

**SMOKING POLICY REVIEW TEAM
RECOMMENDATIONS**

The University of Iowa
December 3, 2007

INTRODUCTION

On December 22, 2005, President Skorton created an *ad hoc* committee to revisit the University smoking policy. President Skorton requested that the committee review two areas:

- To identify all allowed or *de facto* practices of smoking within University buildings, and to recommend whether any changes in such practices or the policy in regard to them should be made.
- To examine whether there should be any local or campus wide changes to the smoking policy outside campus buildings.

Susan Buckley, Associate Vice President for Finance and Operations and Susan Johnson, Associate Provost for Faculty, co-chaired the ad hoc committee which consisted of Joni Troester (Director of UI Wellness, Organizational Effectiveness), Nancy Davin (Staff Council Appointee), Administrative Assistant II, Student Health Service, Wilfrid Nixon (Faculty Senate Appointee), Professor, Civil-Environmental Engineering, and Amanda Russell (Student Government Appointee) Graduate Student, Health Management and Policy.

The committee met regularly from February 2006 through November 2006, and obtained input from the campus through open forums and e-mail, and meetings with constituency groups and administrators. The literature on the effects of second hand smoke and the practice at other colleges and universities was reviewed.

On June 27, 2006, the Surgeon General issued a report regarding the risks of second hand smoking, saying that no level of exposure was risk free. The ad hoc committee recommended to Interim President Fethke that while awaiting the final recommendations of the committee, a ban on smoking within 25 feet of all building entrances and exits be immediately implemented. That ban went into place on August 14, 2006.

During 2006, changes were made independently by the health science units. The UIHC had an approved plan to take its grounds smoke free on July 1, 2006, and that was implemented as scheduled. The Health Science Deans petitioned the Interim President to allow those colleges to impose a ban on their grounds; this request was approved and a planning committee formed. The Health Science Colleges ban went into effect on April 7, 2007.

The ad hoc committee made its final recommendation to the Interim President on November 16, 2006.

The following are the key recommendations (see Appendix 1 for the complete set):

- University Apartments should be smoke-free by the fall semester, 2008.
- On-stage performances should stop using tobacco products, and instead use tobacco-free substitutes by July, 2007, or as soon as an acceptable substitute is available.
- The smoke-free perimeter around entrances/exits to buildings should be expanded on July 1, 2007 to a 25 foot perimeter around the entire perimeter of all campus buildings.
- Two years after the 25 foot smoke-free perimeter is implemented, the campus should become entirely smoke- free in both the internal and external environment.

The following table summarizes the campus smoking policy related events which occurred from the time the ad hoc committee was charged until July 1, 2007.

December, 2005	Ad hoc committee charged by President Skorton to examine campus smoking policy.
July 1, 2006	The UIHC implemented a comprehensive ban on all grounds and parking ramps.
August 14, 2006	A campus-wide smoke free perimeter of 25 feet at all building entrances and exits was implemented for the University campus not covered by the UIHC ban.
November 16, 2006	The ad hoc committee presented its final report to Interim President Fethke.
April 2, 2007	The Health Science Campus implemented a comprehensive ban on its grounds.
April 26, 2007	The Field House grounds, declared part of the Health Sciences Campus, were included in the comprehensive ban.
July 1, 2007	A campus wide 25 foot perimeter around all building, parking ramps, enclosed parking facilities, and athletic facilities was implemented.

In November 2006, based on the recommendation of the ad hoc committee, Interim President Fethke charged Susan Buckley, Susan Johnson, and Joni Troester to coordinate the campus discussion of the recommendation for a full campus smoking ban, and asked that they make recommendations to the President by the end of the fall 2007 semester.

The charge to this group was to

1. Recommend whether the campus should go entirely smoke free
2. If the answer was "yes," recommend
 - a. when that change should occur
 - b. what steps the University should take to educate the campus about the policy
 - c. what additional resources should be devoted to assisting member of the campus community who wish to stop smoking

INPUT FROM CAMPUS AND THE COMMUNITY

Meetings with key stakeholder groups

- Admissions: Michael Barron, Director; Emil Rinderspacher, Senior Associate Director; Kathy Bassett, Senior Associate Director
- Athletics: Mark Abbott, Associate Director, Legal Affairs; Damian Simcox, Director of Facilities
- Facilities Management: Dan Heater, Director, Operations and Maintenance; Bob Brooks, Associate Director, Landscape Services
- Parking and Transportation: Jeff Rahn, Manager, Facilities Operations and Maintenance; David Ricketts, Director
- City of Iowa City: Dale Helling, Interim City Administrator; Eleanor Dilkes, City Attorney
- Oakdale Research Park and Campus: Cheryl Reardon, Assistant Vice President; Thomas Sharpe, Associate Vice President for Economic Development
- UI Staff Council
- Faculty Senate
- Faculty Council
- Student Government
- Human Resources Unit Representatives
- Business Manager: George Hollins, Manager; Cathy Fountain, Tenant Properties and Relocation, Program Assistant; Linda Annis, Real Estate and Leases, Administrative Associate

Correspondence and telephone consultation with key stakeholder groups

- Iowa City Chamber of Commerce: Nancy Quellhorst, President
- City of Coralville: Kelly Hayworth, City Administrator
- Athletics: Jane Meyer, Senior Associate Athletics Director; Paula Jantz, Associate Director, Operations and Event Management; Mark Abbott, Associate Director, Legal Affairs

Formal Votes

UI Student Government: September 11, 2007 meeting

Vote to support a campus-wide smoking ban – 14 in favor, 18 opposed, 2 abstained

UI Staff Council: November 14, 2007 meeting

Vote to support a campus-wide smoking ban – 28 in favor, 1 opposed, 4 abstained

Faculty Senate: November 27, 2007 meeting

Vote to support a campus-wide smoking ban – unanimous

Open Forums

Two open forum opportunities were provided on September 19 and September 24, 2007 for University faculty, staff and students to provide feedback on the possibility of a total campus ban related to smoking. Approximately 40 individuals attended the two forums. It is our perception that the majority of those individuals in attendance at the forums were in support of a campus wide smoking ban. Responses on when this type of ban should be made effective ranged from immediately to a year of preparation time. Major issues for consideration if the University pursued a campus wide smoking ban included the following:

- Assistance for individuals in quitting smoking
- Enforcement of the policy
- Litter

Email

A mass email was sent to all students, faculty and staff on September 7, 2007 to inform them of the email address to be used for comment on the question of a total campus ban. The email address was smokebaninput@uiowa.edu, with the email active September 7 – November 15, 2007. Two-hundred and sixty-two responses expressing varied opinions on the subject were received from the University community. The majority of those responding, one hundred forty, voiced support for a total campus ban. Ninety one opposed a total ban, and thirty one did not express a clear preference for or against a total ban. The following table provides a summary of the information received.

	Favor Comprehensive Ban	Oppose Comprehensive Ban	Implement Comprehensive Ban ASAP	Implement January 1, 2008	Implement July, August, September, 2008	Implement After September, 2008
Students	46	27	12	9	4	2
Staff	73	48	14	11	7	2
Faculty	20	14	7	4		
Other	1	2				

Smoking Policies: Internal and External Environment

CIC Institutions and other Universities

Institution	Internal Environment	Exceptions to Internal Policy	External Environment
Michigan State	No smoking	Designated residential space and limited hotel rooms	No smoking near entrance/exits, reasonable distance. No smoking in Spartan Stadium.
Purdue*	No smoking	Designated Union Club hotel spaces	No smoking 30 feet perimeter around buildings
University of Chicago	No smoking	Apartments and dormitories in buildings managed by Real Estate Operations	No smoking 15 feet from entrance/exit or enclosure of buildings.
Indiana University, Bloomington*	No smoking	None	No smoking, 30 feet perimeter around buildings
Michigan	No smoking	Designated apartments, limited hotel/conference space	No smoking near entrance/exits, reasonable distance
Northwestern	No smoking	None	No smoking 25 feet from entrance/exits, designated outdoor facility
Minnesota **	No smoking	Designated residence rooms	No smoking 25 feet from entrance/exits
University of Illinois – Urbana-Champaign	No smoking	Designated overnight guest rooms	No smoking 25 feet front entrances/exits/fresh air intakes
Ohio State ***	No smoking	Designated private residential space in University residence halls, apartments, hotel	No smoking in designated areas
Penn State****	No smoking	Designated residential living such as apartments and hotel rooms	No smoking outside area adjacent to facility which would allow smoke to enter or affect internal environment, or affect those entering/exiting facility.

University of Wisconsin-Madison	No Smoking	Designated student rooms and hotel rooms	No smoking within 25 feet of entrances/exits.
University of Arkansas****	No smoking	None	No smoking within 25 feet entrances/exits/air intakes.
Oklahoma State University *****	No Smoking	None	No Smoking within a 25 ft. perimeter of buildings

* Indiana University/Purdue University, Indianapolis (IUPUI) does have a comprehensive external ban. IU Bloomington campus to go smoke-free effective January 1, 2008.

** University of Minnesota Duluth Campus is a smoke-free campus.

*** All Ohio State University Medical Center locations are tobacco-free including main Medical Center Campus and associated clinic sites. Consideration of a campus-wide smoking ban.

**** No smoking on the medical campus at Penn State.

***** University of Arkansas will be a smoke-free campus effective July 1, 2008.

***** Oklahoma State University will be a smoke-free campus July 1, 2008. Exceptions will include four designated smoking areas outside residential housing facilities, and most likely the football stadium on game-day Saturdays.

Football Stadiums:

Smoking policies for football stadiums vary. It is worthy to note that Ohio State and Michigan State Spartan Stadiums are smoke-free, as well as Soldier Field in Chicago, Illinois (see Appendix 2 for stadium list).

RECOMMENDATIONS

In order to promote the health and well-being of students, employees, and other constituents, the University of Iowa should be smoke-free. The review team has reached this conclusion based on the health risks of second-hand smoke in conjunction with the positive effect smoke-free environments have on the reduction of smoking by individuals, and the University's overall obligation of providing and modeling a healthy work and learning environment for our entire campus community. The University also has a legitimate interest in designing an environment that potentially increases productivity and reduces health care costs. According to the U.S. Department of Health and Human Services, employees who smoke average \$1429 per smoker per year in increased health care costs compared to non-smoking employees.¹ Additionally, various studies suggest smokers are absent from work, on average, up to an estimated 33% more than non-smoking peers.²

¹ U.S. Department of Health and Human Services, Centers for Disease Control and Prevention, Coordinating Center for Health Promotion, National Center for Chronic Disease Prevention and Health Promotion, Office on Smoking and Health, 2006.

The current review team reaffirms the original 2006 smoking review committee's recommendation that two years after the 25 foot smoke-free perimeter is implemented, the campus should become entirely smoke-free in the external environment. The review committee suggested then and the review team agrees now, that a two-year timeframe is reasonable given a number of complex implementation issues in creating a comprehensive smoke-free environment. Therefore, the review team recommends the following regarding the external environment.

1. Overall Policy

The University of Iowa should adopt a comprehensive smoke-free policy which includes all property owned, operated, and leased from the University or property leased from a third party that is used by University students, staff or faculty.³

2. Effect Date

The comprehensive smoke-free policy should take effect July 1, 2009.

3. Kinnick Stadium

The Kinnick Stadium exemption which currently permits smoking in designated concourse areas should end July 1, 2009.

4. Theatre Arts

² Center for Health Promotion and Publications. *The Dollar (and sense) Benefits of Having a Smoke-Free Workplace*. Lansing, Michigan: Michigan Tobacco Control Programs, 2000.

³ Long term leases, such as those at the Oakdale Research Park, which de facto, create third party ownership, may be considered outside this policy with review and approval by the appropriate Vice President office.

The current exception which permits smoking to accommodate bona fide artistic performances when smoking is an integral part of the performance should end on July 1, 2009.

5. Boundary Impact

The review team fully acknowledges a smoke-free policy may create negative unintended effects on surrounding neighborhoods. We do not recommend the creation of designated smoking shelters and/or areas on campus as a strategy to mitigate University smokers moving to city sidewalks and streets. We do recommend the boundary impact be reviewed one year after implementation, presumably July, 2010.

6. Compliance and Enforcement

Compliance with a comprehensive smoke-free policy will primarily depend on persistent and consistent educational efforts directed toward students, staff, faculty, and visitors. These educational efforts need to create awareness of the regulations and expectations for behavior, as well as the rationale that explains their adoption by the University community. Educational efforts will range from appropriate signage to forums on the adverse effects of secondhand smoke and smoking, from clear Operations Manual policy language to widespread publicity and easy access to cessation services. In cases where there is a clear and persistent lack of compliance with the new regulations by a University student, staff, or faculty, it is expected that normal processes be applied, as currently used, to change other types of student or employee behavior. In cases where there is a lack of compliance with the new regulation by a member of the public, it is recommended all University personnel adopt the responsibility to educate members of the public about the University's non-smoking regulations. Regardless of whether individuals are affiliated with the University or not, in extreme situations that escalate to the threat of violence Public Safety should be contacted immediately.

7. Smoking Cessation

A smoke-free campus will lead additional members of our community to consider smoking cessation, and the University should be fully prepared to provide assistance when asked.

Resources to assist with smoking cessation should continue to be available to all members of the campus community. Smoking cessation assistance should include support for behavioral modification services, nicotine replacement therapy, and prescription medication. Cessation efforts are most effective when a combination of behavioral and pharmaceutical services is used. Additionally, the University should pursue more comprehensive health insurance coverage for smoking cessation services, and associated nicotine replacement therapies and prescription medication.

8. Implementation

President Mason should appoint a committee to address the many and complex implementation issues. The review team suggests representatives from the following offices be included on the implementation committee:

- Business Manager
- Facilities Management
- General Counsel
- Human Resources
- Office of the Provost
- Parking and Transportation
- Student Health
- Student Services
- UI Wellness
- University of Iowa Hospitals and Clinics
- University Relations

The review team should create subgroups, which would involve other content experts and constituencies to address fully the following issues both pre and post implementation.

- communication and education
- compliance and enforcement
- boundary identification

- signage
- mechanism for feedback
- litter

Appendix 1:

Recommendations to the Interim President – November 16, 2006

RECOMMENDATIONS

The committee reviewed scientific data, policies of other institutions, and received input from many members of the campus community. The committee examined different rationales that have been put forth to support or oppose further restrictions on smoking. Arguments against further restriction primarily centered on individual liberty. Arguments that support further restrictions include a possible ethical obligation on the part of the University to encourage healthy behaviors among our students, the practical issue of reducing unsightly litter on campus, and the likelihood that more restrictions will enhance smoking cessation among our community members which could lead to a variety of benefits, including lower health care costs.

According to the U.S. Department of Health and Human Services, employees who smoke average \$1429 per smoker per year in increased health care costs compared to non-smoking employees. Additionally, various studies suggest smokers are absent from work, on average, up to an estimated 33% more than non-smoking peers.

The rationale we found most compelling, however, was the evidence of the adverse health effects of secondhand exposure to smoke. The evidence of harm has become stronger in recent years, and leads us to recommend additional restrictions in University policy and practice.

1. Iowa House

The Iowa House had two guest rooms designated as “smoking” rooms.

The committee endorses the current plan of the Iowa House to be entirely smoke-free after November 15, 2006.

2. University Apartments

The committee is strongly convinced that the evidence that exposure to secondhand smoke in confined places is harmful. This position is supported by the 2006 Surgeon General's report, which summarizes the evidence that such exposure contributes to both short term and long term adverse health effects. In addition, the current practice at University Apartments is at odds with the existing University policy. For these reasons, the committee recommends that indoor smoking at the University Apartments be eliminated.

- The committee recommends:
 - All residents who choose to live in a smoke-free building should be allowed to do so by the fall semester, 2007.
 - All buildings should be smoke-free by the fall semester, 2008

3. Theatre Arts

The committee recognizes that in this situation there are academic issues to consider; indeed these considerations led to the revision of the University policy several years ago to include: "Facilities may be posted 'smoking permitted' to accommodate bona fide artistic performances, when smoking is an integral part of the work." Also, the effects of secondhand smoke experienced during a theatre performance are likely limited to the potential for exacerbating asthma and allergies of other performers and audience members. For these individuals, however, this is not a trivial matter. The ideal solution would be a tobacco-free product that could be used when on-stage smoking is important to the production. However, it is not clear to the committee that there is such a substitute that would be acceptable to the UI Theatre faculty at the present time.

- The committee recommends that the exception allowing smoking of tobacco products in productions in Theatre Arts be eventually eliminated:
 - Performances should stop using tobacco products, and instead use tobacco-free substitutes by July, 2007, or as soon as an acceptable substitute is available.

- Concurrently, the faculty in the College of Liberal Arts and Sciences should conduct an academic review on the acceptability of tobacco-free substitutes prior to July 2007 and advise the Faculty Senate of their findings. The Faculty Senate should then consider these findings and make recommendations to the President and Provost.
- If the President or Provost determines that an acceptable substitute is not available by July, 2007, then clear notice should be included in all marketing for performances that include on stage smoking.

4. External Environment

The committee believes that the scientific evidence regarding the risks of secondhand smoke in the out of doors is more difficult to interpret. The evidence that secondhand exposure to “cluster smoking,” as might occur with a group of people smoking together is harmful to long term health is reasonably solid; and it is clear that there is immediate harm from such exposure to persons who have medical conditions such as asthma and allergies. The committee’s opinion is that members of the campus community and the public should not be subjected to such concentrated smoke exposure as they go about their routine activities on campus. The obvious places for this type of concentrated exposure are at the entrances/exits to buildings, and, inside the building if people are smoking near open windows or fresh air intakes. It was these concerns among the campus community that led us to recommend the August 14, 2006 interim restriction against smoking within 25 feet of doors on all campus buildings.

The magnitude of long term harm (e.g. cardiovascular disease, cancer) from occasional exposure to small amounts of secondhand smoke in the open air is less clear. The competing interest, in a setting of real, but low risk, is that smoking is still a legal activity in this country. Many campus members who provided input were in favor of additional restrictions, but expressed concern about banning a legal activity altogether.

- The committee recommends that the current restriction of a 25 foot smoke-free perimeter around entrances/exits to buildings be expanded on July 1, 2007 to a 25 foot perimeter around the entire perimeter of all campus buildings, and including athletic facilities, parking ramps, and enclosed parking facilities. However, if city property falls within the 25 foot smoke-free perimeter, that property is not covered by this policy. In addition, the committee recognized the challenges associated with eliminating designated smoking areas within the stadium. Nonetheless, the committee recommends smoking be phased out in these designated areas over the next two years.
- The committee recommends that two years after the 25 foot smoke-free perimeter is implemented, the campus should become entirely smoke-free in both the internal and external environment. The committee suggests a two-year timeframe given that a number of major issues will need to be addressed to make a smoke-free campus a reality, including if, how, and where smokers would be accommodated.

5. Compliance

Compliance with the new non-smoking regulations will primarily depend on persistent and consistent educational efforts directed toward students, staff, faculty, and visitors. These educational efforts need to create awareness of the regulations and expectations for behavior, as well as the rationale that explains their adoption by the University community. Educational efforts will range from appropriate signage to forums on the adverse effects of secondhand smoke, from clear Operations Manual policy language to widespread publicity and access to cessation services. In cases where there is a clear and persistent lack of compliance with the new regulations by a University student, staff, or faculty, it is expected that normal processes be applied, as currently used, to change other types of student or employee behavior. In cases where there is a lack of compliance with the new regulation by a member of the public, it is recommended all University personnel adopt the responsibility to educate members of the public about the University's non-smoking regulations. Regardless of whether individuals are affiliated with the University or not, in extreme situations that escalate to the threat of violence Public Safety should be contacted immediately.

6. Smoking Cessation

These new restrictions will lead additional members of our community to consider smoking cessation, and the University should be prepared to provide assistance when asked.

Resources to assist with smoking cessation should continue to be available to all members of the campus community. Smoking cessation assistance should include support for behavioral modification services, nicotine replacement therapy, and prescription medication. Cessation efforts are most effective when a combination of behavioral and pharmaceutical services is used. Additionally, the University should pursue health insurance coverage for smoking cessation services, and associated nicotine replacement therapies and prescription medication.

7. Procedures for Review and Input

The committee recommends that the President seek wide review by the campus community, including, but not limited to, the governance groups for faculty, staff and students. The aim should be to conclude the review by the end of the 2007 spring semester, so that new restrictions can be put into place in a timely manner, as outlined in the specific recommendations.

8. Implementation

Upon approval of the recommendations, the committee recommends that a working group be appointed to help operationalize the new policies. The work group will need to focus on communication surrounding the new policy, resource availability for current smokers, and education related to enforcement. A variety of techniques and methods may be used by this committee. Some of those used successfully by UIHC as part of their smoke-free environment initiative include 1) policy Q & A, 2), Lunch and Learn Sessions for employees, 3) brochures, maps and other informational communication pieces, 4) offering cessation resources, and 5) smoking ambassadors. The workgroup should include representatives from University Relations, Facilities Management, UI Wellness, Human Resources, Student Services, and the Office of the Provost.

9. Healthy Campus Culture

A smoke-free campus provides faculty, staff and students with a supportive environment and culture that promotes healthy living. Additionally, the data demonstrate that when restrictions are put on smoking and smoking cessation support provided, a decrease of smoking prevalence within the population will occur. Finally, a decrease in smoking prevalence among faculty and staff will also positively impact, over time, health care utilization.

It is important to recognize that at the same time restrictions in smoking may be implemented to promote a healthy campus environment and culture, other aspects related to supporting individuals in providing them with healthy choices would need to be considered by campus. These types of environmental supports may include healthy food choices in vending machines, cafeterias, food carts and catering; the physical environment to include ample, accessible, and lighted walkways; and additional incentives related to healthy lifestyles.

Appendix 2:

Football Stadium Smoking Policies Submitted by University of Iowa Athletics – November 29, 2007

ILLINOIS-No smoking in seating areas, press box, Great Halls and rest rooms. Smoking is allowed outside on the lower concourse on the West side of the stadium and in the designated smoking areas outside of Gates 7, 15/17 and 25 on the East side of the stadium. Re-entry is not permitted.

INDIANA-Smoking is prohibited in all areas of Memorial Stadium including the rest rooms and concourse areas. Pass-outs are allowed following the first quarter. Patrons may leave and re-enter at designated gates.

MICHIGAN-Smoking is prohibited in all seating areas, the upper east-side concourse, and underneath the seating bowl of Michigan Stadium. Re-entry is not permitted.

MICHIGAN STATE-Smoking is prohibited inside Spartan Stadium and re-entry is not permitted.

MINNESOTA- Smoking is prohibited inside the Metrodome. However, patrons wishing to smoke will be allowed to a secured smoking area and then back into the Metrodome.

NORTHWESTERN-Smoking is not permitted in the stadium seating areas, rest rooms or entryways leading to seating areas. Smoking will be permitted in the outer concourse areas. Re-entry prohibited.

PENN STATE-Smoking in the Beaver Stadium seating areas, on ramps, concourse level and in all enclosed areas is not permitted. Smoking is permitted only on the ground level of the stadium outside of buildings. Re-entry is not permitted.

PURDUE-

OHIO STATE-Smoking is prohibited in all areas within the gates of the Stadium. Re-entry not permitted.

WISCONSIN-

Other institutions:

LSU-Smoking is not permitted in Tiger Stadium. Re-entry prohibited.

Iowa State-Smoking not permitted in areas where the general public congregates. Smoking areas at Jack Trice Stadium are located inside Gates 2, 3, and 4 only.