely smoke-free in November 2015.⁷⁸ The most recent change was Monash University, which became smoke-free in January 2016.

In South Australia two of the five universities are smoke-free and two have designated outdoor smoking areas. The policy for one university could not be located. New South Wales universities have a mix of smoking policies, with only two of the ten universities entirely smoke-free.

75 Submission 16, p 3

76 Transcript 24 February 2016, p 3

77 'WA campuses to go smoke free' *The Australian*, 10 January 2012, <http://www.theaustralian.com.au/higher-education/wa-campuses-go-smoke-free/story-e6frgcjx-1226240126937>

78 Submission 5

Case Study

Edith Cowan University – Smoke-free since 2012

The university: Edith Cowan University was established in 1991 and has three campuses. It has about 18,000 undergraduate and 6,000 post-graduate students, of whom over 4,000 are international students.

Smoke-free policy: In August 2010 the University Council supported the creation of a smoke-free campus, for implementation in January 2012. The policy prohibits smoking on campus, including all outdoor areas and applies to staff, students and visitors to campus. The 2016 *Student Guide* says:

SMOKE FREE CAMPUS

ECU has been smoke-free since 2012 so we can provide a healthier clean air environment for staff, students and visitors. The smoke-free initiative applies to all University campuses and facilities including car parks, ovals and all University leased premises.

Information and support is available for anyone wanting to quit smoking.

Implementation was based on everyone's right and responsibility to maintain a healthy workplace, and to be treated with courtesy and respect. Prior to the ban newsletters promoted quit smoking support, advertised information sessions and suggested constructive ways to inform smokers that smoking was not permitted. New signage was put in place.

Support to stop smoking: includes personalised individual support from campus Health Services or the staff Employee Assistance Service, website information and links to free or low-cost Apps.

Student residences: Special arrangements were established to allow on-campus residents to smoke in designated external smoking areas. This is an interim measure that will be reviewed.

Changes in smoking rates: In 2009 9.7% of students and staff smoked and 12% of international students smoked. In 2010 the smoking rate had increased slightly to 10%. A post-implementation survey in 2013 found that the smoking rates of both international and domestic students had halved from a 2011 survey.

International students embraced the change to their study environments, approving of University-wide smoke-free policy. (Darby, 2015)

Sources:

Edith Cowan University website, www.ecu.edu.au; <https://www.ecu.edu.au/schools/exercise-and-health-sciences/ecu-smoke-free-2012/about/staff-and-student-surveys>

Jill Darby & Kaniz Gausia, 'Smoke Free ECU Project - Report to the Review of Smoking at ECU Team' School of Exercise, Biomedical Health Sciences, March 2010

Jill Darby & Kaniz Gausia, 'Smoke Free ECU Project - Report to the Review of Smoking at ECU Team' School of Exercise, Biomedical Health Sciences, November 2011

Jill Darby, 'Smokefree University: The Australian experience', Abstract, 14th World Congress on Public Health, Kolkata, India, 2015

5.3.2 *Smoke-free universities – other countries*

Smoke-free universities are increasingly common internationally. In 2013 over a quarter of colleges and universities in the United States had smoke-free campuses, including all outdoor space.⁷⁹ Americans for Nonsmokers' Rights reported at 4 April 2016 that 1,483 campuses were entirely smoke-free. The number of smoke-free campuses has grown from 586 in 2011.⁸⁰

In New Zealand all but one of the eight universities' websites state that their campuses are smoke-free.

5.4 Effectiveness of smoke-free campus policies

5.4.1 Introduction

Chapter 2 described smoking rates and trends, including the progressive decrease in smoking in Queensland in line with progressive restrictions on smoking and media campaigns. Queensland Health advised the committee that:

Queensland's tobacco control strategies include creating smoke-free environments by law and by policy, implementing quit smoking programs and campaigns to remind smokers of the dangers of smoking, and to encourage them to take action to quit and to encourage others to encourage them to quit by providing tailored quit smoking advice through the Quitline service.⁸¹

The experience of universities which are smoke-free and the published research considered by the committee suggests that smoking on campus will reduce, with minimal opposition from students and staff.

A review article considered four studies which examined the effectiveness of campus smoking bans in the United States. One study reported a reduction in undergraduate smoking from 16.5 per cent before the smoke-free policy, to 12.8 per cent the following year. The study compared smoking rates at a university with smoking prohibitions indoors and near building entrances; in the same period the undergraduate smoking rate increased (non-significantly) from 9.5 to 10.1 per cent.

Another study reported a decline in smoking from 9.5 per cent to 7.6 per cent after one year of a campus smoking ban. A third study at the same university examined whether smokeless tobacco use increased after the campus-wide ban and found that e-cigarette use decreased. The fourth study examined the number of cigarette butts left near building entrances on 19 college campuses, which may indicate exposure to second-hand smoke as students enter buildings. The number of butts per day was lowest (0.6 per day) on smoke-free campuses, followed by those with an entrance buffer (1.7 per day) and no outdoor smoking policy (2.6 per day).⁸²

The authors of the review article noted that the evidence for the efficacy of indoor smoking bans accumulated only some years after implementation, and concluded that the "published evidence on smoke-free campuses does already indicate favourable changes to student attitudes, SHS (second-hand smoke) exposure, and student behaviour."⁸³

A recent study examined the effects of both smoking bans and taxes on young adults aged 19 to 31 in the United States. It found that smoking bans were significant in inhibiting smoking among young adult

79 Joshua R Lupton, Joy L Townsend, 'A Systematic Review and Meta-analysis of the Acceptability and Effectiveness of University Smoke-Free Policies' *Journal of American College Health*, Vol 63, no 4, May/June 2015

80 Americans for Non-Smokers Rights, 'Colleges and universities' <http://no-smoke.org/goingsmokefree.php?id=447> accessed 6 April 2016

81 Record of proceedings, Public briefing, 2 December 2015, p 1

82 Lupton and Townsend p 243

83 Lupton and Townsend p 245

social smokers. Heavy (pack a day) smokers were more likely to be deterred from smoking by increased taxes.⁸⁴

In its submission the Nossal Institute for Global Health at the University of Melbourne commented that:

*The evidence behind smoke-free campuses is strong and continues to grow, with several recent peer review studies finding a link between smoke-free policies and reductions in campus smoking prevalence, second-hand smoke exposure and student perceptions of peer-smoking prevalence, as well as an increase in social norms favouring smoke free environments.*⁸⁵

84 Mike Vuolo, Brian C Kelly and Joy Kadowaki, 'Independent and Interactive Effects of Smoking Bans and Tobacco Taxes on a Cohort of US Young Adults', *Am J Public Health*. 2016; 106:374-380. doi:10.2105?AJPH.2015.302968

85 Nossal Institute for Global Health, University of Melbourne, Submission 5

Case Study

Australian Catholic University –Multi-campus university

The university: The Australian Catholic University has campuses in Queensland, New South Wales, ACT, South Australia and Victoria. Its Brisbane campus has more than 5,200 students, including 400 international students.

Smoke-free policy: In June 2014 the Melbourne campus was the first to become smoke-free after a commitment made by all Victorian Vice-Chancellors (the Ballarat campus was already smoke-free).

Other campuses, including Brisbane, became smoke-free in 2015. A phased approach initially introduced designated outdoor smoking areas, before the move to a smoke-free campus (as noted in the body of this report, Sydney campuses still allow smoking in designated areas).

Implementing the policy, the ACU tried to prepare students for the behaviours that will be expected in the professions that students will move into, including health and teaching. Negative reactions to the policy were anticipated, but were not experienced. Instead there was a high level of compliance.

Social media, the university website, film clips from a student competition and student association and staff communication channels were used to disseminate information about the smoke-free policy. Communications about the policy continue, recognising that new student intakes at both the beginning of the year and mid-year mean that more communication is needed.

Student film competition: Awareness of the smoke-free policy was boosted by a Victoria-wide student film competition in 2015, for short student films responding to the theme “Things to do instead of smoking”. The winning entry received \$5000 (and can be viewed by searching on YouTube).

“Smoke-free ambassadors” who are student and staff volunteers have been an important part of implementing the ACU smoke-free policy. Ambassadors are carefully selected and receive a one hour briefing session. They provide positive, respectful and friendly messages to smokers that ACU is smoke-free. The ACU website lists the responsibilities of smoke-free ambassadors:

- approaching people who are smoking on campus and informing them that ACU is smoke-free, which means that smoking is not permitted anywhere on campus
- handing out “smoke-free” postcards that reinforce the smoke-free message and provide the webpage for further information
- providing information about support and resources to smokers who are interested in managing or quitting smoking
- promoting the smoke-free policy at key University events such as Orientation and Open Day
- reporting on smoking “hot spots” and issues arising from implementing a smoke-free policy.

The smoke-free ambassadors make a friendly approach people who are smoking to let them know the campus is smoke-free. They distribute mints with the smoke-free logo, and postcards with the smoke-free web address. Ambassadors are able to connect interested students and staff with the counselling or employee assistance service and on-line resources. On campuses where there are sufficient ambassadors, the impact of positive communication of the policy is apparent.

Support to stop smoking: ACU offered on-site QUIT programs, counselling support and self-help resources. Smoke-free ambassadors hand out information about the policy and quitting at stalls and events on campus.

Source: Australian Catholic University, www.acu.edu.au
Telephone interview, representative of ACU

5.4.2 Australian University experience

Smoke-free campuses have been implemented for a relatively short time in Australia, and there is only limited data about the effectiveness of smoke-free policies in reducing smoking rates. Some of the information about effectiveness of smoke-free policies in reducing smoking is summarised below.

At Curtin University, the rate of smoking halved between pre and post implementation surveys in 2011 and 2013.⁸⁶

The USC noted that complaints about nuisance smoke stopped several months after its smoking policy (which allows smoking in designated outdoor areas) was introduced;⁸⁷ this suggests that the policy was effective in reducing smoking on campus.

The Nossal Institute provided data of its survey at the University of Melbourne after smoking was restricted to designated areas, and shortly before the university became smoke-free in 2015. Seventeen of the 55 smokers surveyed (31 per cent) said that the smoking restrictions had helped them to cut down on smoking, and nine (16 per cent) said the restrictions had encouraged them to quit.⁸⁸

5.5 Student and staff attitudes to smoking regulation

5.5.1 Stakeholder views

Some universities⁸⁹ were concerned that a full ban on smoking would be problematic, noting that they were not yet smoke free, but had made gradual changes in policy. For example, the University of Southern Queensland noted it had moved to allowing smoking in designated areas and their Smoking Procedure would be reviewed in 2017 to consider if the USQ community is ready for a totally smoke free campus.

5.5.2 Research on attitudes to smoking regulation

International

Studies in the United States and New Zealand have reported support from student and staff for smoke-free policies. A United States study reported 62.5 per cent student support for the smoke free policy two years after implementation, compared with 57.5 per cent before implementation.⁹⁰ In New Zealand, an examination of smoke-free campus policies reported that participants from smoke-free campuses encountered little resistance when the smoke-free policy was implemented. In contrast, survey participants from universities with a partial smoke-free policy or with no policy, tended to identify potential resistance from students and staff as a barrier.⁹¹ A 2012 survey of staff and students at the University of Otago found a high level of support for smoke-free policies at the university.⁹²

Curtin University

Researchers at the School of Public Health at Curtin University in Western Australia surveyed students and staff in October 2011, before the introduction of a campus wide 'smoke-free' policy in 2012.⁹³ Before introduction of the smoke-free policy, 65.7 per cent of survey respondents agreed that the campus should be completely smoke-free, and 60.8 per cent agreed that the campus should be smoke-

86 Curtin University website, <https://www.ecu.edu.au/schools/exercise-and-health-sciences/ecu-smoke-free-2012/about/staff-and-student-surveys>

87 Transcript p 4

88 Survey data, Nossal Institute for Global Health, University of Melbourne

89 For example, University of Southern Queensland, UQ, Griffith, Bond University

90 Lupton and Townsend, p 242

91 Lindsay A Robertson and Louise Marsh, 'Smoke-free policies in NZ tertiary education' *Health Education Research*, Vol 30, no.2 2015

92 Louise Marsh, Lindsay A Roberson, Claire Cameron, 'Attitudes towards smokefree campus policies in New Zealand', *The New Zealand Medical Journal*, 2 May 2014, Vol 127 No 1393, p 87

93 Burns et al, *BMC Public Health* 2013

free including all outdoor areas. Over half of the survey respondents agreed that there should be some places on campus where people could go to smoke.

The majority of respondents in the pre-smoke-free study reported that a completely smoke-free university would have a positive effect on the quality of life of staff (70.4 per cent) and students (74.7 per cent). A positive effect on student learning was suggested by 56 per cent of respondents, and 40.8 per cent suggested a smoke-free campus would have a positive effect on student enrolments.⁹⁴

Deakin University

A survey of almost 6,000 students after prohibition of smoking on campus found that 82 per cent of students preferred to socialise in a smoke-free environment and 77 per cent agreed that people had a right to breathe smoke-free air. The report noted that the smoke-free policy has been supported.⁹⁵

University of Melbourne

At the University of Melbourne a survey in August 2015, after implementation of a smoke-free policy, found that 75 per cent of smokers who were interviewed wanted to quit, and there was widespread support among smokers and non-smokers in support for the smoke free policy.⁹⁶

The Nossal Institute for Global Health advised that “Melbourne University implemented a phased approach, commencing the introduction of designated smoking areas through to its recent progression to a completely smoke free campus..” It noted “very little opposition from students or staff”.⁹⁷

Bond University

The Medical Students’ Society of Bond University 2015 policy states that it has petitioned the campus to make the university a tobacco-free university. Its position statement is that “Bond University should become a tobacco-free campus, due to the detrimental health effects of smoking, and how it can significantly impact on the health of students and staff as a whole.”⁹⁸

TAFE

A review article about smoke-free vocational education settings found that 67 per cent of staff at a New South Wales TAFE would like the whole campus to be smoke-free. A higher proportion (73 per cent) of non-smokers agreed with a total smoking ban.

5.6 Student residences

5.6.1 Stakeholders views

Several universities argued that it is not reasonable for students who live on campus to have to leave the campus to smoke. For example, Griffith University suggested that a totally smoke free campus may be difficult to enforce outside business hours, particularly in relation to students who live on campus.⁹⁹

Some universities prohibit smoking near student residences, and some that are otherwise smoke-free have a policy which allows for a designated outdoor smoking area associated with on-campus student residences.

5.6.2 University restrictions on smoking for student residences

The approach taken by interstate universities that are smoke-free includes:

- *Curtin University* prohibits smoking on university land, including accommodation

94 Burns et al, *BMC Public Health* 2013

95 Deakin University, Brief Report of Findings from Deakin Smoke-Free Questionnaire, http://www.deakin.edu.au/data/assets/pdf_file/0010/277039/Staff-and-student-report.pdf

96 Submission 5

97 Submission 5

98 Medical Students’ Society of Bond University, ‘Policy Document – Smoke-Free Campus’, 2015, <http://www.mssbu.org.au/administration/medsoc-policies/>

99 Submission 6

- *Edith Cowan University* is smoke free, including accommodation. On-campus accommodation is provided by Campus Living Villages, a company that provides student accommodation in Australia, New Zealand, United States and the United Kingdom. Campus Living Villages adopts the smoking policy of the university on which its accommodation is located.¹⁰⁰
- *University of Western Australia* has one designated outdoor smoking area near the on-campus hall of residence
- *University of Melbourne* has 12 halls of residence, most on land adjacent to the university. Some halls of residence prohibit smoking entirely in line with the University of Melbourne smoking policy, and others permit smoking outside the building or in a designated smoking area.

Universities in Queensland which are not entirely smoke-free have varying approaches to smoking near student residences:

- *Bond University* prohibits smoking in student residences, including common areas, but allows smoking on balconies or outside the buildings. A smoke-free campus was considered problematic given the distances to walk off campus.¹⁰¹
- *Griffith University* prohibits smoking on most of the campus, and has designated smoking areas near campus student residences at both the Nathan and Gold Coast campuses
- *James Cook University* prohibits smoking at on-campus student residences, including balconies; it has designated outdoor smoking areas.¹⁰²
- *University of Queensland* St Lucia campus has ten residential colleges, which have a close relationship with the university but are not controlled by it. The residential colleges have varying smoking policies, including allow smoking only in designated areas, or within four metres of a doorway or within five minutes of a building.
- *University of Southern Queensland* has designated smoking areas associated with student residences.

Committee comment

The committee notes the varying approaches taken to smoking in association with student residences. It also notes the differing ownership and management arrangements in place, including on-campus student accommodation that is not managed or controlled by the university. If a smoke-free campus policy was to be implemented, consideration would need to be given to the best approach to smoke-free policies, law or regulation.

5.7 Safety issues and campus size

5.7.1 Concerns about impact of smoke-free campus

Some universities, particularly those with large campuses, were concerned about the practicality and safety of a potential ban on smoking on the whole campus. Those concerns are outlined below.

Two of Griffith University's campuses, Mt Gravatt and Nathan, are large 'bushland' campuses. Griffith University advised that it is not easy to leave campus to smoke, and was concerned that 'covert' smoking off the main walkways would be encouraged, raising concerns about fire and personal safety.¹⁰³ In relation to fire safety, Griffith University told the committee that on the Nathan campus with bushland, it was:

very averse to forcing that campus to be totally smoke-free. People do not have an option if they do smoke.... we do not want to send them into a bushland to have their cigarettes

100 Personal communication, Campus Living Villages, 7 April 2016

101 Transcript 24 February 2016, p 2

102 Transcript 24 February p. 3

103 Submission 6

*either. That would significantly increase our risk of bushfires and threats to the wider community.*¹⁰⁴

In response to a question from the committee the Griffith University representative advised that she had not had a report of a fire caused by a cigarette during the three years she has worked there.¹⁰⁵

The University of Queensland was also concerned about potential unintended consequences of a completely smoke-free policy because of the size of their campuses at St Lucia and Gatton. “We are aware that this may have some unintended consequences such as encouraging behaviour that avoids detection.”¹⁰⁶ The student union at the University of Queensland supported further smoking restrictions, but urged the committee to consider “the obvious safety implications of requiring students to leave the campus entirely if they wish to smoke.”¹⁰⁷

The Queensland University of Technology, which plans to become smoke-free in July 2016 noted that “..there are potential risks of forcing smokers out into areas like the Botanical Gardens late at night ..”¹⁰⁸

The University of the Sunshine Coast commented that additional legislation to restrict smoking “would mean that there is another legislative obligation that we have to try to meet. That could be quite difficult given the size of the campus.” The university was concerned that it may not be able to be compliant with any legislation.¹⁰⁹

Central Queensland University has multiple campuses in Queensland and in South Australia, Victoria, and New South Wales. The Mackay and Rockhampton campuses are large with open space that is used by the community. Over six years there has been only one smoking incident that escalated to an official warning, otherwise “... it has moved along to a point where we have a lot of self-policing happening.”¹¹⁰

James Cook University noted that on a large campus and rather than enforcement it “is really a cultural and social process.”¹¹¹

5.7.2 University approaches to large campuses

A number of universities that are otherwise smoke-free have allowed smoking in limited areas, usually as a transitional measure, to take account of safety concerns, particularly on a large campus.

The ACU, with campuses in five Australian states and territories, transitioned from allowing smoking, to smoking only in designated areas, to smoke-free campuses. An exception remains at two New South Wales campuses, where designated outdoor smoking areas continue as a transitional measure. Both campuses are in residential areas where there is a challenge in balancing smoking at campus boundaries with positive relations with the local communities.

The University of Western Australia is smoke-free, except for a designated smoking area near its hall of residence. The area abuts parkland and is bounded by major roads, reducing the options for people to move off-site to smoke.

Murdoch University has a large campus, and considered issues at the time that would be needed to leave campus, fire risks in bushland, and traffic hazards on main roads and in car parks. Murdoch University’s policy implements “Fresh Air Zones” on the majority of the campus, but allows smoking in outer areas including the student village, in car parks and around the tavern.¹¹²

104 Transcript p 6

105 Transcript p 7

106 Transcript, p 5

107 Submission 16, p 3

108 Record of proceedings, Public hearing 24 February 2016, p 3

109 Transcript 24 February 2016, p 4

110 Transcript p 6

111 Transcript, p 3

112 Murdoch University Fresh Air Zones, <http://www.murdoch.edu.au/About-us/Fresh-Air-Zones/>

5.8 International students

5.8.1 Introduction

The committee considered whether campuses with international students from countries with high smoking rates may face additional challenges if smoking was further restricted. Several universities were concerned that further smoking restrictions may be difficult to implement with international students, and could affect international students' choice of university.¹¹³

The Heart Foundation suggested that international students stand to benefit greatly from exposure to smoke-free environments while in Australia, and will be able to influence smoking policy in their home countries.¹¹⁴

5.8.2 International enrolments

Australia is the fifth most popular international study destination after the United States, United Kingdom, Germany and France.¹¹⁵ International students made up almost 20 per cent university students in Queensland in 2014, and just under three per cent of students at public VET institutions. The number of international students at RTOs in Queensland is not known. The number and proportion of international students at Queensland universities and public VET institutions is in Table 3 below.

Table 3 International students at Queensland universities and public VET institutions

	Total students	International students	International proportion
Universities (2014)	224,872	44,831	19.9 %
Public VET institutions (2013)	184,904	5,369	2.9 %

Sources: Australian Government, Department of Education and Training, 'Research Snapshot, Onshore higher education international students as a proportion of all onshore students, by university 2014' September 2015; Australian Government, Department of Education and Training, 'Research Snapshot, Onshore International Students at Public VET Institutions, 2013' September 2014

In Queensland in 2014, the University of Queensland had the largest number of international students (12,195 or 24 per cent), followed by Griffith University (8,114 or 18.4 per cent of students) and QUT (7,788 or 16.6 per cent). In the public VET sector, the most international students were at Southbank Institute of Technology (1,416), Brisbane North Institute of TAFE (1,269) and Gold Coast Institute of TAFE (726)

5.8.3 Does a smoke-free policy impact on student enrolments?

As noted above, several universities were concerned that a smoke-free campus policy could impact on international students' choice of university. The committee notes that the university representatives at its public hearing in February 2016 were not aware of any statistical data about the effect of smoke-free policies on international enrolments.¹¹⁶

The Parliamentary Library was not able to locate any research which referred to international students considering smoking when making a choice of study destination. However, the Australian Government *2014 International Student Survey* reported on students' reasons for choosing Australia as their place of study. The top five reasons, identified as important or very important by over 90 per cent of higher education student respondents, were:

113 See for example, Submission 6 and Transcript, 24 February 2016

114 Submission 13, p 3

115 Australian Government, Department of Education and Training, 'Research Snapshot 2014' <https://internationaleducation.gov.au/research/research-snapshots/pages/default.aspx>

116 See Transcript, 24 February 2016, p 9

- reputation of chosen qualification (95 per cent)
- reputation of chosen institution (94 per cent)
- reputation of Australia’s education system (93 per cent)
- personal safety (92 per cent), and
- quality of research and teaching at chosen institution (91 per cent).

Anecdotal evidence from Australian universities suggests that a smoke-free campus is unlikely to have any negative impact on international student enrolments. For example:

- Curtin University has students from over 115 countries and is currently ranked second in the Times Higher Education list of the top 200 most international universities; no information has been received to suggest that enrolments are affected.¹¹⁷
- Australian Catholic University, Monash University and the University of Western Australia indicated there was no anecdotal evidence that its smoke-free policy affected enrolments¹¹⁸
- Central Queensland University’s representative at a public hearing advised that he did not believe that its smoking policy (in both Queensland and interstate campuses) had any effect on international enrolments.¹¹⁹
- the Chief Health Officer told the committee about an international student who said the “best thing he gained out of his three years in Australia on a campus was to quit smoking. He said it was so supported and he could do it in a good environment, and he felt so much better for that.”¹²⁰

5.8.4 Programs for international students

A number of universities with a significant number of international students run an orientation program to introduce students to Australian culture and expectations.¹²¹

The University of Western Australia offers English language courses for international students, who are on campus for six to 12 months. When implementing its smoke-free policy the university distributed information in the six most common languages and reported that this was a successful strategy.¹²²

The experience of the University of the Sunshine Coast suggested that international students adapted to the university smoking policy:

At the start of the first semester last year it was noticed that there were quite a few students smoking in the first few weeks. As they settled into Australian life, as they came out to live over here, and started to realise you cannot smoke in our main shopping malls and places like that, we saw fewer people smoking in campus and an increase in those going to the designated smoking areas.¹²³

A 2010 study at Curtin University found that 16.9 per cent of international students were smokers, compared to nine per cent of Australian and New Zealand students.¹²⁴ Curtin University has a large number of international students from countries where smoking is common. International student induction includes a presentation and discussion about the campus smoke-free policy, and smoke-free merchandise and information flyers are distributed.¹²⁵

117 Curtin University, response to structured interview

118 Responses to structured interview

119 Transcript, 24 February 2016, p 9

120 Transcript, 2 December 2015, p 11

121 For example, Curtin University, Griffith University, Central Queensland University, University of the Sunshine Coast

122 Responses to structured interview questions

123 Transcript, 24 February 2016, p 4

124 Howat et al, ‘Tobacco smoking in an Australian university sample and implications for health promotion’, cited in Burns et al, *BMC Public Health* 2013, p 2

125 Responses to structured interview questions

Monash University became smoke-free in January 2016. Overseas students who came from countries with a culture of smoking were surprised by the smoke-free initiative but were happy to comply with the requirement to leave the campus to smoke.¹²⁶

5.8.5 Committee comment

The committee notes that the evidence from research and the experience of smoke-free campuses in Australia suggests that enrolment by international students are unlikely to be affected by smoke-free policies.

5.9 Success factors - implementation of a smoke-free campus

The committee's interviews with representatives of smoke-free universities in Australia asked what factors were most important in supporting successful implementation of smoke-free campuses. The success factors most commonly reported by universities are shown in Figure 2 below.

Figure 2 Factors that supported successful implementation of smoke-free campuses

State-wide approach	<ul style="list-style-type: none"> Universities in Western Australia and in Victoria had agreement from vice-chancellors to move to smoke-free campuses
Senior management support	<ul style="list-style-type: none"> Heads of institutions publicly supported a move to smoke-free campuses and drove implementation
Consultation with stakeholders	<ul style="list-style-type: none"> during planning and implementation with campus and faculty managers, facilities staff, student residences, student and staff unions, marketing, HR and environmental staff, neighbours, local government
Communication – ongoing	<ul style="list-style-type: none"> smoke-free ambassadors¹²⁷ with students, staff, management, contractors, visitors; include staff and student induction social media, postcards with referral information, written, well designed signage, marketing, website, student guidebooks student film competition – Victoria-wide – and clips on website smoke-free poles or butt-out areas at pedestrian entrances to campus
Health promotion and support to stop smoking	<ul style="list-style-type: none"> explicit health promotion education and messages stop smoking services on-campus, information about QUIT services, Apps
Collaborative and responsive approach	<ul style="list-style-type: none"> culture of collaboration rather than confrontation about smoking timely response to complaints and issues

126 Responses to structured interview questions

127 See Case Study for Australian Catholic University for more information about their role p 19

5.10 Possible approaches to laws and regulation to reduce smoking on campus

5.10.1 Introduction

The committee considered several approaches in response to the part of the inquiry terms of reference that requires the committee to inquire into:

The capacity for improved laws and regulations at these facilitates [universities, TAFE facilities and registered training organisations] to reduce smoking.

The Tobacco Act, including amendments that are expected to come into effect this year, applies to university campuses, TAFE facilities and RTOs, and prohibits smoking in the ways outlined in chapter 3 of this report. In addition, universities and TAFE facilities prohibit smoking in some areas of campus, which vary between education and training institutions and campuses.

When considering the capacity for laws and regulation to further reduce smoking at education and training facilities, the committee was mindful of the gap in smoking restrictions in the learning and earning life course, identified by Queensland Health.¹²⁸

5.10.2 Possible approaches to reduce smoking on campus

Public universities and TAFE as 'government precincts' under the Tobacco Act

One approach to reducing smoking at education and training institutions would be for the government to use the recently passed power in the Tobacco Act to make a regulation to prescribe public universities and TAFE campuses as 'government precincts' in which smoking was prohibited. As outlined by the Chief Health Officer¹²⁹ this would not be a comprehensive approach to smoking at universities, TAFE facilities and RTOs. Such an approach could not be applied to Bond University, nor to RTOs.

As an approach to reducing smoking at education and training campuses, it would fail to implement consistent protection from the effects of second-hand smoke as a student moves from early childhood education, through school and then to TAFE, training or university.

Encourage all Queensland universities, TAFE Queensland and RTOs to implement smoke-free campuses

A second approach could be for the government to encourage all educational and training institutions to follow the example of universities in Western Australia and Victoria, QUT and the Australian Catholic University, to adopt consistent smoke-free campus policies by a specified date.

One advantage of this approach is that it could enable variations in policies to deal with unique circumstances. However there is also the risk that little or inconsistent change would occur to reduce smoking.

Legislation to prohibit smoking on university, TAFE and RTO campuses

The final approach considered by the committee was amendment of the Tobacco Act to prohibit smoking in outdoor areas of universities, TAFE facilities and RTOs, in a similar way to prohibitions on smoking at or near schools. Amendments to the Act could be scheduled to commence at a particular time to enable education and training organisations to consult, plan and make the transition to smoke-free campuses.

This approach could create consistency in all education and training organisations, which could mean that students from early childhood education to university are in smoke-free environments. The advantages of all universities, TAFE campuses and RTOs moving toward smoke-free campuses at the same time is the potential for collaboration across institutions, and for a consistent smoke-free message to be disseminated for students and staff.

¹²⁸ See page 11 of this report

¹²⁹ See page 8 of this report

The transition period to smoke-free campuses would need to be sufficient for education and training organisations to plan, and to work through the challenges of large campuses, student residential accommodation that is not managed by the university, and any other campus-specific issues.

5.10.3 Reducing smoking on campus

The committee notes that smoking most affects young people and that the Tobacco Act prohibits smoking in schools and within five metres of their boundaries; it also notes that universities in other states have successfully adopted campus-wide smoking bans, with minor exemptions to address safety issues. In addition the committee notes that recent amendments to the Tobacco Act would enable outdoor areas of public universities to be prescribed by regulation as a 'government precinct' and smoking prohibited in the prescribed area.

While the committee recognises the specific challenges that arise for some university, TAFE and RTO campuses, it considers that it is inevitable that smoking will at some time be prohibited in more outdoor areas.

Educational and training institutions can have a significant influence on the future smoking patterns of children and young adults, and the committee considers they should be leaders in the move toward a smoke-free environment.

Recommendation 1

The committee recommends that the Government work with education and training organisations and their peak bodies to advise and assist with health promotion about smoking and smoke-free environments to support implementation of measures to reduce smoking on campus.

While the committee agreed that smoke-free environments are desirable, the government and non-government members had differing views about the best approach to reducing smoking on campus.

Government members' comments

The government members of the committee support a legislative prohibition to reduce smoking in outdoor areas of education and training campuses, particularly to protect students and staff from second-hand smoke. The government members consider that the *Tobacco and Other Smoking Products Act 1998* should be amended to prohibit smoking at and near universities, TAFE facilities and registered training organisation campuses. Based on the experience of universities in Western Australia and Victoria, education and training organisations would need time to transition to a prohibition on smoking on campus. The government members of the committee therefore consider that a legislative prohibition on smoking on campus should not commence until education and training organisations have sufficient time to consult, plan and transition to smoke-free campuses.

Non-government members' comments

We believe that universities, TAFEs and registered training organisations have a moral responsibility to protect their staff and students from the effect of tobacco smoke, both direct and indirect. As such our position is for the government to work with universities, TAFEs and registered training organisations over a two year period to self-impose and regulate restrictions on their campuses, after which their actions will be assessed and if found to be inadequate, the government should legislate.

Appendices

Appendix A – List of Submissions

Sub No.	Submitter
001	Alvar Dalton
002	Australian International College of Language
003	Australian Child Care Career Options
004	Construction Skills Training Centre
005	Nossal Institute for Global Health
006	Griffith University
007	Phil Browne
008	Aviation Australia
009	Australian Medical Association Queensland
010	University of Southern Queensland
011	Cancer Council of Queensland
012	The University of Queensland
013	Heart Foundation
014	Queensland University of Technology
015	Richard Hockey
016	University of Queensland Union

Appendix B – Witnesses at public briefing

Public briefing –Wednesday, 2 December 2015, Brisbane
Department of Health
Ms Kaye Pulsford, Executive Director, Preventive Health Branch, Prevention Division
Mr Mark West, Senior Director, Preventive Health Branch, Prevention Division
Dr Jeannette Young, Chief Health Officer & Deputy Director-General, Preventive Health Branch, Prevention Division
Heart Foundation
Ms Rachelle Foreman – Health Director
Cancer Council Queensland
Ms Nicole Border, Team Leader of Local Government and Community Engagement

Appendix C – Witnesses at public hearing

Public hearing – 24 February 2016, Brisbane
Mr Anthony Spegel, Director Commercial Services, Bond University
Mr Sean Peckover, National OHS Manager, Central Queensland University
Ms Jennie Trinder, Senior Manager Health and Safety, Griffith University
Mr Adam Williams, Director, Health and Safety Environment, Queensland University of Technology
Ms Alyce Groves, Project Officer, Health and Safety Environment, Queensland University of Technology
Mr Jim Carmichael, Director, Occupational Health and Safety, University of Queensland
Mr Peter Gooding, Senior Human Resources Consultant, University of Sunshine Coast

	Uni. Southern Queensland	University of Queensland	Southern Cross University	Sunshine Coast University	Queensland University of Technology	James Cook University	Griffith University	Central Queensland University	Bond University	Australian Catholic University
Smoking prohibitions in university policies – additional to requirements of the <i>Tobacco and Other Smoking Products Act 1998</i>										
Entire campus										✓
Everywhere except designated areas	✓		✓		*		✓			
Adjacent to windows and air conditioning vents		✓	✓ ¹	✓ ¹	✓ ²					
On thoroughfares, verandas, colonnades, walkways		✓			✓			✓	✓	
Public transport waiting areas ³								✓		
Other (includes emergency fire stairs, chemical or fuel storage areas)		✓	✓	✓		✓		✓	✓	
Smoking prohibitions in the <i>Tobacco and Other Smoking Products Act 1998</i>										
All buildings ('enclosed places' under the Act)	✓	✓	✓	✓	✓ ⁴	✓	✓	✓	✓	✓
4 metres from entrance to building ⁵	✓	✓ ⁶	✓ ⁷	✓ ⁸	✓ ⁹	✓	✓	✓	✓	✓
Outdoor food and drink areas ¹⁰	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
University vehicles ¹¹	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

* QUT has designated outdoor smoking areas, but does not currently prohibit smoking everywhere on campus

- 1 Southern Cross University prohibits smoking within 10 metres from air-conditioning intakes, louvers or open windows
- 2 QUT prohibits smoking within 10 metres from an air-conditioning intakes, louvers or opened windows
- 3 The Act enables local government to make a local law about a public transport waiting area that is not an enclosed place (section 26APB); amendments passed in February 2016 will prohibit smoking at public transport waiting areas and within 5 metres.
- 4 QUT prohibits smoking within 10 metres from an entrance to a building
- 5 The Act prohibits smoking within 4 metres of an entrance to an enclosed place (26ZJ)
- 6 UQ prohibits smoking within 5 metres from an entrance to a building
- 7 Southern Cross University prohibits smoking within 10 metres from an entrance to a building
- 8 Sunshine Coast University prohibits smoking within 10 metres from an entrance to a building
- 9 QUT prohibits smoking within 10 metres of entrances to buildings
- 10 The Act prohibits smoking at an outdoor eating or drinking area (section 26X).
- 11 The Act prohibits a person from smoking in a vehicle used for business if another person is in the vehicle (section 26VC).

Appendix E – Smoking Policies of Australian Universities

University	Smoke-Free	Designated Smoking Areas	Other Smoking Restrictions	Comments
Queensland				
Queensland University of Technology			✓	
University of Queensland			✓	
Griffith		✓		
Bond			✓	
University of Southern Queensland		✓		
Central Queensland University			✓	
James Cook University			✓	
University of Sunshine Coast			✓	
Australian Catholic University	✓			Also in NSW, SA, VIC and ACT
Southern Cross University			✓	
Victoria				
Deakin University	✓			
Federation University of Australia	✓			
La Trobe University		✓		Transitioning to smoke-free
Monash University	✓			
RMIT University	✓			One campus smoke free, a single smoking point at two campuses
Swinburne University of Technology	✓			
University of Melbourne	✓			
Victoria University	✓			From 31 May 2016
Western Australia				
Curtin University	✓			
Edith Cowan University	✓			
Murdoch University	✓			
University of Notre Dame Australia	✓			

Inquiry into smoking and tobacco use at universities, technical
and further education facilities, and registered training organisations

University	Smoke-Free	Designated Smoking Areas	Other Smoking Restrictions	Comments
University of Western Australia	✓			
<i>New South Wales</i>				
Charles Sturt University			✓	
Southern Cross University			✓	
Macquarie University		✓		
University of New England				Policy not located
University of Wollongong			✓	
University of Technology, Sydney		✓		
University of Western Sydney	✓			
University of Newcastle		✓		
University of Sydney		✓		
University of New South Wales	✓			
<i>South Australia</i>				
Flinders University		✓		
University of Adelaide	✓			
University of South Australia	✓			Does not apply campus with TAFE
Torrens University of Australia				Policy not located
<i>Northern Territory</i>				
Charles Darwin University			✓	
<i>Tasmania</i>				
University of Tasmania			✓	
<i>Australia Capital Territory</i>				
Australian National University	✓			
University of Canberra	✓			

Appendix F – Structured Interview

Education, Innovation Tourism and Small Business Committee

Inquiry into Smoking at universities, TAFE facilities and registered training organisations

Structured Interview

Universities which have implemented a ‘smoke free’ policy

Preliminary: check that the policy we have downloaded from the website is the current policy.

1. Our reading of some university smoking policies is that some exemptions are made to “smoke free”, e.g. designated outdoor smoking areas. Are there any areas where smoking is currently permitted. If so, do you anticipate that this will change in the future?
2. What do you think were the most important factors in supporting successful implementation of a smoke-free campus?
[e.g. senior management involvement; student or staff union support; education campaigns about harm from smoking ; enforcement of bans; non-smoking ‘ambassadors’]
3. What were the challenges in implementing a smoke-free campus?
[e.g. were there particular groups of students who opposed the policy; how did overseas students respond to a smoke free campus? Did you receive complaints? How did the university address the challenges mentioned? With the benefit of hindsight, what would you do differently?]
4. Do you know whether the university’s smoke free policy has had any impact on student enrolments, particularly on enrolments by overseas students?
[If there is no clear data, is there any anecdotal information about overseas students’ attitudes to a smoke free campus?]