

UEFA EURO 2016 RESPECT YOUR HEALTH: NO TOBACCO CASE STUDY



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The European Health Stadia Network is part-funded by the World Heart Federation through its partnership with UEFA





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1. Background

Building upon policy work implemented at previous European Football Championship final tournaments (EUROs) and UEFA club competition finals, UEFA announced in 2015 that a no-tobacco policy prohibiting the use, sale and promotion of tobacco and e-cigarette products would be applied across all internal and external areas of the ten French stadiums staging UEFA EURO 2016 matches – the most comprehensive tournament policy to date.

This case study describes why this policy was implemented at EURO 2016, the primary communication and enforcement mechanisms used, and the main results, lessons learned and recommendations to be taken from this project.

1.1 UEFA, social responsibility and health

The Union of European Football Associations (UEFA) is the governing body

and umbrella organisation of European football. It comprises 55 national football associations. UEFA is committed to developing an innovative and pragmatic approach to social responsibility and sustainability at all current and future tournaments. Under its 'football and social responsibility' (FSR) portfolio, UEFA currently has partnerships with the World Heart Federation (WHF) and European Healthy Stadia Network (Healthy Stadia) to promote active, healthy lifestyles through the power of football, and to implement policies contributing to healthier stadium environments.

1.2 EURO 2016

The European Football Championship is the premier UEFA football competition for senior men's national teams. Held every four years since 1960, the final tournament determines the champions of Europe. EURO 2016 was the first to involve 24 teams.

Respect Your Health: No Tobacco (RYH) was one of UEFA's eight key priorities under the banner of social responsibility and sustainability at EURO 2016.

No-tobacco policy at EURO 2016

UEFA's ambition to implement a tobacco-free tournament at EURO 2016 led to the creation of a partnership between UEFA, Healthy Stadia and the World Heart Federation to develop a no-tobacco project that would protect all stadium users, including fans, staff, volunteers and contract workers, against the health and safety dangers presented by tobacco use – in particular second-hand smoke – in enclosed spaces. The policy entailed:

- application of the no-smoking policy to all spaces, without exception, within a designated no-smoking perimeter at each stadium, including all internal and external areas;
- application of the policy to all stadium users, including fans, VIPs, staff, volunteers, media and contractors;
- requesting any individuals using tobacco or e-cigarette products within the designated perimeter to extinguish their product or stop using it;
- no designated smoking areas for fans or staff, with staff asked to move off-site if they wished to smoke;
- implementation of the policy at each stadium from 08.00 the day before the match until four hours after the final whistle.

In addition, the policy prohibited the sale of tobacco and e-cigarette products, including sales through cigarette vending machines, and the promotion and advertising of tobacco or e-cigarette products within the stadium perimeter.



Above: EURO 2016 Steward

2.1 Overcoming key challenges

With such a strict tobacco control policy, it was inevitable that there would be some major barriers to overcome in delivering it. The main challenge was how to implement such a comprehensive policy in a country with relatively weak tobacco control legislation, specifically the lack of any smoking bans covering semi-enclosed spaces within stadiums e.g. seated areas. The lack of such key legislation presented a number of specific obstacles to the successful implementation of the policy, including:

- low levels of awareness and poor compliance with tobacco-free stadium policies among host nation (French) fans;
- inability to use penalty fines as a key enforcement tool;
- lack of prior training of stadium stewards and security staff on how to enforce such a wide-reaching policy without recourse to 'harsh' penalties;
- Very little in the way of pre-existing no-smoking signage at host stadiums

(apart from some low-key stickers in office areas);

- how to successfully communicate such a policy to fans from 24 nations, many of whom were not used to smoking bans in public spaces.



Above: Entrance gate at stadium perimeter

Taking the above considerations into account in advance of the tournament, it was apparent that taking a ‘hard approach’ to enforcement would be extremely difficult to achieve, with such an approach leading to heightened tension among fans and the possibility of crowd control issues.

Therefore, UEFA took the strategic decision to maximise communication of the policy to fans both before the tournament and at the stadiums on match days, while taking a soft approach to enforcement of the policy at matches through a team of specially trained Respect Your Health volunteers. This soft approach did not, however, compromise the protective value of the no-tobacco policy, but was simply a pragmatic and effective strategy for implementing such an

ambitious policy at an event of this scale that had no support from smoke-free legislation.

3. Implementing the policy

As part of EURO 2016’s wider volunteering programme, volunteers were specifically recruited for a number of UEFA’s sustainability projects, with 110 Respect Your Health volunteers enlisted to help communicate and enforce the no-tobacco policy. RYH volunteers were given specialist training and equipped with yellow and red information/enforcement cards (see more below), with 11 volunteers operating at each match. Volunteers were managed by a dedicated team of five sustainability managers who were responsible for two host venues each to coordinate all social responsibility and sustainability activities across EURO 2016.

3.1 Training

To help RYH volunteers communicate the policy, in particular its protective health benefits, to fans and members of the tournament workforce, Healthy Stadia developed content for a detailed online training programme undertaken by all RYH volunteers and stewards a month before the tournament. The training programme covered the following key areas:

- health and safety dangers of tobacco use in stadium environments, in particular acute dangers to health from second-hand smoke;
- restricted products and behaviours covered by the policy;
- primary communications tools for pre-tournament and at the stadiums;
- use of yellow and red cards, and how to engage fans;



Above: Respect Your Health volunteer

- understanding non-compliance hotspots and the protocol for the graduated enforcement plan;
- monitoring, reporting and staying safe.

Healthy Stadia also developed and delivered a 'train the trainer' programme for the tournament's five sustainability managers. This training module was delivered two weeks before the start of the tournament and equipped managers with the skills and materials to deliver face-to-face training sessions to their volunteers, with a focus on role play, using the yellow and red cards as part of the enforcement process and for conflict resolution. Stadium stewards also received situation briefings from operations staff at each venue to help RHY volunteers enforce the policy at matches.

In addition to training frontline staff, awareness of the no-tobacco policy was also raised among the entire tournament workforce through a short online briefing module covering all of the UEFA social responsibility and sustainability projects, while the internal communications

newsletter also updated tournament staff on projects such as Respect Your Health.

3.2 Signage

All stadiums used prominent A2-size signs showing no-smoking and no e-cigarettes pictograms with the following wording in both English and French:

- 'No Smoking: Use of tobacco and e-cigarette products is prohibited in any part of this stadium'
- 'Interdiction de Fumer: Le tabac et les cigarettes électroniques sont interdits dans l'enceinte du stade.'

A placement plan was developed with the UEFA signage team to cover all ten stadiums, with a high frequency of signs placed from the perimeter fence and turnstiles onwards, including primary smoking hotspots areas such as entrances to toilets, concourses, catering areas, stairways and entrances to seating areas.

Supplementary stickers with the no-smoking pictogram were also used to reiterate the policy in areas such as inside toilets, and placed on fixed ashtrays in VIP areas. The no-smoking pictogram also featured prominently on the stadium regulations information boards that were placed at the perimeter of all stadiums, listing all prohibited items and behaviours within the stadium.



Above: No Smoking signage at turnstiles

3.3 Communications: pre-tournament and match days

In addition to signage, the no-tobacco policy was also communicated to fans and tournament staff before and during EURO 2016 through the following mechanisms:

- UEFA media releases ahead of the tournament;
- website and social media platforms of UEFA, EURO 2016 and other stakeholders;
- public address announcements outside and inside the stadiums;
- giant screen and concourse screen messages at stadiums both before the match and at half-time;
- information on match tickets and the accompanying letter as part of the cited stadium regulations;



Above: Stadium regulations at perimeter gate

- Information in official match programme;
- Yellow and red information cards for the use of volunteers.



Above: No Smoking big screen and P/A announcement ahead of match



Above: Yellow and Red enforcement cards in English and French language

3.4 Policy enforcement: yellow and red card system

The primary tool at the disposal of both RYH volunteers and stewards was a set of yellow and red information cards providing fans with further details about the policy and how it was applied at matches. Based upon standard referee cards, and in line with UEFA's 'soft approach', volunteers were trained to set a positive, non-confrontational tone when using the cards with smokers, speaking to fans about the dangers of second-hand smoke for all fans and staff within the stadium.

Taking a 'graduated approach' to cases of non-compliance, the vast majority of smokers responded well to an initial yellow-card warning, resulting in smokers extinguishing their tobacco products immediately, often with good humour and an apology. The frequency of volunteers using a red card in cases of continued or repeat non-compliance was much lower, but allowed volunteers to issue a final information warning before – in only a small

number of cases – resorting to support from stewards or security personnel. A breakdown of yellow and red card monitoring data is presented below in section 4.1.

4. Monitoring

In addition to the yellow and red cards being used as an information/enforcement resource, they also acted as a monitoring framework to help record the number of interventions made by RYH volunteers and stadium stewards during the course of the tournament. These brief interventions were logged in a bespoke diary carried by all RYH volunteers and where they recorded the type of card issued, what product (tobacco or e-cigarette) the card related to, and the location of each card issued (e.g. seated areas, toilets, concourse/stairs, catering areas, VIP areas, media offices, or other). The diary also equipped RYH volunteers with the facility to document any additional breaches of policy or matchday observations, including promotion of tobacco or e-cigarette products, incidences



Above: Respect Your Health volunteers with yellow cards

of smoking cues (e.g. ashtrays) and any abusive behaviour toward staff or volunteers.

After each match, a designated team leader collated the data collected by RYH volunteers and delivered a monitoring

report via email to Healthy Stadia within 48 hours. Sustainability managers and Healthy Stadia staff were then able to provide timely feedback on stadium hotspots and reprioritise volunteer placement strategies before the next match.

Healthy Stadia staff also worked as no-tobacco monitors at high-priority matches during the group stages of the tournament. They assisted sustainability managers and volunteers with enforcement of the policy and provided venue-specific feedback on signage placement, prevalence of hotspots, deployment of volunteers, and public address announcements through post-match monitoring reports.

4.1 Impact and key results

The policy was largely well observed by all fans at all stadiums, responding well to interventions by RYH volunteers, cooperating with requests to extinguish or stop using products and apologising for breaching the policy.

Where?	Tobacco Product	Tobacco Product	Electronic Cigarette	Electronic Cigarette
Seated Areas				
Toilets				
Concourse / Stairs				
Catering Areas				
VIP Areas				
Media / Offices				

Above: Yellow and Red card monitoring framework

RYH volunteers reported that smokers were in the vast minority among supporters and a combination of the communications campaign, stadium signage and interventions by volunteers discouraged the use of tobacco products throughout the ten host stadiums, thereby protecting against exposure to second-hand smoke.

The RYH volunteers working at the ten EURO 2016 stadiums issued 12,805 yellow cards and 1,159 red cards – a total of 13,964 recorded interventions over the 51 matches – with many more unrecorded conversations. The majority of yellow cards were issued in parts of the stadium outside of seated areas and out of view of the pitch, in particular concourses, stairwells and catering areas in close proximity to outdoor areas.

5. Lessons learned

The no-tobacco policy at EURO 2016 highlights a series of achievements, lessons learned and recommendations that will assist the further implementation of tobacco-free policies at future EUROs and other major events. These include:

5.1 Reduction of second-hand smoke: UEFA's no-tobacco policy went a long way towards reducing the number of smokers within stadiums, therefore protecting the health and safety of fans and staff from exposure to second-hand smoke. The policy was well communicated to fans through signage and giant-screen announcements, and there was a high level of acceptance of the policy by smokers, in particular after an initial yellow-card intervention by volunteers.

5.2 No-tobacco perimeter:

One common enforcement issue concerned the practicality of a no-tobacco



Above: Clear No Smoking Signage helped communicate the policy to fans and staff

perimeter that encompassed open-air spaces within the stadium compound. At larger venues it was unrealistic to expect a team of 11 volunteers to police all internal and external areas of the stadium, and there was significant resistance from some fans to enforcement of the policy outside of the main stadium structure in open-air spaces. Further consideration should be given to whether, for future EUROs, the no-tobacco policy should apply only to the main stadium structure as a means of enhancing understanding, enforcement and acceptance of the policy.

5.3 Additional steward training and enforcement:

It was noted by RYH volunteers and Healthy Stadia monitors that the no-tobacco policy would have gained much greater traction

with fans through a greater level of enforcement by stewards and security staff. While UEFA adopted a 'soft approach' to enforcement, we would recommend greater levels of no-tobacco policy education and onsite training among security staff and stewards for future EUROS and other major events.

5.4 Extending the volunteer base:

UEFA's sustainability managers indicated during the tournament that all volunteers recruited for UEFA's social responsibility and sustainability projects could have been trained and equipped with yellow and red cards to help communicate the no-tobacco policy.

5.5 Enforcement of the policy in VIP and media areas:

Despite the policy applying to all stadium users across all parts of the stadium, there was some evidence of non-compliance in some VIP and media areas. We therefore recommend access to VIP and media areas during the tournament by RYH volunteers and specific briefing and training for stewards working in VIP and media areas to deal with instances of non-compliance.



Above: VIP and media areas were difficult areas to police during EURO 2016



Above: Potential to train more volunteers in No Tobacco enforcement for future EUROS



Above: Fans smoking outside the main stadium structure at half-time (Stade de France)



Above: Smokers in VIP areas – access for RYH volunteers would help



Above: Let's build on successes to date!

6. Conclusions and legacy

It is particularly pleasing to report the effectiveness of the no-tobacco policy at EURO 2016, which was implemented through a 'soft approach' that went beyond the tobacco control legislation applying to stadiums in France. It should also be noted that the policy operated at a tournament with heightened security concerns, and with fans from 24 different nations, the majority of which do not have smoke-free stadium policies. As such, the no-tobacco policy at EURO 2016 should be held up as a significant success story, and provides a strong case study for future major events, in particular those hosted in countries with tobacco legislation that does not cover stadium environments.

It is anticipated that the operation of a smoke-free policy at the tournament will act as a strong example of good practice which will inspire stadiums in France to adopt similar protective policies. By way of follow-up to the tournament, Healthy Stadia will use a combination of good practices from EURO 2016 and its recently published Tobacco-Free Stadia Guidelines to work

with stadium operators, football clubs and wider stakeholders in France to advocate the adoption of smoke-free policies at domestic matches. Indeed, the opportunity presented by the EURO 2016 no-tobacco policy for extending smoke-free and broader tobacco control measures should not be underestimated, not least in terms of providing hundreds of thousands of fans from all over Europe with the benefits of smoke-free football environments.

Healthy Stadia recognises that while the no-tobacco policy at EURO 2016 should be regarded a success, it will still take many years of awareness education among fans, staff and even national associations to establish maximum compliance with smoking restrictions at UEFA's flagship national-team tournament. It is hoped that the lessons learned from the no-tobacco policy for EURO 2016 in France, and the recommendations of this report, will enhance implementation of a smoke-free policy at future EUROs, protecting the health of all stadium users against second-hand smoke and disassociating all links between football and tobacco.



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Primary authors:

Dr Matthew Philpott, MA, PhD
Michael Viggars, MA

European Healthy Stadia® Network
151 Dale Street
Liverpool
L2 2JH
United Kingdom

info@healthystadia.eu
+44 (0) 151 237 2686
www.healthystadia.eu

