

CONFIDENTIAL FIUNG

Restrictions on Smoking in No. 10

10 DOWNING STREET

S
10

March 1988

Referred to	Date	Referred to	Date	Referred to	Date	Referred to	Date
14.4.88							
PREM 1916394							

Tina
Agnes D
2/7/15

MR WICKS

*Rd Beagard
see note at end.*

RESTRICTIONS ON SMOKING

I have looked through some of the attached guidance and have had some preliminary discussions with various people within No.10.

I think we should have two main objectives:-

- i) Past practice, medical evidence, experience all suggest we should make efforts to reduce/restrict smoking in 10 Downing Street just as elsewhere in the Civil Service.

but

- ii) No.10 is unique, and as always our first duty must be to ensure that the Prime Minister is served in the best way possible.

These objectives need not be mutually exclusive.

Looking around the building to date we seem to evolve a policy whereby certain areas e.g. Cabinet Room, Private Office, Garden Rooms are effectively non-smoking areas. Some other offices have no restrictions at all, and the Front Hall seems at times to be an area where smoking is positively encouraged.

Over the next year or so I would suggest that our ambition should be to increase - where possible - the number of non-smoking offices, to curtail to some extent the amount of smoking in the Front Hall, but to ensure that people's work is not adversely affected in any way. To be successful it is essential that this proceeds with the maximum of tact and consultation with all concerned. I do not see any great

advantage in taking conscious steps now with regard to increasing the number of non-smoking offices, but as a first step I will make a few discreet enquiries to see exactly how many of these there are. With regard to the Front Hall I suggest that we should tie any action into the redecoration of the Hall. If you wish I will make some preliminary - and very careful - enquiries over the next couple of months to see what might be done and what the reaction would be.

X/

MS

Some Comments:

- i. No 10 is indeed unpre. A house, as you say; and a house where one of the permanent residents, D.T., is a smoker.

P.A. Bearpark

14 April 1988

I cannot see that we could stop DT, or any of his friends, from lighting up in the front hall, or outside the study, or for that matter in the office if he so chose. Another unpre feature is the number of visitors to No 10, from Cabinet Ministers to security guards + assorted hangers on of Powers + King. If they light up outside the Cabinet Room or in the Front Hall it would be intolerable to stop them (and where would he really go for his craggy long after a difficult ERF!).

ii. I agree that we should, as a first step, increase the number of no smoke offices. But we need to go carefully regarding the public corridors, notably the Front Hall, and the areas where visitors go.

iii Please proceed as you suggest at X. and let me know the outcome

MJ2CFU

18-4



CABINET OFFICE

Government Offices Great George Street London SW1P 3AL Telephone 01-270 5810

Deputy Establishment Officer

Mr N Wicks
Principal Private Secretary
10 Downing Street
SW1

28 March 1988

Dear Nigel

*The Bearpark,
Could I pl have your advice
or how, if at all, these
no smoking arrangements should
apply - No 10. W.C. J
29.3*

RESTRICTIONS ON SMOKING

You may be aware (from some of the press publicity at the very least!) that the Cabinet Office has been running a trial on restrictions on smoking in the workplace.

The evaluation of the trial has shown that the majority of those working for us welcome the restrictions and some would like them extended. We are taking account of these views by moving to a more permanent arrangement via an interim period.

I enclose copies of the submission and papers put to Sir Robin Butler and copies of the draft Head of Division and Office by which we intend to launch the next phase.

You may wish to consider whether No.10 should be covered by similar arrangements.

*Yours sincerely
Tony Phillips*

A PHILLIPS

encl

HEADS OF SECRETARIATS, DIVISIONS (OMCS)
AND BRANCHES (CSO) NOTICES

DEVELOPMENTS IN THE DEPARTMENT

SMOKING IN THE WORKPLACE

The Joint Official/Trade Union Sides Working Group has made recommendations for a departmental policy to reduce smoking in the workplace. These have been approved by both Senior Management and the Departmental Trade Union Side.

The purpose of this notice is to outline the policy and the arrangements for its implementation.

Briefly, the policy is a 2 stage continuation of restrictions on smoking in the workplace:

- (i) an interim period of 12 months starting on 3 May 1988 during which smoking is banned in many common areas (corridors, reception areas, lifts, toilets, conference rooms, training rooms) and phased out in offices under arrangements to be negotiated by local managers; and
- (ii) a permanent ban on smoking in common areas and offices with effect from 2 May 1989.

Under both arrangements, smoking is allowed in designated areas of restaurants, hot water points and rooms set aside specifically for use by smokers.

The policy will apply equally to visitors to any part of the department. Everyone is expected to abide by these arrangements.

We shall look to Senior Managers, in particular, to demonstrate support and commitment (as in other initiatives like improved communication) by their actions.

You should be prepared to explain the new arrangements to members of your Command. To help you do this and be able to deal with any questions, you will receive an information pack in mid-April which will explain the policy in detail. (Individual copies of the policy will be issued in due course.)

An Office Notice explaining how the policy is to be implemented will be issued in the next few days. A copy is attached for your information.

The contents of this notice have been agreed with the Departmental Trade Union Side.

Deputy Establishment Officer

Cabinet Office
March 1988

Contact point: Elaine Webber, ED2, Room 3/2, GOGGS.
Telephone: 270 5992.

Destruction date: To be kept permanently or until a replacement notice is issued.

CABINET OFFICE NOTICE

SMOKING IN THE WORKPLACE

DEVELOPMENTS IN THE DEPARTMENT

The recommendations of the Joint Official/Trade Union Side Working Group for a policy to reduce smoking in the workplace have been approved by Senior Management and the Departmental Trade Union Side.

The purpose of this notice is to outline the policy and the arrangements for its implementation.

Briefly, the policy is a 2 stage continuation of restrictions on smoking in the workplace:

(i) an interim period of 12 months starting on 3 May 1988 during which smoking is banned in many common areas (corridors, reception areas, lifts, toilets, conference rooms and training rooms) and phased out in offices under arrangements to be negotiated by local managers; and

(ii) a permanent ban on smoking in common areas and offices with effect from 2 May 1989.

Under both arrangements, smoking is allowed in designated areas of restaurants, hot water points and rooms set aside specifically for use by smokers.

The policy will apply equally to visitors to any part of the department. Everyone is expected to abide by these arrangements.

Information packs containing full details of the policy will be issued to Heads of Division in mid-April. Your line manager will, in the first instance, be responsible for giving you details of the new arrangements.

Further Office Notices will be issued explaining how the policy will operate in the various locations.

The contents of this notice have been agreed with the Departmental Trade Union Side.

Deputy Establishment Officer

Cabinet Office
March 1988

Contact point: Elaine Webber, ED2, Room 3/2, GOGGS.
Telephone: 01-270 5992.

Destruction date: To be kept permanently or until a replacement notice is issued.

Mr PhillipsFROM: TONY PHILLIPS
DATE: 8 JANUARY 1988

Deputy Establishment Officer

PS/SIR ROBIN BUTLER

I agree. But I am
 against stickers with
 no-smoking signs on them. RRS
 They deface the building 15.1.

CABINET OFFICE
A 195
12 JAN 1988
FILING INSTRUCTIONS
FILE NO

CC -
 Mr Hibbert, CSO
 Mr Trevelyan) OMCS
 Mr H Phillips)
 Mr Wilding, OAL
 Mr J W Stevens

SMOKING IN THE WORKPLACE

I minuted previously on this subject in March 1987 (copy at 'A' attached). The purpose of that minute was to ask for Sir Robert Armstrong's agreement to a Cabinet Office trial ban on smoking in the workplace. The purpose of this minute is to seek approval to more permanent arrangements.

Background

2. PMCD Division, OMCS, is promoting a campaign within the Service to discourage smoking in the workplace. It is supported by ASH and by the National Trade Union Side (CCSU). The basis of the campaign is increasing evidence that smoking damages the health of non-smokers through secondary inhalation of exhaled or drifting smoke. (The damage to the health of smokers has been established for some time.)

3. We were asked to be a pilot department in the campaign. We began the pilot study in the Autumn of 1986 with a questionnaire to every member of the department. The overwhelming response from all areas of the department was a call for greater restrictions on smoking. We set up a joint Official Side/Trade Union Working Party to establish how best to introduce restrictions. It proposed:

- a. a trial ban on smoking in offices with designated areas where people could smoke. and
- b. the issue of a questionnaire part way through the trial to everyone in the department seeking views on the trial and on whether or not the ban should be a permanent arrangement.

The Trial

4. Sir Robert approved the trial and signed the Office Notice to launch it (see 'B' attached). The trial began on 1 June 1987 and contained the following elements:

- d. it was implemented across the entire department. Although some of the detailed arrangements differed slightly between locations;
 - b. support was offered to those who found it difficult to refrain from smoking when working at their desks. (This support could be used by those who wished to use the trial as an opportunity either to stop or to cut down on smoking.) The Welfare Officer organised the support; and
 - c. the commitment of Senior Management and Trade Union representatives to the trial was made clear and visible.
5. Generally the trial was well supported and the conditions adhered to. A few managers reported problems in its management and in two areas we agreed local variations to overcome them.
6. The trial aroused considerable interest in other departments, many of which are considering some form of restriction on smoking (as a 'pilot' department we are seen as the pace-setters). It has also aroused some interest in the press following an article in 'Personnel Management' (copy at 'C' attached) albeit distorted a little by the journalists' need to create a headline.

The Proposal

7. As agreed at the outset opinion was tested part way through the trial by a repeat of the questionnaire to all members of the department. Although the response was slightly lower than for the initial questionnaire, the percentage of respondents wanting restrictions (continued or extended) was higher.
8. The results of the questionnaire were analysed and considered by the joint Official Side/Trade Union Side Working Party. Its recommendations are at 'D' attached.
9. Broadly it is suggesting a continuation of restrictions on smoking in two stages:
- a. an interim period of 12 months during which smoking would be banned in many common areas (corridors, reception areas, lifts, training rooms, conference rooms and libraries) and would be phased out in offices under arrangements to be negotiated by local managers; and
 - b. a permanent ban on smoking in the common areas listed above and in offices.

Under both arrangements smoking would be allowed in toilets, washrooms, hot water points, bars, designated areas of restaurants and rooms set aside specifically for smokers. The Welfare Officer could continue to provide counselling and other support.

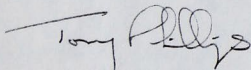
10. There could be problems for line managers and for us in dealing with committed smokers but we would do so sympathetically. All newcomers would be warned of the arrangements before arrival.

ACTION

11. Having embarked on the trial and having established such strong support for restrictions on smoking we cannot now return to the conditions that existed before the trial. The outside interest in what we have undertaken and the changing climate in society generally also impel us in the direction of continued restrictions.

12. It would be too disruptive to move quickly to a total ban on smoking of the kind imposed in the Australian Public Service and by some States in the USA. We need a compromise and the arrangements proposed by our Working Party seems sensible on those grounds. The only change I offer is to vary the timing a little so that the interim period runs from 1 March 1988 to 1 June 1989.

13. Is Sir Robin content for me to put the proposals formally to the DTUS to proceed on the timetable suggested above?



A PHILLIPS

encls

HM 03462

~~Mr. Phillips~~



FROM: TONY PHILLIPS
DATE: 25 MARCH 1987

Deputy Establishment Officer

CABINET OFFICE	
A	3263
27 MAR 1987	
FILING INSTRUCTIONS	
FILE No.

PS/SIR ROBERT ARMSTRONG

cc -

Miss Mueller
Mr Hibbert
Mr Wilding
Mr Stevens

SMOKING IN THE WORKPLACE

PM2 Division of the MPO is promoting a campaign within the Service to discourage smoking in the workplace. It is supported by ASH and by the National Trade Union Side. The basis of the campaign is increasing evidence that smoking not only damages the health of the smoker but also non-smokers through secondary inhalation of exhaled or drifting smoke.

2. We were asked to be a pilot department in the campaign. We began the pilot study last Autumn with a questionnaire to every member of the department. The overwhelming response from all areas of the department was a call for greater restrictions on smoking. We set up a joint Official Side/Trade Union Side Working Party to establish how best to introduce restrictions and it has come forward with proposals for:

- a. a trial ban on smoking in offices with designated areas where people can smoke; the aim is to assess the desirability and feasibility of introducing a permanent policy; and
- b. the issue of a questionnaire part way through the trial to everyone in the department seeking views on the trial and on whether or not the ban should be a permanent arrangement

(See the paper attached).

3. The Working Party is concerned that the trial (and its introduction) is handled carefully. The reasoning behind the trial needs to be explained as do the supporting arrangements for those who wish to smoke. There are several issues which are seen by the Working Party to be crucial if co-operation is to be gained:

- i. the trial must be implemented across the entire department. Although some of the detailed arrangements may differ slightly between locations (for example in which communal areas smoking will be allowed), there could be no justification for restrictions being more severe in one part of the department than in another part;

ii. support must be offered to those who find it difficult to refrain from smoking when working at their desks. This support could also be used by those who wish to use the trial as an opportunity either to stop or to cut down on smoking. The Welfare Officer is prepared to organise this support. Individuals would have to pay the cost of any formal sessions (about £10 a head per course) but the Working Party feel that it would be useful presentationally if the department made a modest financial contribution, perhaps paying 50% of the cost;

iii. the Working Party feels too that the commitment of Senior Management and Trade Union representatives to the trial must be clear and visible. This backing is needed especially to demonstrate by the way in which complaints from individuals about flouting of the trial are handled by both Management and Unions.

4. We would like both Management and Union Sides to agree to a trial ban on smoking in the workplace starting on 1 June 1987. Would Sir Robert be content with this?

Tony Phillips

A PHILLIPS

I should be content for there to be a trial ban on smoking in the workplace in the Civil Office starting on 1 June 1987.

In principle, and so far as I am concerned as far as possible in practice, my own room is and will continue to be a Non-smoking Area. This will be easier to enforce now that Sir David Goodall is no longer a regular visitor. But there may be occasions when it would be unreasonable, and not to let a distinguished visitor light up,
RCA 28.iii

TRIAL BAN ON SMOKING IN THE CABINET OFFICE

Proposals by the Joint Official/Trade Union Sides Working Group - March 1987

1. The Ban

A. No smoking would be allowed in Offices, Reception Areas, Conference Rooms, Libraries and Lifts. Smoking would be allowed in corridors, bars, designated areas of staff restaurants and common rooms.

The physical layout and facilities in buildings vary. It will be important before the trial ban starts, for union reps and management in each location to get together to define how the regulations will be interpreted in their locality. For example it might be agreed that a room with table tennis tables or other sports equipment should be completely no smoking; whilst a common room (because there is no particular area in which to limit smoking) is totally smoking. Similarly the College at Sunningdale may decide to vary the restrictions on smoking during the evening sessions of residential courses.

B. No Smoking signs will be displayed prominently throughout buildings, making clear to staff and visitors where smoking is and is not allowed. A short note explaining the trial will be available for visitors (eg. in Reception Areas, in the course details given to students at the College).

C. Management in the locations will be responsible for ensuring that the ban is honoured. Those who ignore it will be asked to explain themselves, first to line management and then to Personnel reps in the locations. Non co-operation in the trial will not be treated as a disciplinary offence.

D. The welfare officers will provide support for those smokers who wish to use the ban as an opportunity to stop or limit smoking. Before the trial starts they will hold open meetings in locations to discuss what sort of help staff would like; eg. booklets, one to one interviews and on site anti-smoking courses.

2. The Trial

A. From the outset it will be stressed that the ban is a trial to see whether or not limitations on smoking in the workplace are practicable and desirable. The trial will be carefully monitored and note taken of all the problems which arise.

B. At an agreed and publicised point (about 3 months into the trial) a second questionnaire will be issued to seek views on the trial, problems that have occurred, whether or not it should continue, any amendments which should be made to it etc.

C. A date will be given on which the trial will end. This will be two or three months after the survey to enable the results to be analysed and decisions taken on future policy.

3. The Launch

A. A month before the trial starts a Heads of Division and an Office Notice will be issued announcing the trial and detailing how it would operate. The start, survey and end dates will be made clear.

B. The general Office Notice will be followed 2 weeks later with local ones detailing arrangements particular to that location. Management and union contacts will be given for staff who experience any sort of problem with the ban, or wish to make comments on it.

C. In the month leading up to the start the welfare officers will hold meetings to establish what, if any, sort of support staff want. The aim will be to introduce such support in time for the start of the trial.

4. The Timetable

Apr.	Local union/management discussions to deal with local issues
May. end	Heads of Division and Office Notices Local Office Notices Welfare Officers' meetings Arrange signs, policy statements etc
June	Trial starts
July	Trial
Aug	Trial
Sep	Trial, issue second questionnaire - returns by end of month
Oct	Trial, analysis of questionnaire
Nov	Trial, discussion of results by working group, article in Staff News
Dec	Trial, announce new policy
Jan	End of trial, new policy starts.

ON(87)50

CABINET OFFICE NOTICE

TRIAL BAN ON SMOKING IN THE WORKPLACE

March Staff News included an article by the joint official/trade union working group on its proposals for a trial ban on smoking in the workplace. The proposals have been accepted by Senior Management and the Departmental Trade Union Side. The purpose of this Office Notice is to explain what the trial will entail and how it will operate.

Details of the ban are given in the attached annex. The trial will start on 1 June and continue until 31 December. A survey seeking views on the trial will go out on 1 September. You are welcome to raise points on, or draw attention to, difficulties with the trial at any time during the period. The points can be raised with line management, personnel or union representatives, whichever you prefer.

The Welfare Officers will be holding open meetings, to discuss what sort of support people who smoke may want during the trial, in London, Basingstoke and Sunningdale between the 27 and 29 May. Further details of these meetings will be given in an Office Notice to be issued shortly.

The trial applies equally to visitors to any part of the department. Reception areas will be supplied with copies of a note to hand to visitors. This will explain the reason for the trial and detail how it operates locally. Separate office notices will be issued in the various locations. These will state exactly how the trial will be applied in the location (for example showing the areas of the building in which smoking will be allowed). They will also show local contacts, both official and union, for anyone who encounters problems with the trial.

The contents of this notice have been agreed with the Departmental Trade Union Side.

Robert Armstrong

SIR ROBERT ARMSTRONG

CABINET OFFICE
15 May 1987

Contact point: Alison Schofield, ED2, 3/2 Government Offices,
Great George Street. 270 5992.

Destruction: 1 January 1988.

DEVELOPMENTS IN THE DEPARTMENT

TRIAL BAN ON SMOKING IN THE CABINET OFFICE

1 June to 31 December 1987

1. The Ban

A. No smoking will be allowed in offices, Reception Areas, Conference Rooms, Libraries and Lifts. Smoking will be allowed in designated communal areas of buildings eg. bars, designated areas of staff restaurants and common rooms.

The physical layout and facilities in buildings vary. Before the trial ban starts, union representatives and management in each location will meet to define how the regulations will be interpreted in their locality. For example it might be agreed that a room with table tennis tables or other sports equipment should be completely "no smoking"; whilst a common room (because there is no particular area in which to limit smoking) is totally "smoking permitted".

B. No Smoking signs will be displayed prominently throughout buildings, making clear to staff and visitors where smoking is and is not allowed. A short note explaining the trial will be available for visitors (eg. in Reception Areas, in the course details given to students at the College).

C. Management in the locations will be responsible for ensuring that the ban is honoured. Those who ignore it will be asked to explain themselves, first to line management and then to Personnel representatives in the locations. Non-co-operation in the trial will not be treated as a disciplinary offence.

D. The welfare officers will provide support for those smokers who wish to use the ban as an opportunity to stop or limit smoking. Before the trial starts they will hold open meetings in locations to discuss what sort of help staff would like; eg. booklets, one to one interviews and on site anti-smoking courses.

2. The Trial

A. The trial is to see whether or not limitations on smoking in the workplace are practicable and desirable. The trial will be carefully monitored and note taken of all the problems which arise.

B. In September a second questionnaire will be issued to seek views on the trial, identify problems which have occurred and find out whether or not people think it should continue (either in its existing or an amended form).

C. The trial will end on 31 December 1987. This is to allow sufficient time to analyse the results of the survey and to hold discussions with the unions on future policy.

Has workplace smoking become a burning issue?

The latest evidence on 'sidestream' tobacco smoke is bound to increase the pressure for employers to consider introducing general controls on smoking at work. Richard Upton takes a look at the way the wind is blowing, considers some of the issues, and presents two contrasting initiatives in this potentially contentious area

Over the last few years smoking at work has become a serious issue in an increasing number of organisations. In a few places the initiative has come from managers who have identified advantages in operating in a smoke-free environment; elsewhere the issue has been raised by employees, perhaps within a particular section where a grudging acceptance of tobacco smoke no longer prevails, or because a more general point is being made about the comfort and/or health of a non-smoking majority.

The change in attitudes towards smoking is partly a reflection of changing habits; the proportion of the adult population who smoke has now dropped to one in three, and has been declining steadily for over 15 years. Not only that, we are told that 60 per cent of smokers say they would actually like to give up and many tobacco users are prepared to accept limitations on the times and places where they can smoke.

The most recent development has been the conclusion, in the fourth report of the DHSS-sponsored independent committee on smoking and health, that inhalation of tobacco smoke by non-smokers is a significant health hazard.

In some countries, such as the USA, Australia and Belgium, smoking is far more tightly circumscribed than it is in the UK. Although we have no direct statutory restraints on workplace smoking in the UK there are general duties on employers in common law and under the Health and Safety at Work Act, and a requirement under the 1936 Public Health Act to keep the workplace atmosphere "free from noxious effluvia".

According to industrial relations consultant Gillian Howard it could be argued that this requirement covers tobacco smoke, although there has never been a court case which tested the point. Some environmental health officers are now willing to consider complaints about smoke in the workplace, although there have, as yet, been no reports of attempts at 'enforcement' action. Indeed given the present state of English law the anti-smoking pressure group ASH (Action on Smoking and Health) currently advises inquirers that employers can "only be persuaded, not forced, to provide a smoke free environment".

It is certainly true that an ever-growing number of employing organisations have moved in this direction (some examples are given below). Motives are often mixed, including a general concern for better health, response to complaints from non-

smokers and a hard-nosed conviction that less smoking means less absenteeism and other financial savings. The arguments about the costs of allowing smoking at work were presented in an article in *Personnel Management* some years ago.¹

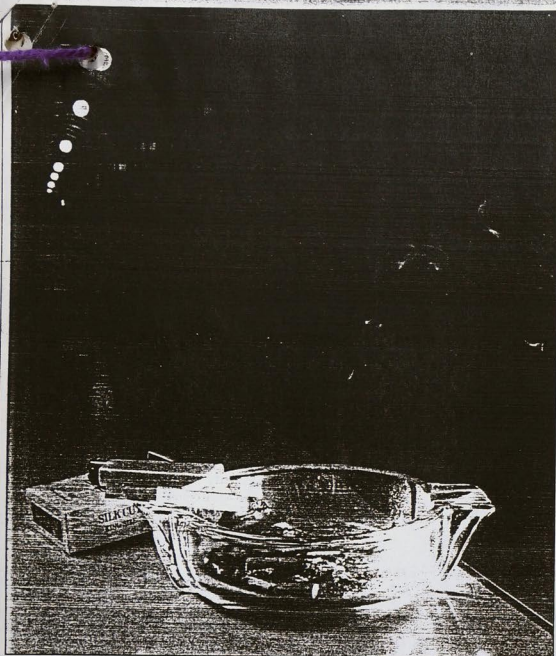
Given the growing external pressure for change, reflected and reinforced by programmes such as the recent BBC 2 'Brass tacks' and press coverage on passive smoking, an increasingly wide range of employers are likely to feel that they should do something about smoking. There is of course no denying that this can be a touchy subject. No-one who has seen a roomful of people debating the merits of a ban on smoking — even if only for the duration of a two hour meeting — can have any doubts about the potential of this topic for raising hackles, and a wise employer will take account of the feelings and problems of non-smokers and smokers.

Existing controls

An increasing number of organisations have been willing to tackle the issues, and a survey covering about 14,000 office staff suggested that 14 per cent of companies already ban smoking in office areas, and a further 15 per cent allow it in designated areas only.² In some industries and special environments restrictions on smoking have, of course, been accepted for many years.

The current debate is about the more general application of rules which are not based on process hazards or hygiene; an increasing number of organisations which have not previously had policies or rules are now weighing up the issues. Between January and October the offices of the pressure group ASH received requests for information from nearly 400 employing organisations and the IPM's information staff have noted several such inquiries each week for some months. Immediately after the 'Brass tacks' programme in mid-November both organisations saw a sharp increase in interest.

If you decide, or are persuaded, to take some cautious steps towards a less smoky office or shop-floor there are some useful pointers to be found in the experience of those who have already begun the journey. Most of the issues, and potential objections, are explored in a publication called *Smoking policies at work* (see further reading) which was sponsored by the Health Education Council. However there are some other points and problem areas which will need attention from any personnel specialist who becomes involved in an initiative on smoking.



During a recent trial period in the Cabinet Office smoking was allowed only in the corridors of some Government buildings near St James's Park.

In some organisations which have introduced general rules about smoking the initiative came from the employer; in others the issue was first raised by a particular group of employees. But wherever the original 'push' comes from there is unlikely to be any general change in the formal rules unless local managers are convinced that some kind of action to limit smoking at work can be justified (is there a good reason to make a rule?) and can expect an initiative to enjoy majority support (will most people support a rule of some kind?).

The debate about the effects of 'passive' smoking has gone on for some time, and will not be rehearsed again here. But in many places it is now accepted that there is some effect on the health of non-smokers; the latest report from the Independent Committee on Smoking and Health (to health ministers) gives further support to this view. Even those who remain unconvinced are prepared to concede that tobacco smoke can be a source of irritation to non-smokers, and a particular problem for individuals with conditions such as asthma.

Apart from the comfort or good health of non-smokers there may be other factors which influence employer thinking. For instance, some have focused

on the purely economic aspects, such as lost working time, premises costs and fire risk; moving into a new building has often prompted a hard look at smoking. While certain employers have special reasons for wanting to associate themselves with an image of good health, most have acted from a mixture of motives.

Although a few employers have been prepared to impose a new rule about smoking unilaterally — presumably after giving proper notice (*see below*) — most have sought to make some kind of assessment of employee attitudes. Such a move often carries with it either the implication or express statement that an employer will only impose restrictions if a move in that direction can be shown to command majority support. The pattern of response, which may vary between locations or offices, can also be used to shape both the content of any policy and its method of implementation. However there is another step to consider first.

Let us suppose that a company's senior managers are convinced that some kind of action on smoking at work would be justified if the majority of employees were willing to back it. Before embarking on a general consultation exercise, the next steps will be

to clarify the objective, then identify the range of options which are realistic in the particular context.

This may involve raising the matter through established health and safety channels, or setting up some kind of *ad hoc* group or joint working party. If unions are recognised they will, of course, expect to be involved. The composition of such a group needs some care; try for a representative range of people, including a smoker, a non-smoker and an ex-smoker, since the extent to which it is seen as representative may influence its effectiveness.

Terms of reference should also allow enough scope to do a worthwhile job within the constraints of the particular organisation. If 'reference back' to management or staff representative bodies will be required at some stage this should be spelt out at the outset. Once the working party has agreed a definition of the overall objective, and identified a range of options which might reasonably be expected to meet it, then this is the stage at which general consultation makes most sense.

Most of the pundits advocate a survey of employee opinion, which in a workforce of any size may involve a questionnaire (see *overleaf*). It goes without saying that it is unwise to canvass a wider range of options than those which the employer would be prepared to implement. While making changes may cost money, doing nothing does too.

The suggestion that "something is going to be done about smoking" may well make smokers apprehensive or defensive. However, if things are handled carefully friction can be kept to a minimum, provided that everyone behaves reasonably. Furthermore, there is scope for giving an initiative a positive aspect if the company is prepared to help provide assistance for those who are ready to give up smoking — here again, there may well be costs to be assessed.

Setting aside special areas for smoking, if this is possible, may well make those who continue with the habit feel more comfortable. After all many tobacco users are already aware that smoke upsets some people, and are genuinely unhappy about inflicting discomfort on others.

Whether a questionnaire, or some other method, is used the purpose of a survey of staff opinion is to help in shaping arrangements so that they can be expected to command widespread support. It would be most unwise to begin general consultation of this kind unless you are prepared to take some kind of action on the smoking issue. By the time most organisations get to this stage there is usually already some momentum for change; what is up for assessment is the way in which staff might respond to different kinds of practical alternative.

If you do decide to use a questionnaire it should include items which will test views about possible arrangements for the future. One possible approach is shown in the specimen overleaf, although this will probably need tailoring to suit particular organisations (see Case report 1). The questionnaire should also cover such points as where the respondent works (perhaps a precise location), current smoking habits in that area, personal reaction to tobacco smoke and whether the individual smokes. Before issuing a questionnaire, prepare a notice explaining what is going on, and why.

Recommendations

After the survey/consultation exercise has been completed it will probably be the responsibility of the working party to come up with practical recommendations which are both consistent with overall objectives and take account of the pattern of preferences expressed in the survey results. Don't expect a survey to solve all the tricky problems for you, and remember that no policy will avoid grumbles altogether. The importance of a well-conducted consultation exercise is that it provides a solid base on which to assess the relative weight of differing opinions — which may never have been expressed before.

Once the policy has been refined, and won the consent of the relevant decision makers and/or joint bodies, the task becomes one of implementation. As you would expect the best advice emphasises good planning, communication and scope for flexible application to suit local conditions.

Some legal issues

In the civil service trial reported below it was agreed that, during the trial period, a breach of the no-smoking rule would not be treated as a disciplinary offence, and at least one company has a policy which reportedly relies on 'peer group pressure' for its enforcement. However if, in the longer term, an employer brings a non-smoking rule within the scope of normal disciplinary procedures (as in many food/drink or chemical/process companies) breaches of the rule can be handled in accordance with the normal disciplinary framework all the usual caveats about acting reasonably and following proper procedures apply of course, as pointed out in a recent issue of *IDS Brief*.

An employer who is about to introduce smoking rules where none existed before will need to be particularly careful about giving adequate notice — at least 12 weeks has been quoted as a guideline minimum. At a recent Industrial Society conference consultant Gill Howard highlighted a case in which an employer imposed a ban overnight, allowing an employee called Mrs. Watson successfully to claim constructive dismissal.⁴ The tribunal commented

that the way in which the employer had made the change was unreasonable, and went on to suggest three steps which a reasonable employer might, in their view, have taken:

- Discuss the new rule in advance with staff in a sensitive and sympathetic way (perhaps hold a ballot to see the level of support);
- Give proper notice of the change in the rules; and
- Seek alternative measures for those who cannot desist from their habit overnight — either by moving smokers to a workplace where smoking is allowed, or allowing smoking in some parts of the building, or even outside.

Industrial tribunal decisions do not make precedent, but often contain good advice nevertheless!

As with some other forms of recruitment discrimination there is no legal constraint on employers who decide to recruit only non-smokers. Depending on how this was done it might 'incorporate' a no-smoking at work rule into the individual's contract; some companies have been advised to consider making such a term explicit in their rules or contract documentation.

CASE REPORT 1:

The Cabinet Office

The 1,600 staff who work for the Cabinet Office are based in a variety of civil service buildings in London, Basingstoke and Ascot. Over the past six months they have been taking part in the first large-scale trial within the civil service of a policy for controlling smoking.

The initiative which led to this experiment began some years ago at national level, when the Council of Civil Service Unions, through the staff side of the Joint Committee on Welfare, made an approach to the policy division of Whitehall's Management and Personnel Office, arguing that in the light of new evidence about 'secondary' smoking the government should be taking some kind of lead as a major employer.

After some discussion it was agreed to seek sites for a trial and the staff of the Cabinet Office were invited to take part; the departmental Whitley Council (domestic negotiating body) agreed to cooperate provided that there was sufficient support among the department's staff. A joint working party was set up — consisting of two representatives from the department's unions, a personnel specialist and the departmental welfare officer. This group originally included two smokers and two non-smokers, but subsequent career moves meant that there is now only one smoker on the working party.

Survey of opinion

The first step agreed by the working party was to circulate an introductory notice and questionnaire to all staff within the department (shown on page 49); this showed that more than 70 per cent of the respondents supported restrictions on smoking. After discussing objectives for the trial, and assessing responses to the questionnaire, the working party proposed that smoking should be banned in all offices, lifts, conference rooms, toilets and libraries for a six months' trial period: in designated areas within each building smoking would still be allowed. On some sites, such as the Civil Service College, a few areas have been set aside for use by smokers during workbreaks: in the old government buildings behind Whitehall smoking was allowed only in the corridors during the trial period.

Policy options

During its early meetings the working party discussed the possibility of allowing each office to decide whether or not it would be a smoking area. This option was rejected for two reasons. First, representatives of junior grades were concerned that some non-smoking clerical officers might be put under unfair pressure (by a senior, smoking, colleague) to go along with the status quo.

A second argument was that if different offices applied different rules this might inhibit the willingness of some people to accept career moves. The alternative of banning smoking only at certain times was rejected, as it seemed unlikely to reduce the exposure of non-smokers to tobacco smoke significantly.

The trial actually began in June 1, 1987 and had visible top-level endorsement in the shape of a letter to staff from Sir Robert Armstrong. The pattern of



initial employee response was, not surprisingly, quite varied. Deputy establishment officer Tony Phillips noticed that a lot of non-smokers welcomed the change and "some claim that their health is now better". However there were "difficulties from a few determined smokers". Among the early 'rebels' some have since "mended their ways" according to one of the union representatives who has been monitoring the scheme, but in some areas the trial ban has not been effective.

Before the trial began it was agreed that no disciplinary action would be imposed on those who ignored the ban, apart from being asked "to explain themselves" to an appropriate manager. In the first

Examples of organisations which have policies on smoking

Birmingham City Council	Marks & Spencer
Boots	MORI
Bradford City Council	Middlesbrough Council
Bristol City Council	National Farmers' Union
Cabinet Office	Mutual Insurance
Cambridge University Press	Performing Rights Society
Dorset County Council	Private Patents Plan
Edinburgh University	Plessey (Plymouth)
Etihad	Oxford City Council
Ford Motor Company	Texas
Gwent County Council	Texas Instruments (Bedford)
IBM	Voive Concessionaires
Iceland Frozen Foods	(Manow)
ICI Fibres (Doncaster)	West Midlands Fire Brigade

Further reading

Smoking policies at work (HS87) costs £5 from the Health Education Authority, 75 New Oxford Street, London WC2A 1AH.

Stephan M. Quin (London), BBC Publications, 1983.

Industrial Relations Services, 'No-smoking policies at the workplace' *Health and Safety Information Bulletin*, August 4, 1987.

The HPM's information and advisory service produces a comprehensive bibliography (No. 10110 Smoking at work). Details of a range of other material, including films and videos, are given in *Smoking policies at work* (see above).

Those interested in the tobacco companies' view of these issues can obtain an information pack from The Tobacco Advisory Council, Glen House, Stone Place, London SW1E 5AG.

Model questionnaire on smoking at work

1 Which of the following describes your own smoking status at present? Tick one

Smoking should not be allowed
There should be separate areas where smoking is permitted
Smoking should be permitted in all areas
Don't know

2 What do you prefer in the areas where people work together?
Tick two or second preference

No restrictions on smoking
Smoking and non-smoking working areas
No smoking except at break times
Total ban on smoking in working areas
Other (specify):

3 What do you prefer in the following areas? Tick one or two each

	No restrictions	Separate area	Specified times	Total ban
Reception area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Smoking rooms	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Manufacturing areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Rest rooms	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coffee lounges	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Work bar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Bar	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sports areas	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lifts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Toilets	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lobbies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Official vehicles	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

4 At meetings which do you prefer? Tick one

No restrictions on smoking
Smoking breaks
Smoking recess
No smoking areas at night
Total ban on smoking

5 Which of the following describes your working area best? Tick one

Process office
Shared office
Open-plan office
Desk floor
Other (specify):

6 Which of the following describes you best? Tick one

I am a smoker who wants to give up
I am a smoker who doesn't want to give up
I am not a smoker
I am not sure

7 Is smoking permitted in your work area?
Yes
No

8 Are you bothered by smoke at work how does it affect you?
Tick one that apply

Normal daily effect on long term health
Eye irritation
Headache
Coughing
Shortness of some time
Breathing difficulty
Loss of concentration
Chest and throat sore
Other (specify):

10 How do you ever feel to stress away from where you were working because of other people's smoke?
Frequently
Occasionally
Never

11 Do you smoke at your working area?
Yes
No

12 What do you smoke and, if still, if you could not smoke at your working area?
Yes
No

13 What would it be like for you if you could not smoke at all during working hours?
Very nice
Easy
Difficult
Very difficult

14 What do you ever feel to give up smoking if it were offered at work?
Yes
No

Thank you for completing the questionnaire.
Please put any comments here:

Please return it to:

By please

Reproduced from 'Smoking policies at work' by courtesy of the Health Education Authority

three months of the trial about 30 incidents produced requests of this kind.

Although most difficulties were resolved by local managers there were problems with some supervisors, who were unable or unwilling to tackle resistance to the trial among their own staff. The new rules also covered visitors, and most have apparently responded well to requests not to smoke.

Although the working party arranged open meetings for those interested in giving up smoking the response was described as "disappointing"; on one site this was apparently due to an aggressive response from determined smokers, in another location the preparation for the meeting turned out to be inadequate. Tony Phillips advises those who decide to run such meetings to take special care over the arrangements and advance publicity. There is no firm evidence on the numbers who have tried to give up cigarettes during the trial — or succeeded. Anecdotal evidence suggests that while some smokers have reduced their consumption at work (or given up) others have concentrated their smoking into break periods.

No policy of this kind will accommodate an addicted chain smoker, who will need special help. However the provision of separate areas where smoking is allowed will meet the needs of most smokers, provided it is possible to take occasional breaks away from the normal place of work; this requires a level of tolerance and co-operation. During the Cabinet Office trial a reasonable use of breaks was maintained in most sections — this was seen as a matter of good local judgement by supervisors. In one section with a high proportion of smokers, an initially hostile reaction to the ban produced mass exits by smokers — and complaints by the over-stretched non-smokers who were left behind. The resulting compromise was that smokers should take their breaks on a staggered basis, an arrangement which the working party had envisaged before the trial began.

After the trial had been running for three months a second questionnaire was issued to gauge the pattern of reaction more accurately. This produced a high level of support for continuing restrictions on smoking, with 80 per cent being in favour of some kind of controls. In some buildings the trial was more successful than in others and those where separate rooms for smokers' breaks were available seemed to produce a better overall response to the trial.

The use of corridors as smoking areas in the old government buildings behind Whitehall was unpopular with both smokers and non-smokers. There was also some significant variation between buildings in the perceived need for the ban to apply to all offices.

The working group was finalising its proposals for arrangements once the trial finishes as this article went to press. However it seemed likely that in some locations the pattern of restrictions and facilities for smokers would remain much as they were during the trial period. Elsewhere staff pressure for separate smokers' break rooms was proving very difficult to reconcile with constraints on the use of limited floorspace.

- Drawing on his experience in helping to introduce a policy Tony Phillips highlights several points:
- If you have trade union or staff representatives they will have to be full parties to any initiative
 - If you operate on several different locations consider setting up more than one working group
 - Be sure that local managers are involved in shaping the arrangements so that they feel they have a stake in the initiative
 - Take care to prepare properly before moving to the implementation phase.

CASE REPORT 2: Texas Instruments

Texas Instruments has 75,000 employees in 150 countries and a headquarters in Dallas, Texas. In 1986 the company adopted a 'clean air' policy in all its US locations which was implemented in two stages. In stage one smoking was banned in conference rooms, corridors and most of the canteen; in stage two, six weeks later, smoking was also banned at each workstation and in each office, being allowed only in specially designated rooms.

The company's UK management responded to encouragement from headquarters to consider such a policy at its site in Bedford. An attitude survey

References

- 1 Weiss W. and Hay G. 'Smoking: burning a hole in the balance sheet', *Personnel Management*, May 1981.
- 2 *The 1987 office salaries analysis*, Institute of Administrative Management, 1987.
- 3 Incomes Data Services, 'Smoking at work', *IDS Brief* 382, November 1987.
- 4 The case in question, Watson v. Cook, Webb and Holton (Insurance Brokers) Ltd., was reported in *Health and Safety Information Bulletin 110*, published by Industrial Relations Services in February 1985.

Mr A Phillips
Deputy Establishment Officer
Cabinet Office



SMOKING IN THE WORKPLACE

You will recall the questionnaire issued to staff in September seeking their views on the trial ban on smoking currently operating in this department. We, the Joint Official/Trade Union Sides Working Group have considered the results of this survey together with other evidence collected during the last six months.

We attach a paper which details our proposals. In short they are:

- a. A ban on smoking in all corridors and working areas.
- b. The provision of reasonable facilities for smokers.
- c. Interim arrangements.

The introduction of a more complete ban on smoking is dependent on the facilities available for smokers. We understand that the provision of designated rooms for smokers to work in whilst having a cigarette may be achieved in the long term. In the meantime, **interim** arrangements to cover the period between the end of the trial and the start of the complete ban should be implemented.

We ask both the Management and Trade Union Sides to support our proposals.

Elaine Webber

Tom Griffin

Norma Norgate-Bennett

Stephen Netherwood

Joint Official/Trade Union Sides Working Group

2 December 1987

SMOKING IN THE WORKPLACE

The detailed arrangements should be subject to negotiation at each location because the physical layout and facilities in buildings vary. However, we recommend in general the following principles should apply.

The Ban

- a. No smoking would be allowed in offices, bedrooms (for Sunningdale), reception areas, conference rooms, training rooms, libraries, lifts and corridors.
- b. Smoking would be allowed in toilets, washrooms, hot water points, bars, common rooms and designated areas of staff restaurants.
- c. Smoking would be allowed in designated rooms (one per floor) in buildings. Smokers would be expected to take work with them to these rooms.
- d. Smoking would be allowed in 'vacant' offices. These offices would be designated by office services as being vacant (ie without occupants) for a specified period of time.
- e. A notice should be placed at entrances to buildings informing visitors that they are entering a smoke-free environment and indicating that they should refrain from smoking. The short note for visitors currently in use would continue to be available.
- f. No smoking signs would continue to be displayed prominently throughout the buildings.
- g. While this initiative will have a positive effect on the health of all staff, there will be some people with a long standing habit who will have difficulty in adjusting. The Welfare Officer will provide support for smokers. Support groups and individual counselling will be available.
- h. Management in the locations will be responsible for ensuring that the ban is honoured. They will be required to support the policy, help smokers adjust to the new arrangements and resolve any conflicts which may occur. Line managers and colleagues should be encouraged to provide sympathetic support for smokers.
- i. There will be procedures for dealing with smokers who refuse to comply with the ban. Counselling and positive assistance should be given to help smokers cope with the policy during working hours. If the smoker will not co-operate, informal warnings and formal warnings in writing will follow. Disciplinary proceedings will be instigated as a **last resort**.
- j. Job applicants will be informed of the Cabinet Office policy on smoking in the workplace.

Facilities for Smokers

Reasonable and adequate facilities for smokers should be provided. There should be a room on each floor in which smoking is allowed. It will be for management and union sides in each location to get together and define exactly how the arrangements should be applied in their locality.

Facilities for smokers may not be available immediately. In order to allow management and unions to discuss the new arrangements and organise proper facilities for smokers, **interim** arrangements should be implemented.

Interim Arrangements

a. No smoking in the following areas: corridors, bedrooms, reception areas, lifts, training, conference rooms and libraries.

One of the following options:

b. A gradual "phasing-out" of smoking in offices. There would be a transitional period of 6-12 months (depending on the timetable for providing facilities for smokers) during which the time allowed for smoking is reduced.

OR

c. Smoking would only be allowed during certain times ie outside core hours (10.00 - 12.00 and 2.00 - 4.00) subject to the agreement of all staff.

Review

Elaine Webber, Personnel Policy Division will co-ordinate and monitor the implementation of the policy.

Local management and trade union sides should agree on the arrangements for each site. Local management should inform Mrs Webber of the arrangements by **31 January 1988**. They will be required to send her a progress report on how the arrangements are operating in their areas after three months (31 March) and again at the six months' stage (30 June). Mrs Webber will carry out a review of the arrangements.

It is expected that by **31 December 1988** facilities for smokers will be available which will enable the department to commence with the more complete ban as from **1 January 1989**.

Timetable for implementation of the policy

1987

- December - Article on the main results of the survey published in Staff News
- Heads of Divisions Notice explaining arrangements and action to be taken as from 1 January 1988
- Office Notice
- 31 December - Current arrangements/trial ends

1988

- 1 January - Introduction of interim arrangements
- 31 January - Local management to report on the arrangements agreed for their sites
- 31 March - Local management to provide progress reports
- 30 June - Local management to provide progress reports
- July - Review of arrangements

1989

- 1 January - Introduction of the more complete ban with facilities for smokers