

CABINET – 3 NOVEMBER 2004

EXECUTIVE SUMMARY – COUNCIL SMOKING BAN DIBDEN GOLF CENTRE








Summary of Purpose and Recommendations:

To evaluate the possible effects on employees and income of a smoking ban at Dibden golf Centre Clubhouse, to review the options and to recommend a course of action which best meets the overall interest of the Council and it's employees.

Cost to Council: Between £0 – 81,354

Within existing budget? No

Contribution to Corporate Plan (Minor/Moderate/Major/Neutral):

	+		-		+		-
	Minor			Priorities			
	Minor			Clean Streets and Public Space		Neutral	
	Minor			Crime and Disorder	Minor		
	Minor			Housing		Neutral	
	Moderate			Managing our Finances	Moderate		

Comments on Impacts on Corporate Objectives and Priorities:

- 
Organisation of excellence
- 
Working with public and partners
- 
Economic well being
- 
Social well being
- 
Environmental well being

DIBDEN GOLF CENTRE – SMOKING BAN

1. BACKGROUND

- 1.1 The Council's Industrial Relations Committee has recommended a smoking ban in all NFDC premises and vehicles with the exception of Dibden Golf Centre Clubhouse pending further information.
- 1.2 The issues relating to smoking at Dibden are very different from those in the Council Offices and Depots in that the vast majority of users of the premises are members of the public, using the bar for social purposes.
- 1.3 The main groups of customers are:
 - Casual golfers
 - Club members
 - Golf societies
 - Weddings and special functions
 - Conferences and seminars
- 1.4 The purpose of this report is to identify the overall impact of a smoking ban at the Dibden Golf Centre Clubhouse and the possible options available to Members.

2. CURRENT POSITION

- 2.1 In considering the overall effect of a smoking ban it is important to understand the range of users and activities catered for at the Dibden Golf Course bar and function room.
- # 2.3 The facilities comprise a spike bar, main bar, function room and patio area. A plan of these is shown in Appendix 1.
- 2.4 The main groups of customers are:
 - 2.4.1 **Casual Golfers**

The bar is extremely popular as the '19th hole' where golfers enjoy a drink or something to eat following their round of golf. Last year's throughput at the Golf Centre was in excess of 100,000 users.
 - 2.4.2 **Golf Societies**

These are groups of golfers who book a day's golf usually with food and represent an important part of the Golf Centre's business. Last year the Golf Centre received 150 bookings from Golf Societies.
 - 2.4.3 **Golf Club**

The Bramshott Hill Golf Club, which has a Mens, Ladies, Senior and Junior section, use the bar on a regular basis after their weekly competitions and to host visiting teams following matches.
 - 2.4.4 **Weddings and Special Functions**

The function room at Dibden is extremely popular for weekend, evening and seasonal functions. More than 50 bookings were received in 2003/04 and to date the Centre has 40 bookings committed for 2004/05.

2.4.5 **Conferences and Seminars**

The Golf Centre is a popular venue for daytime corporate bookings.

2.5 **Employees**

2.5.1 The Golf Centre Clubhouse currently employs the following categories of staff:

Catering Manager

Catering Assistant Manager

Catering Assistants (16)

Catering Admin Assistant

Part-time handyman

1 Contract cleaner

2.5.2 A no-smoking policy exists for employees within the catering areas, and employees who wish to smoke do so outside and at the rear of the building during their breaks. The main risk from passive smoking therefore comes from the public using the bar and function areas although those areas comply with category 2 of the Council's Breathe Inn policy.

3. **BREATHE INN POLICY**

3.1 The Dibden Club House bar has both designated smoking and non-smoking areas.

3.2 The bar and function room layout in Appendix 1 shows the segregation arrangements and the times at which operate.

3.3 The option does exist to strengthen this policy by extending the times and/or areas in which smoking is prohibited and improving ventilation to the Spike Bar area which is currently designated for smoking.

4. **CONSULTATION**

4.1 In order to fully understand what effects a smoking ban may have at the Golf Centre, a number of surveys have been undertaken with the groups of users who would be most directly affected.

4.2 **Employees** – a copy of the employee survey is included in Appendix 2. Overall 9 employees responded to the survey and the main findings were:

- 6 employees felt that the current segregation arrangements were very good and 1 felt they were good. However 1 employee felt that air-conditioning would improve the situation.
- 7 employees felt there should not be a total smoking ban and 1 was not sure.
- With regard to enforcing a ban; all employees said they enforced the current arrangements. 6 employees felt that a complete ban would be difficult or very difficult to enforce. 3 employees were prepared to enforce a complete ban, 1 said they might do it and 3 said they would not.
- With regard to working in a smoking/smoke free environment; 4 said they did not mind either way and 3 preferred an environment where smoking was allowed.

4.3 **Functions** – A number of previous hirers of the function room were contacted and asked whether they would have made the booking if the Golf Centre had been completely non-smoking. Of those surveyed 75% indicated that they would not have or been unlikely to make their booking.

- 4.4 **Golf Societies** – A number of Golf Societies who have booked Society Days in the past were contacted and asked whether they would have made the booking if the Golf Centre had been completely non-smoking. All those surveyed expressed surprise at the proposal and indicated that while they would continue to use the Golf Course they felt that:
- There would be a reduction in the numbers attending
 - They may not use the Clubhouse bar and catering facilities
- 4.5 **Bramshott Hill Golf Club** – The Golf Club were asked to consider what affect if any a smoking ban would have on their activities. Their view was that there would be little or no effect.
- # 4.6 **Casual Golfers** – A survey of casual golfers was carried out; a copy of which is shown in Appendix 3. The survey showed that:
- 33% of respondents were smokers and 67% non-smokers
 - That non smokers use the Golf Centre more often than smokers
 - That there were more “casual” golfers amongst the smokers than non-smokers, more of whom hold a season ticket
 - That smokers spent more money in the bar than non-smokers
 - That with regard to the current segregation arrangements 92% of non-smokers felt they were satisfactory, good or very good.
 - That in the event of a smoking ban 38% of smokers would stop using the Clubhouse and 34% would use it less often, whereas 65% of non-smokers would not change how often they visit but 19% would visit more often.
 - That in the event of a smoking ban 24% of smokers would stop using the golf course and 41% would use it less often while 72% of non-smokers would not change how often they used the course, and 13% said they would use the course more often.

5. EMPLOYEE ISSUES

- 5.1 The objectives of the proposed Council Smoking Policy as it relates to Employees are two-fold:
- A ban on employees smoking in Council premises
 - To protect employees from the effects of passive smoking
- 5.2 The first of these is fairly straightforward as the same rules and regulations can be enforced at Dibden Golf Centre as at other Council offices.
- 5.3 The second one, the passive smoking issue, is more complicated as the majority of smokers at Dibden Golf Centre are members of the public and a ban would be much more difficult to enforce.
- 5.4 Enforcement would have to be by someone on the premises at the time of the misdemeanour and although in many cases compliance may not be an issue, there is the possibility of conflict or confrontation arising especially where alcohol has been consumed.
- 5.5 The Council needs to consider whether it would be appropriate for its employees to enforce any ban and whether this could be done effectively, particularly at large events. The employee survey shows that not all of the existing staff would be prepared to have an enforcement role if a complete ban was imposed.

- 5.6 The alternative would be to employ specialist staff experienced in this type of work.
- 5.7 The surveys carried out with regards to the effect of a smoking ban on event bookings indicate a probable reduction of 50% in bookings initially. This in turn will lead to a reduction in hours and/or redundancies amongst catering employees.

6. CURRENT COMMITMENTS

- 6.1 A review of current bookings shows that the Council already has commitments up to October 2005 and that deposits paid to date total £3,000.

7. FINANCIAL IMPLICATIONS

- 7.1 The total income to the Council from the Golf Centre for 2003/04 can be broken down as follows:

	£
Green Fees	582,000
Season Tickets	146,000
Societies	48,300
Catering	364,500
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TOTAL	£1,141,200
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- 7.2 Given the outcome of the consultation with various groups who use the Golf Centre Bar it is estimated that the short-term effect on net income* arising from a Smoking Ban would be as follows:

	+ / (-) £
Green Fees	-(17,800)
Catering:-	
Functions*	-(38,154)
Parties*	-(20,867)
Societies & casual golfers*	-(30,213)
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TOTAL	£-(107,054)
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*Net Income – this is calculated as total income less purchase costs

- 7.3 Should the Council decide to impose a smoking ban at Dibden then the Club House will be actively and positively marketed as a smoking free venue and this could have the effect of re-gaining some of the trade that would be lost initially. This is however impossible to quantify.
- 7.4 If a total ban is imposed and additional resources were required to enforce the ban then the cost is estimated at $(25 \times 6 \times £10) = £1,500$.
- 7.5 The loss of function bookings will mean a reduction in employee costs of approximately £29,700 Redundancy costs have not yet been calculated.
- 7.6 A total ban to take effect soon would mean some cancellations of committed bookings and the loss of some deposits, to the value of approximately £1,500.
- 7.7 In addition to this loss of income it is estimated that improving the ventilation to attain category 3 of the Council's Breath Inn standard would cost in the region of £10,000.
- 7.8 The estimated overall net effect of a smoking ban at Dibden would be a cost to the Council of £90,354.
- 7.9 The financial implications of a smoking ban have to be weighed up against the possibility of potential claims against the Council arising from the ill effects of passive smoking. Whilst such claims would have to demonstrate that the ill effects suffered were a direct result of smoke inhalation through passive smoking in the work place, such claims cannot be ruled out. This potential, although unquantifiable litigation should be taken in account when weighing up the financial implications of all the options.

8. ENVIRONMENTAL IMPLICATIONS

- 8.1 The creation of a smoke-free environment will bring with it obvious health benefits for users of the Golf Centre bar. It will also reinforce the Council's position in encouraging pubs and hotels in the District to join the Breath Inn Scheme.
- 8.2 The installation of any additional equipment to improve the separation between smoking and non-smoking areas will lead to an increase in energy use.

9. OPTIONS

- 9.1 Given the information contained in this report there would appear to be 4 main options open to the Council:
- 9.1.1 To ban smoking by employees in line with the Council's proposed policy, retain the status quo with regard to smoking by the public, and comply with any current Government legislation on smoking in public places.
- 9.1.2 To ban smoking by employees in line with the Council's proposed policy and improve the segregation of smoking areas to that the Council complies with category 3 of the Breath Inn standard which it promotes to the wider community.
- 9.1.3 To ban smoking by employees in line with the Council's proposed policy and move towards a smoking ban by the public once the Council's booking commitments have expired in Oct 2005.
- 9.1.4 To ban smoking by employees in line with the proposed Council policy and ban smoking by the public from the same date as the employee ban comes into effect.

10. OTHER ISSUES

- 10.1 Dibden Golf Centre Clubhouse is a public building which will eventually be required to comply with Government legislation on smoking in public places if and when the law is changed.
- 10.2 Enquiries with the Hampshire P.G.A. have shown that there are no other smoke free golf club houses in Hampshire.

11. CRIME AND DISORDER IMPLICATIONS

- 11.1 The imposition of the smoking ban at Dibden and the enforcement issues which arise from such a ban may have implications for the safety and security of the catering employees.

12. CONCLUSION

- 12.1 The Council proposes to introduce a total smoking ban in all of its premises and vehicles. Dibden Golf Centre presents certain different issues with regard to a Council smoking ban given it is predominantly used by the public for social purposes.
- 12.2 An employee smoking ban currently exists at Dibden.
- 12.3 Consultation with users has shown that a total ban on smoking would mainly affect the catering trade with a resulting negative effect on financial and service standards and employment levels.
- 12.4 The Dibden bar meets the criteria for category 2 standard under the Council's Breathe Inn initiative.
- 12.5 Consultation with employees has shown that there is support for improvements to the environment but some reluctance to undertake any enforcement duties.
- 12.6 The Council already has commitments to bookings up to December 2005 and has taken deposits for most of these bookings.
- 12.7 There are 4 options which are considered realistic in respect of the Council's position on smoking at Dibden all of which have different implications for the Council.

13. EMPLOYEE SIDE COMMENTS

- 13.1 Employee Side recognise the financial implications of the smoking ban but would state that this could be implemented by changing the implementation date for all NFDC premises. This would also come into effect if the Government push forward their proposed ban on all work/public places.
- 13.2 The report should note that it should not be looking at financial impact, with whether a ban on smoking is pursued, but still the effect it has on employees through passive smoking by customers.
- 13.3 The Council are trying to promote health issues and any potential claims from Employees on passive smoking in the future would greatly outweigh the savings of no ban at Dibden Golf Bar.
- 13.4 The main objective from the Employer is to promote health for Smokers and Non-Smokers and to succeed this must be applied across the whole Council with no exemptions.

- 13.5 Ventilation improvements could be a way forward not only at Dibden Golf Bar but in the Council smoking rooms.
- 13.6 The smoking ban is not prohibiting the customers/clients from smoking it is asking that they participate outside, as will be the practise in all the Council Offices.
- 13.7 Members of the public could also be encouraged to take part in the 'Quitters' cessation courses.
- 13.8 Council promote and are a key partner in the 'Breathe Inn' initiative and should take a firm lead with all Council premises.
- 13.9 Employee Side realise that the Dibden Golf Bar has functions planned well in advance, and deposits paid up to October 2005, therefore an extension to 1 January 2006 could be considered for a ban on all NFDC Premises.
- 13.10 The Employer is stating in the Policy that '**Smoking will therefore be banned on all NFDC premises with effect from 1 January 2005**', Employee Side recommend that unless ALL premises are covered by this Policy the statement cannot be made.

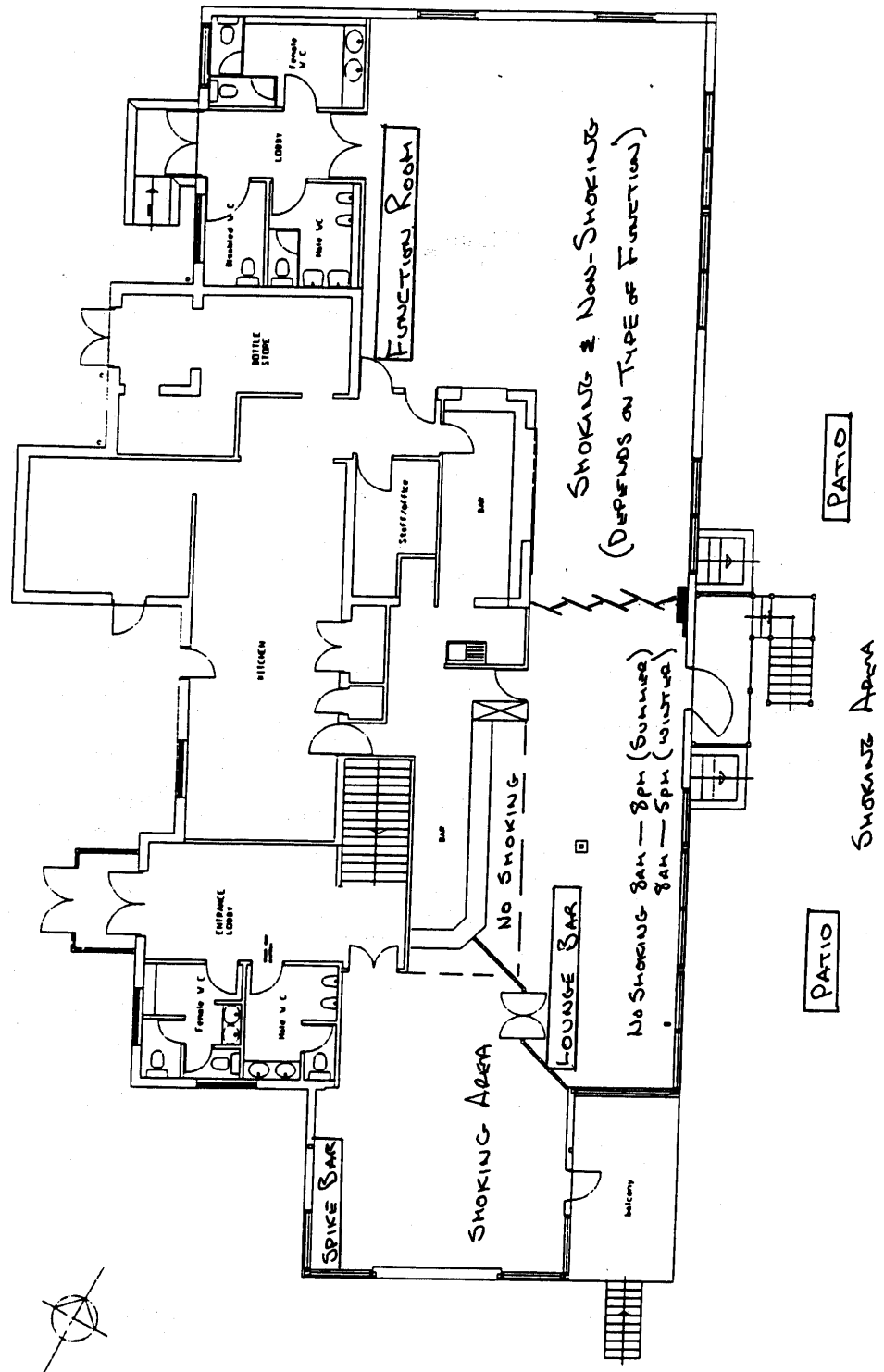
14. RECOMMENDATIONS

- 14.1 It is recommended that Cabinet consider the four options outlined in Section 9 of the report and chose the option which they feel is in the best overall interests of the Council and its employees.

For further information:

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Background Papers



DIBDEN GOLF CENTRE

SMOKING AT DIBDEN - EMPLOYEE SURVEY - OCTOBER 2004

Q1 What is your job title?

Q2 How long have you worked at Dibden?

Q3 Approximately how many hours per week do you work?

Q4 What is your opinion about the current arrangements that provide separate areas for smokers and non smokers?

Very Good.....
 Good.....
 OK.....
 Poor.....
 Very Poor.....

Comments

Q5 Thinking about the current arrangements to separate smokers and non smokers, are there any improvements you would like to see ?

Q6 Do you think there should be a Smoking Ban at Dibden? (This would apply to everyone - customers and employees)

Yes.....
 No.....
 Not sure.....

Comments

Q7 Do you currently enforce the existing smoking rules?

Always.....
 Sometimes.....
 Never.....

Q8 If there was a Smoking Ban at Dibden how easy or difficult do you think it would be for you to enforce?

Very easy.....
 Easy.....
 Neither easy or difficult.....
 Difficult.....
 Very difficult.....

Comments

Q9 Would you be prepared to have an enforcement role, including preventing people from smoking in the prohibited areas? (After training had been given)

Definitely prepared to enforce.....
 Yes.....
 Possibly.....
 No.....
 Definitely not prepared.....

Comments

Q10 What are your views about working in an environment where smoking takes place?

Strongly object.....
 Prefer no to.....
 Do not mind either way.....
 Prefer to work where smoking is allowed.....
 Strongly prefer to work where smoking is allowed.....

Comments

Thank you for participating in this survey

DIBDEN GOLF CENTRE

SMOKING AT DIBDEN - CUSTOMER SURVEY - OCTOBER 2004

Q1 Are you a smoker?
 Yes.....
 No.....

Q2 How often do you visit Diben Golf Centre?
 Daily.....
 2-3 times per week.....
 Weekly.....
 Monthly.....
 3-4 times a year.....
 Once a year.....

Q3 Do you
 Own a season ticket.....
 Pay a green fee.....

Q4 Approximately how much do you spend in the Bar at Diben per visit?
 Under £5.....
 £5 - £10.....
 £10 - £25.....
 £25 - £50.....
 Over £50.....

Q5 What is your opinion about the current arrangements that provide separate areas for smokers and non - smokers in the clubhouse?
 Very Good.....
 Good.....
 Ok.....
 Poor.....
 Very Poor.....

Comments

Q6 Thinking about the GOLF COURSE - If smoking was not allowed in any part of the buildings or patio at Diben, how might this effect your decision to visit Diben Golf Centre?
 I would visit Diben a lot more often.....
 I would visit Diben a bit more often.....
 It would not change how often I visit.....
 I would visit a lot less often.....
 I would stop coming altogether.....

Comments

Q7 Thinking about the CLUB HOUSE - If smoking was not allowed in any part of the buildings or patio at Diben, how might this effect your decision to visit Diben Golf Centre?
 I would visit Diben a lot more often.....
 I would visit Diben a bit more often.....
 It would not change how often I visit.....
 I would visit a lot less often.....
 I would stop coming altogether.....

Comments

Thank you for participating in this survey

EXECUTIVE SUMMARY – SMOKING BAN ON NFDC COUNCIL PREMISES

Summary of Purpose and Recommendations:








To ban smoking for employees, Council Members and members of the public at the Council's premises.

(The advantages and disadvantages of introducing a smoking ban and Dibden Golf Bar is subject to a separate report.)

Cost to Council: £ none

Within existing budget? Yes/No/TBA

Contribution to Corporate Plan (Minor/Moderate/Major/Neutral):

	+		-		+		-
	moderate			Priorities			
	moderate			Clean Streets and Public Space		none	
	moderate			Crime and Disorder		none	
	moderate			Housing		none	
	moderate			Managing our Finances	moderate		

Comments on Impacts on Corporate Objectives and Priorities:

A ban on smoking on our own premises will remove the risk of future claims of industrial injury through exposure to passive smoking.

Encouraging employees to give up smoking may have a positive impact on sickness levels.

The Council as a community leader should set a good example both to other employers and to businesses, by introducing a smoking ban.

The cost of smoking to the community is huge – smoking related illness costs the NHS £1.5 billion per annum. The cost of one heart bypass operation is £17,000.



Organisation of excellence



Working with public and partners



Economic well being



Social well being



Environmental well being

SMOKING BAN ON NFDC COUNCIL PREMISES

1 INTRODUCTION

- 1.1 This report recommends that the Council adopts a policy of no smoking on its premises. A second report has been prepared relating to Dibden Golf Centre.

2 BACKGROUND

- 2.1 There is a significant and proven risk to health of passive smoking – i.e. breathing in second hand cigarette smoke. This year Southern Ireland has banned smoking in all public places including pubs and restaurants, and the UK Government has indicated that it may introduce a similar ban in this country.
- 2.2 The Council has an obligation as employer to remove any known health and safety risk from its employees. Smoking was banned in individual offices many years ago. However smoking rooms have continued to be provided in all main offices, smoking has been allowed in Dibden Golf Bar, and smoking has been permitted in fleet vehicles unless another employee objects. These concessions to smokers may no longer be appropriate given what is now known about passive smoking, and the general move in society to ban smoking from public places. Furthermore, removing the opportunity to smoke may encourage some employees to give up smoking, which will have a positive benefit to their health, both in and out of work.
- 2.3 The Council has an opportunity and obligation to promote good public health policies and is a key partner in Breathe Inn initiative which promotes smoke free areas in pubs in the district. To set a good example, the Council must be seen to comply with the Breathe Inn standard.

3 POLICY STATEMENT

- 3.1 The proposed policy statement is attached in Appendix 1.
- 3.2 This will ban smoking on all council premises including communal rooms in Sheltered Schemes, and fleet vehicles. The ban applies to employees, councillors, and visitors to the Council. The ban will take effect from 1 January 2005.
- 3.3 Employees will not be entitled to take any paid smoking breaks – if they wish to take a smoking break during the working day, this must be pre-arranged with their manager and the time should be made up.
- 3.4 There will be no specified location for smoking on or near the grounds, although if smoking takes place discretely in the open air or in an individual's own vehicle

this will be accepted provided it does not cause offence. Smoking is specifically prohibited near entranceways or in view of the public.

- 3.5 The arguments for and against this ban applying to Dibden Golf Bar are contained in a separate report on this agenda.

4 HELP TO GIVE UP SMOKING

- 4.1 There are a small number of employees who smoke at work and they will be offered the opportunity to attend smoking cessation classes organised by Quitters, part of the Primary Care Trust. These will be at a time and location to suit employees and the employee's partner will be encouraged to attend if they wish to. Managers may give time off to the employee to attend these sessions, this will be at manager's discretion and depends on operational requirements.

5 FINANCIAL IMPLICATIONS

- 5.1 No cost for premises other than Dibden Golf Bar which are contained in a separate report.
- 5.2 The financial benefit is real but more difficult to quantify. The link between smoking and disease is well documented – it is estimated that smoking related illness costs the NHS nationally £1.5 billion per annum. Encouraging our employees (and their families) to give up smoking will play a part in reducing this drain on our health services.
- 5.3 There is a potential financial benefit to the Council in the reduction of sickness absence from smoking related illness – bronchitis; asthma; heart conditions and cancer.
- 5.4 In an increasing litigious society, it is very likely that companies will find themselves subject to future claims for industrial injury if they continue to allow their employees to be subjected to a known risk to health and safety.
- 5.5 Although relatively minor, there is nonetheless a real benefit from freeing up three office spaces, currently designated as smoking rooms, at a time when accommodation is in short supply and employees would otherwise have to work in unsatisfactory conditions.

6 ENVIRONMENTAL, ECONOMIC AND SOCIAL IMPLICATIONS

- 6.1 The Council takes very seriously its health promotion role and a smoking ban on all the Council's premises may encourage more employees to give up smoking. Furthermore, it sets the right example for other employers in the District. The environmental, economic and social implications for a ban at Dibden Golf Bar are contained in a separate report.

7 EMPLOYEE SIDE CONSULTATION

- 7.1 Employee side have been consulted through the development of this policy, and have supported the ban on smoking at all council premises including Dibden Golf Bar. At Industrial Relations Committee on 27 September 2004 employee side pointed out that failure to protect employees from the risks of passive smoking could result in future staff claims for health damages which may outweigh income from the bar.
- 7.2 Employee side comments – to follow.

8 RECOMMENDATION

- 8.1 It is recommended that the policy attached at Appendix 1 is adopted.

For further information contact

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SMOKING BAN

The Council takes very seriously the known damage to health caused by smoking and breathing in others' smoke (passive smoking). The government has said that wherever possible smoking should be banned in public places, and particularly in the workplace.

The effects of smoking are well documented, but recent studies of the impact of passive smoking show that this is extremely harmful – passive smoking can increase the risk of a non-smoker having a stroke by 82%, can increase the risk of heart disease and lung cancer. Asthmatics are at greater risk of an attack by being exposed to someone else's smoking. Cigarette smoke is therefore a serious health and safety risk, and it is the responsibility of all employers to eliminate risk where possible.

The Council banned smoking in individual offices over 10 years ago. Some designated areas (smoking rooms) were set up in the main buildings. These smoking rooms are no longer appropriate as they are not sufficiently ventilated, and the smoke from them encroaches into surrounding spaces.

Smoking in fleet vehicles is also no longer appropriate. The Council must take action to remove health and safety risks – it is not sufficient to expect employees to raise an objection if one of their colleagues chooses to smoke in a vehicle.

Smoking will therefore be banned on all NFDC premises with effect from 1 January 2005.

Council premises includes:

- All office buildings
- Health and Leisure Centres
- Sheltered Schemes (apart from tenants' own homes)
- Fleet vehicles
- Dibden Golf Course depot and Pro-Shop
- (*Dibden Golf Centre Bar*)?

There will be no specified location for smoking on or near the grounds of the Council's offices, although if smoking takes place discretely in the open air or in an individual's own vehicle this will be accepted provided it does not cause offence. Smoking will not be permitted in or near entrances to office premises, or in view of the public. If an employee wishes to smoke, this will be undertaken in their own time.

To enable employees to give up or manage their smoking, a series of smoking cessation classes will be run between October 2004 and March 2005. These classes will be organised by the Council, at a time to suit the majority of attendees. Time off to attend these classes within working time will be at managers' discretion.

If any employee breaches the smoking ban, disciplinary action will be taken.