

TOBACCO WORKERS' ALLIANCE RESPONSE TO THE NORTHERN IRELAND DHSSPS  
QUESTIONNAIRE ON THE DRAFT SMOKING (NORTHERN IRELAND) ORDER 2006

The Tobacco Workers' Alliance (TWA) is a coalition of Amicus, Transport and General Workers Union (T&G) and GMB trade union members who work in the UK tobacco manufacturing industry and its major suppliers, currently representing 5,500 workers across the UK, supported by the Tobacco Manufacturers' Association. The order is of particular interest to our members at the Gallaher plant in Lisnafillan, where more than 1,000 people are employed (directly or as contractors).

The TWA campaigns on a variety of issues that it believes could cause short and long-term damage to the employment prospects of those employed in the industry.

The TWA fully recognises that there are health risks associated with tobacco products. The TWA fully supports reasonable and responsible regulation of tobacco products.

The TWA has already made its views clear on smoking in public places in its response to the DHSSPS consultation. Therefore this response will just concentrate on the potential impact on TWA members employed at the Gallaher factory. Consequently, we have only provided answers to question 3 on exemptions and those questions concerning some of the assumptions made in the impact assessment.

# **CONSULTATIVE DOCUMENT**

## **THE DRAFT SMOKING (NORTHERN IRELAND) ORDER 2006**

### **QUESTIONNAIRE**

**March 2006**

## INTRODUCTION

### ***Purpose***

This Questionnaire seeks views on the **Draft Smoking (Northern Ireland) Order 2006** (the draft Order) which will introduce comprehensive controls to protect employees and the public from exposure to second-hand smoke.

Comments would be particularly welcomed on a number of key areas:

- the definition of smoking;
- the definition of smoke-free premises;
- the extent of any proposed exemptions;
- offences and level of penalties;
- requirement for fixed penalties; and
- the power to raise the age limit for sale of tobacco to young people.

The Department of Health, Social Services and Public Safety (the Department) carried out an Integrated Impact Assessment (IIA) screening exercise on the proposed legislation. The results, which include equality considerations and a partial Regulatory Impact Assessment, are set out in the IIA Overview.

### ***Background***

On 17 October 2005, Shaun Woodward, Minister for Health, Social Services & Public Safety, announced his intention to introduce legislation by April 2007 to protect employees and the public from exposure to second-hand smoke. He also indicated that he would seek views on specific issues such as exemptions and penalties. This followed a public consultation exercise carried out by the Department between December 2004 and March 2005, on options to strengthen existing controls on tobacco use. The consultation elicited over 70,000 responses with 91% of respondents expressing support for comprehensive controls. In framing the draft Order, account was taken of similar legislation and proposals in Scotland and England.

**Responses to this Questionnaire must be received by not later than 5.00pm on Friday 5 May 2006.**

***In order to facilitate analysis it is important that respondents use the Questionnaire.***

Responses to this consultation may be made online at:

[http://www.dhsspsni.gov.uk/index/consultations/current\\_consultations.htm](http://www.dhsspsni.gov.uk/index/consultations/current_consultations.htm)

# QUESTIONNAIRE

**Q1.** *Article 2 (a) and (b)* of the draft Order defines “smoking” as covering all lit tobacco or any other lit substance in a form which could be smoked, for example, herbal cigarettes. This is to avoid enforcement difficulties in cases where smokers claim their cigarettes do not contain tobacco.

**Do you agree with the definition of smoking as set out in the draft Order?**

Yes

No

**If you wish to cOmment, please do so here.**

**Q2.** *Article 3* of the draft Order defines “smoke-free premises”.

**Do you agree with the definition of smoke-free premises as set out in the draft Order?**

Yes

No

**If you wish to comment, please do so here.**

**Q3.** *Article 4* of the draft Order provides for the Department to make regulations to specify premises or parts of premises not to be smoke-free. In accordance with the Minister’s announcement, the intention is that these exemptions will be limited and *Article 4(3)* specifically precludes exemptions in respect of licensed premises. **The regulations will be the subject of a separate consultation later in the year.** However, the Department is taking this opportunity to seek views. There are premises which act as a person’s home, either on a permanent or temporary basis, but which are also another person’s workplace, for example, residential accommodation, hotel bedrooms, prisons and psychiatric facilities. Different approaches to this issue have been adopted by other jurisdictions. In the Republic of Ireland psychiatric hospitals are exempt. In Scotland designated rooms in psychiatric hospitals are exempt while in New York it is necessary to apply for a waiver.

Set out below are examples of premises that serve as a person’s home, either on a temporary or permanent basis.

**Do you think that hotel bedrooms, designated rooms, or areas within the following premises should be exempt?**

<b>Hotel Bedrooms</b>	<b>Yes</b>	<input type="checkbox"/>	<b>No</b>	<input type="checkbox"/>	<b>Don’t know</b>	<input type="checkbox"/>
<b>Care Homes</b>	<b>Yes</b>	<input type="checkbox"/>	<b>No</b>	<input type="checkbox"/>	<b>Don’t know</b>	<input type="checkbox"/>
<b>Psychiatric Units</b>	<b>Yes</b>	<input type="checkbox"/>	<b>No</b>	<input type="checkbox"/>	<b>Don’t know</b>	<input type="checkbox"/>
<b>Prisons</b>	<b>Yes</b>	<input type="checkbox"/>	<b>No</b>	<input type="checkbox"/>	<b>Don’t Know</b>	<input type="checkbox"/>

**Do you wish to suggest any other exemptions? If yes, please specify below.**

The TWA wants to see exemptions for designated areas or specific activities that are carried out at the Gallaher tobacco factory and its R&D facility in Lisnafillan. The company has to carry out tests on its products to fulfil certain regulatory and quality requirements. The company is also involved in developing new products in its R&D facility, which must meet strict standards in terms of quality and acceptability to consumers. TWA members are involved with this function. Furthermore, some TWA members belong voluntarily to the company’s smoking panel, which carries out surveys of new and existing products for quality, consistency and acceptability.

TWA members benefit greatly from the highly-skilled jobs that the factory brings to the area. Gallaher is a multi-national company and without exemptions for the factory, these jobs would disappear outside of Northern Ireland, with a subsequent knock-on effect on the local economy.

The TWA expects to see specific and limited exemptions in the regulations to enable Gallaher’s activities to continue and looks forward to participating in the separate consultation on the regulations, later in the year.

**Q4.** *Articles 7, 8, 9 and 12* of the draft Order sets out the following four offences and penalties:

- (i) a person failing to display the prescribed no-smoking signs in smoke-free premises commits an offence and is liable on summary conviction to a fine not exceeding level 3 on the standard scale (£1,000);
- (ii) a person who knowingly smokes in smoke-free premises commits an offence and is liable on summary conviction to a fine not exceeding level 3 on the standard scale (£1,000);
- (iii) a person who controls or is concerned in the management of smoke-free premises and fails to prevent a person smoking in a smoke-free place commits an offence and is liable on summary conviction to a fine not exceeding level 4 on the standard scale (£2,500); and
- (iv) a person who intentionally obstructs an authorised officer of a district council acting in exercise of his duties under the Order commits an offence and is liable on summary conviction to a fine not exceeding level 3 on the standard scale (£1,000).

**Do you agree with the offences and level of penalties set out in the draft Order?**

**Yes**     

**No**     

**If you wish to comment, please do so here.**

**Q5.** *Article 10* of the draft Order provides for an authorised officer of a district council to issue a fixed penalty notice where he believes an offence has been committed under Articles 7, 8 or 9. Schedule 1 makes further provision about fixed penalties. The levels of fixed penalties will be specified in regulations which will be the subject of consultation this year.

**Do you agree with the fixed penalty notice procedures as set out in the draft Order?**

Yes

No

Don't know

**If you wish to comment, please do so here.**

**Q6.** Tobacco control measures are currently enforced by Environmental Health Officers of district councils.

**Do you agree that smoke-free legislation should also be enforced by district councils?**

Yes

No

Don't know

**If not, please state your reasons below.**

**Q7.** At present *Articles 3 and 4* of the Health & Personal Social Services (Northern Ireland) Order 1978 make it an offence to sell tobacco products to young people under 16. In the Republic of Ireland, the Health (Miscellaneous Provisions) Act 2001 increased the age limit from 16 to 18 and in Scotland the Smoking, Health & Social Care (Scotland) Act 2005 provides the power to raise the age limit there. The draft Order provides the power (*Article 14*) for the Department to raise the age limit from 16. Any proposal to raise the age limit would be the subject of further consultation.

**Do you agree that the Department should take this power?**

Yes

No

Don't know

**If you wish to comment, please do so here.**

## **INTEGRATED IMPACT ASSESSMENT OVERVIEW**

### **General**

**Q8. Do you have any views on the conclusions reached by the Department to screen out from further assessment the implications of the draft Order in respect of:**

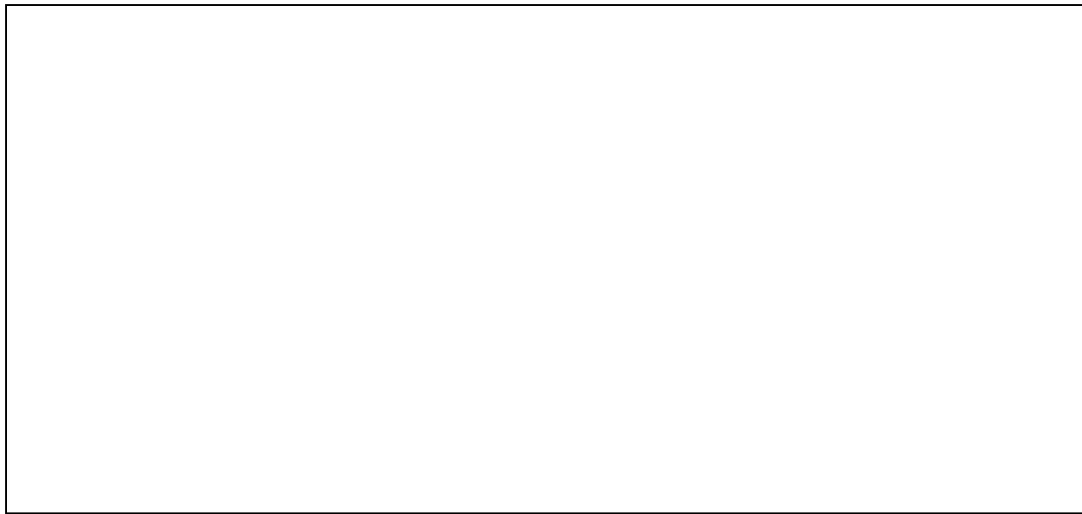
- (a) Social Impact Assessment (New TSN, Homelessness etc);**
- (b) Rural (see Q21 –Q23);**
- (c) Environmental;**
- (d) Human Rights;**
- (e) Victims;**
- (f) Community Safety & Other Areas?**

**Is there any other evidence which you consider should have been taken into account in these assessments?**

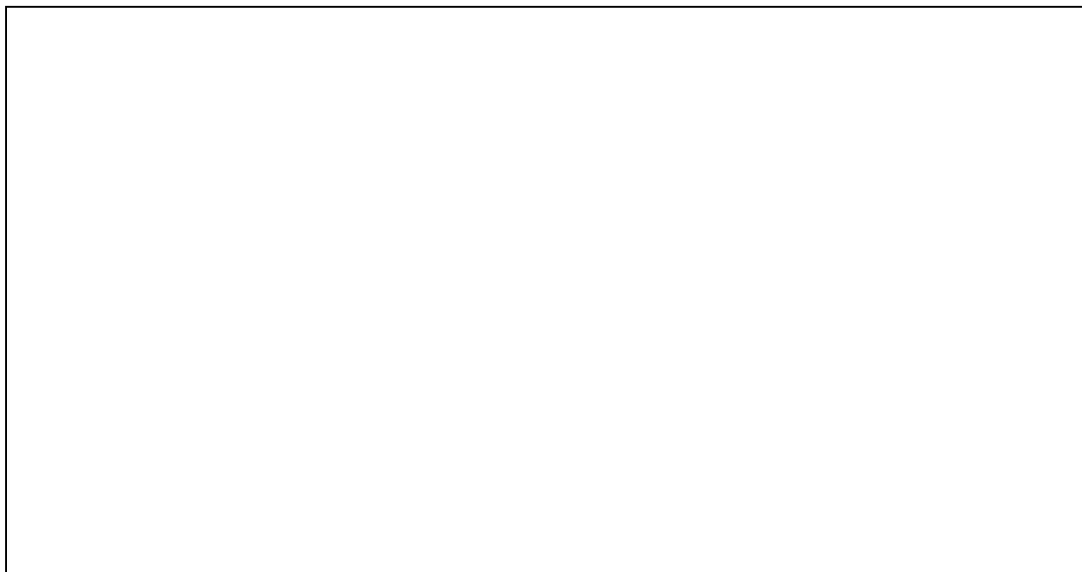
## Equality

Comments are welcome on any aspect of the draft equality conclusions contained in Annex 2 of the Integrated Impact Assessment Overview (IIA). The Department would particularly welcome comments on the following:


**Q9. Do you agree with the decision that the draft Order does not require a full equality assessment? (see Annex 1 and Annex 2 of the IIA Overview). If not, please explain why?**



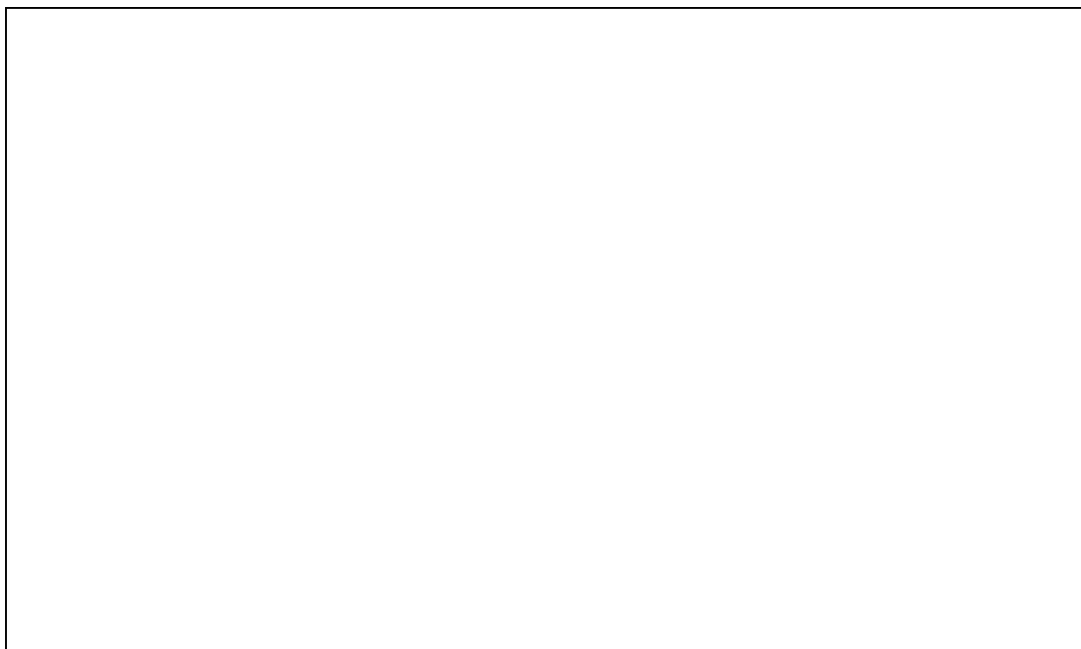
**Q10. Is there any other qualitative or quantitative information which you consider should have been taken into account in performing this exercise?**



**Q11. Are you aware of any evidence – qualitative or quantitative that the draft Order may have an adverse impact on equality of opportunity or on good relations? If so, please provide details. Can you suggest any ways of avoiding or minimising such adverse impact?**



**Q12. Are you aware of any other equality implications likely to arise from the draft Order?**



## **Partial Regulatory Impact Assessment (RIA)**

(see Annex 3 of IIA Overview)

### ***Health***

**Q13. Do you have any views on the assessment of health impacts?**

**Q14. Are there any other potential health impacts that you consider should have been addressed?**

**Q15. Is there any other material evidence which you consider should have been taken into account in this assessment of health impacts?**

***Economic***

**Q16. Do you have any general comments on the overall approach that was taken in completing the RIA?**



**Q17. Do you consider that there are other issues which need to be taken into account in the assessment of the impact on business?**



**Q18. Do you agree with the analysis of the sectors and business/organisations which might be particularly affected by the introduction of this policy?**

The TWA welcomes the specific inclusion of the Gallaher tobacco plant in the RIA. As outlined in question 3, we believe that it is essential to the future of the plant that certain activities or areas of the factory are exempted in regulations. We agree that the R&D facility is important for the future viability of the entire site.

**Q19. What are your views on the identification and assessment of the costs and benefits?**

Regarding the Gallaher factory, the RIA acknowledges that the R&D facility may not be able to continue if some of its activities are outlawed and that this could jeopardise the existence of both the R&D facility and the manufacturing plant.

The RIA then proceeds to discuss the potential impact on employment in the Ballymena Travel To Work area. This is an extremely narrow assessment of the potential impact of a factory closure. The Gallaher plant provides skilled, relatively well-paid jobs. Any impact assessment should take into account not just the likelihood of re-employment per se but re-employment in equivalent jobs with similar levels of wages, which could subsequently be spent in the local economy.

The RIA does not look further than the factory itself. Gallaher use many suppliers and contractors within Northern Ireland and is a particularly big spender in the transport sector. The closure of the factory could be far further reaching than the RIA admits.

***Public Expenditure and Public Service***

**Q20. Do you agree with the Department's view that a separate Economic Appraisal is not required?**

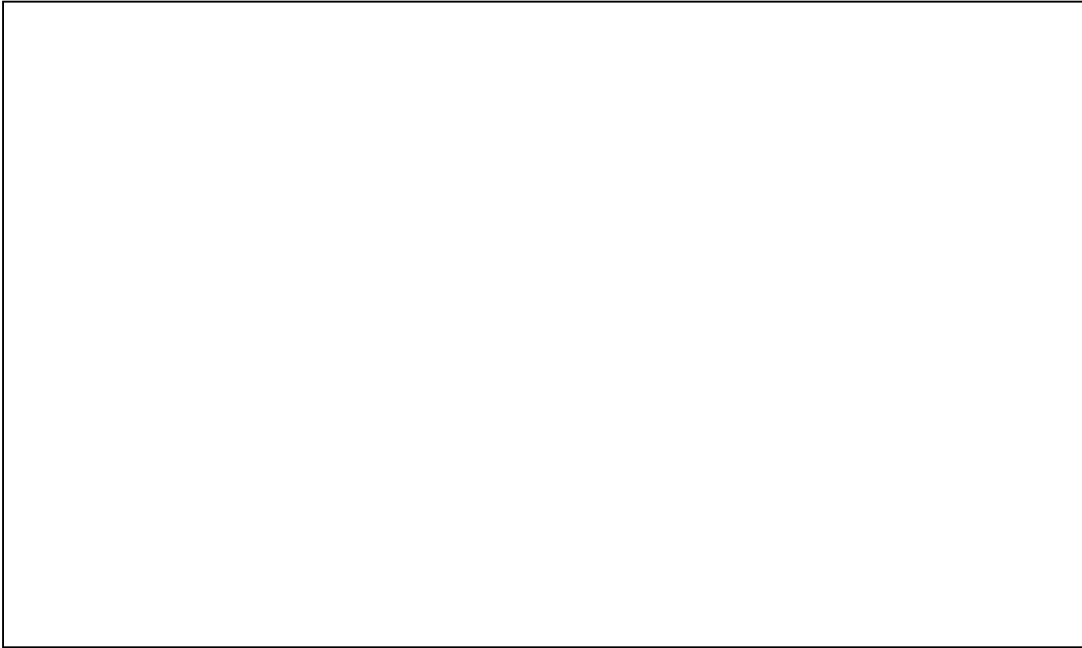


**Rural Proofing**

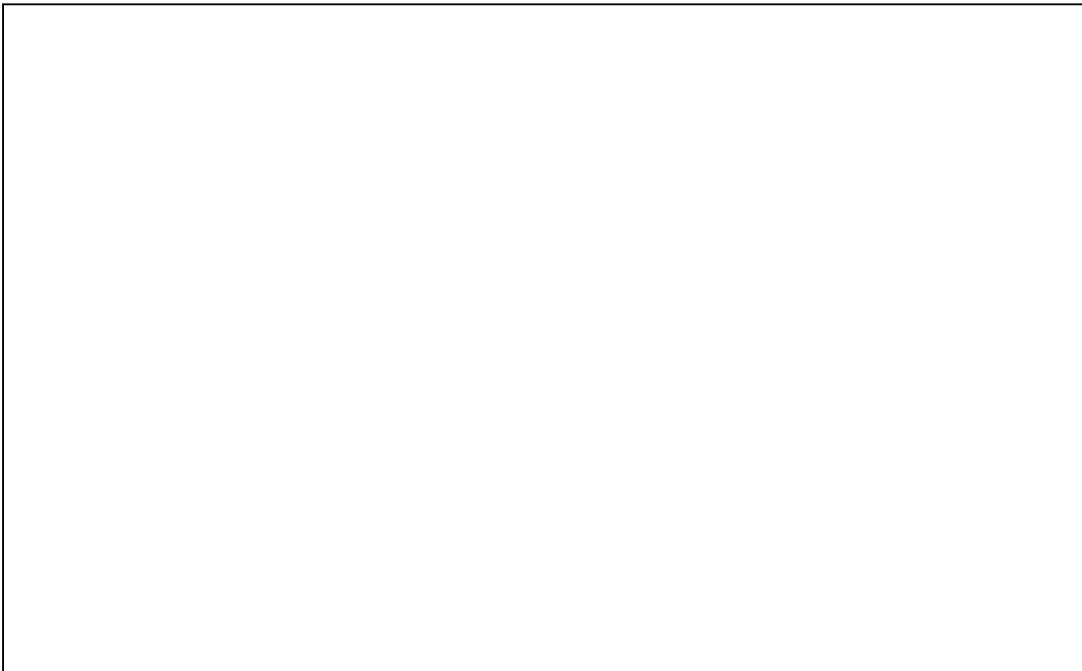
**Q21. Do you agree that the draft Order will not have a disproportionate adverse impact on rural business?**



**Q22. Are there any rural impacts that you consider should have been addressed?**

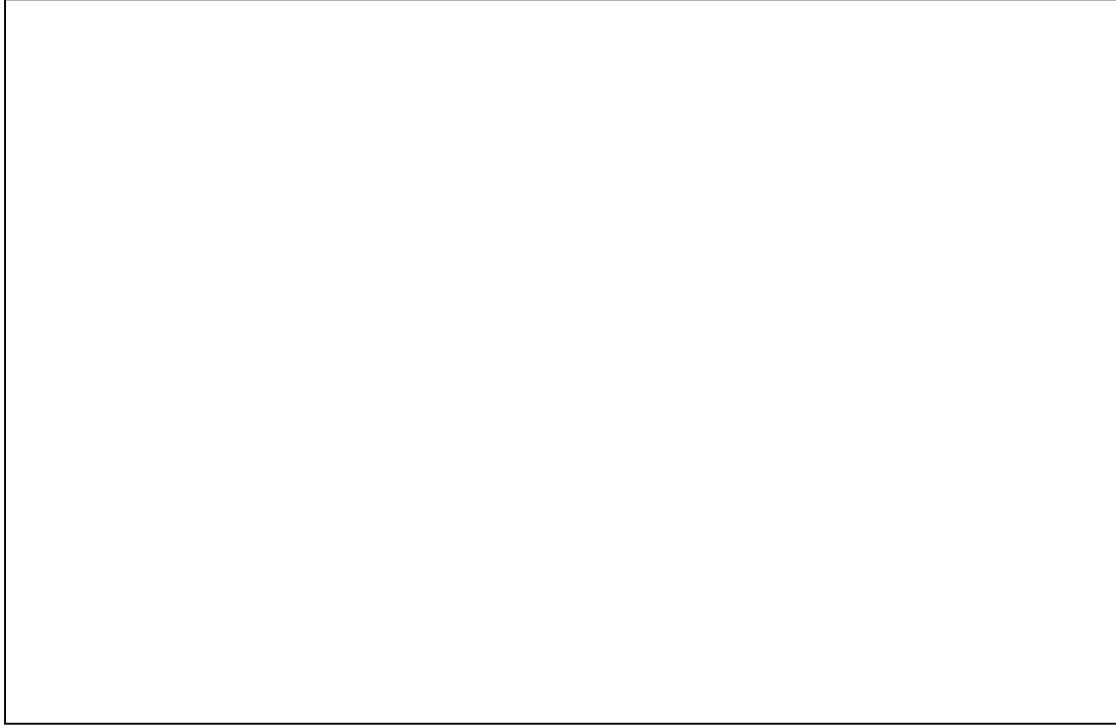
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**Q23. Is there any other material evidence which you consider should have been taken into account in this assessment of rural impacts?**

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## **Additional Comments**

**Q24. Do you have any other comments or suggestions on the draft Order and/or the Integrated Impact Assessment Overview?**

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**Thank you for taking time to complete this Questionnaire.**