AN ORDINANCE PROHIBITING THE USE, SALE, DISTRIBUTION AND ADVERTISEMENT OF CIGARETTES AND OTHER TOBACCO PRODUCTS IN CERTAIN PLACES, IMPOSING PENALTIES FOR VIOLATIONS THEREOF AND PROVIDING FUNDS THEREFOR, AND FOR OTHER PURPOSES

WHEREAS, the 1987 Constitution of the Republic of the Philippines declares that the State shall protect and promote the right to health of the people and instill health consciousness among them;¹

WHEREAS the Republic of the Philippines, under the Framework Convention on Tobacco Control (FCTC) to which she is a party, determined to give priority to the right to protect public health and to promote measures of tobacco control based on current and relevant scientific, technical and economic considerations,² and agreed to implement the measures provided in the treaty;

WHEREAS the Local Government Code of 1991 (Republic Act No. 7160) accords every local government unit power and authority to promote the general welfare within its territorial jurisdiction, including the promotion of health and safety of its constituents;³

WHEREAS the Philippine Clean Air Act of 1999 (Republic Act No. 8749) declares the right of every citizen to breathe clean air,⁴ prohibits smoking inside enclosed public places including public vehicles and other means of transport, and directs local government units to implement this provision;⁵

WHEREAS the Tobacco Regulation Act of 2003 (Republic Act No. 9211) prohibits smoking in certain public places⁶ whether enclosed or outdoors; prohibits the purchase and sale of cigarettes and other tobacco products from and to minors and in certain

¹ Article II, Section 15
² Preamble
³ Section 16
⁴ Section 4
⁵ Section 24
⁶ See Section 5.
places frequented by minors;\textsuperscript{7} imposes bans and restrictions on advertising, promotion and sponsorship activities of tobacco companies;\textsuperscript{8} and directs local government units to implement these provisions;

WHEREAS the [name of LGU] recognizes that local governments must act with urgency to denormalize the culture of smoking and tobacco consumption through comprehensive and proven effective tobacco control measures;

WHEREAS the [name of LGU] recognizes the fundamental and irreconcilable conflict between the tobacco industry’s interests and public health policy, and realizes the need to be alert to and informed of any efforts by the tobacco industry to undermine or subvert tobacco control efforts;

WHEREAS scientific evidence has unequivocally established that tobacco consumption and exposure to tobacco smoke cause death, disease and disability; lead to devastating health, social, economic and environmental consequences; and places burdens on families, on the poor, and on national and local health systems;\textsuperscript{9}

WHEREAS an increasing number of Filipinos die each year of tobacco-related diseases such as stroke, heart disease, and various cancers, among others;

WHEREAS scientific evidence has shown that there is no safe level of exposure to tobacco smoke; that effective measures to protect from exposure to it requires the total elimination of smoking and tobacco smoke; and that approaches other than 100% smoke-free environments, including ventilation, air filtration and the use of designated smoking areas (whether with separate ventilation systems or not) have repeatedly been shown to be ineffective;\textsuperscript{10}

NOW THEREFORE, BE IT ENACTED, AS IT IS HEREBY ENACTED, BY THE SANGGUNIANG [PANLALAWIGAN/PANLUNGSOD/BAYAN] OF [NAME OF LGU], IN SESSION ASSEMBLED, BY VIRTUE OF THE POWERS VESTED IN IT BY LAW, THAT:

Section 1. Title. – This Ordinance shall be known as the “Smoke Free Ordinance of [name of LGU].”

Section 2. Purpose. – It is the purpose of this Ordinance to safeguard public health and ensure the well being of all its constituents by protecting them from the harmful effects of smoking and tobacco consumption.

Section 3. Coverage. – This Ordinance shall apply to all persons, whether natural or juridical, whether resident or not, and in all places, found within the territorial jurisdiction of [name of LGU].

Section 4. Definition of Terms. – As used in this Ordinance, the terms below shall have the meanings ascribed to them in this section. Any words or terms not defined shall be given their plain and

\textsuperscript{7} See Sections 9 to 12.
\textsuperscript{8} See Sections 13 to 27.
\textsuperscript{9} Preamble, FCTC; Article 8.1, FCTC
\textsuperscript{10} Principle 1 (paragraph 6), FCTC (Article 8) Guidelines on Protection from Exposure to Tobacco Smoke
customary meanings, unless the context requires otherwise, and shall be interpreted in a manner consistent with the purpose and spirit of this Ordinance.

a. **Advertising and promotion** means any form of commercial communication, recommendation or action with the aim, effect or likely effect of promoting a tobacco product or tobacco use either directly or indirectly.\(^\text{11}\)

b. **Civil society organization (CSO)** refers to a legally constituted voluntary civic and social organization or institution created with no participation of government, including but not limited to, charities, development non-governmental organizations (NGOs), community groups, women's organizations, faith-based organizations, professional associations, coalitions and advocacy groups. As used in this Ordinance, CSO does not include organizations or associations related to or connected with the tobacco industry in any way.

c. **Enclosed or partially enclosed** means being covered by a roof or enclosed by one or more walls or sides, regardless of the type of material used for the roof, wall or sides, and regardless of whether the structure is permanent or temporary.\(^\text{12}\)

d. **Minor** refers to any person below eighteen (18) years old.

e. **Outdoor advertisement** refers to any sign, model, placard, board, billboard, banner, bunting, light display, device, structure or representation employed outdoors wholly or partially to advertise or promote a tobacco product to the public.

f. **Person-in-charge** refers to: in case of public places, public outdoor spaces and workplaces, the president/manager in case of a company, corporation or association, the owner/proprietor/operator in case of a single proprietorship, or the administrator in case of government property, office or building; in case of public conveyances, the owner, driver, operator, conductor, or the captain of the public conveyance.

g. **Point-of-sale** refers to any location at which an individual can purchase or otherwise obtain tobacco products.\(^\text{13}\)

h. **Public conveyances** refers to modes of transportation servicing the general population, such as, but not limited to, elevators, airplanes, ships, jeepsneys, buses, taxicabs, trains, light rail transits, tricycles and other similar vehicles.\(^\text{14}\)

i. **Public places** means all places, fixed or mobile, that are accessible or open to the public or places for collective use, regardless of ownership or right to access, including, but not limited to, establishments that provide food and drinks, accommodation, merchandise, professional services, entertainment or other services. It also includes outdoor spaces where facilities are available for the public or where a crowd of people would gather, such as, but not limited to, playgrounds, sports grounds or centers, church grounds, health/hospital compounds, transportation terminals, markets, parks, resorts, walkways, entrance ways, waiting areas, and the like.\(^\text{15}\)

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\(^\text{11}\) Article 1 (c), FCTC
\(^\text{12}\) Paragraph 19 (definition of “indoor” or “enclosed”), Article 8 FCTC Guidelines
\(^\text{13}\) Section 4 (k), RA 9211
\(^\text{14}\) See Section 4 (m), RA 9211.
\(^\text{15}\) See paragraph 18, Article 8 FCTC Guidelines; page 24 The Manual; Section 4(n), RA 9211.
j. **Second-hand smoke** means the smoke emitted from the burning end of a cigarette or from other tobacco products usually in combination with the smoke exhaled by the smoker.¹⁶

k. **Smoking** means being in possession or control of a lit tobacco product regardless of whether the smoke is being actively inhaled or exhaled.¹⁷

l. **Tobacco Products** means products entirely or partly made of the leaf tobacco as raw material which are manufactured to be used for smoking, sucking, chewing or snuffing, such as cigarettes and cigars.¹⁸

m. **Workplace** means any place used by people during their employment or work, whether done for compensation or voluntarily, including all attached or associated places commonly used by the workers in the course of their work (for example, corridors, elevators, stairwells, toilets, lobbies, lounges). Vehicles used in the course of work are considered workplaces.¹⁹

**Section 5. Prohibited Acts.** — The following acts are declared unlawful and prohibited by this Ordinance:

a. Smoking in enclosed or partially enclosed public places, workplaces, public conveyances, or other public places, as defined in Section 4

b. Selling or distributing tobacco products in a school, public playground or other facility frequented by minors, or within 100 meters from any point in the perimeter of these places²⁰

c. Selling or distributing tobacco products to minors²¹

d. Purchasing tobacco products from minors²²

e. Placing cinema and outdoor advertisements of tobacco products²³

f. Placing, posting, or distributing advertising materials of tobacco products, such as leaflets, posters and similar materials, outside the premises of point-of-sale establishments²⁴

g. Placing, posting, or distributing advertising materials of tobacco products, such as leaflets, posters and similar materials, even if inside the premises of point-of-sale establishments, when the establishments are not allowed to sell or distribute tobacco products, as in Section 5(b) above

Persons-in-charge shall be held similarly liable for the above acts if they are found to have allowed, abetted, or tolerated the same.

**Section 6. Duties and Obligations of Persons-in-Charge.** — Persons in charge shall:

¹⁶ See paragraph 15, Article 8 FCTC Guidelines.
¹⁷ See par. 17, Article 8 FCTC Guidelines.
¹⁸ See Article 1 (f), FCTC.
¹⁹ See paragraph 20, Article 8 Guidelines.
²⁰ Section 10, RA 9211
²¹ See Section 9 (a), RA 9211.
²² Section 9 (b), RA 9211
²³ See 2nd paragraph, Section 22, RA 9211.
²⁴ Ibid.
a. Prominently post and display “No Smoking” signages in the locations most visible to the public in the areas where smoking is prohibited, including vehicles. At the very least, a “No Smoking” sign must be posted at the entrance to the area. The “No Smoking” sign shall be at least 8 x 16 inches in size and the international No Smoking symbol shall occupy no less than 70% of the signage. The remaining lower 30% of the signage shall show the following information:

[international No Smoking symbol]

**STRICTLY NO SMOKING**

as per ORDINANCE NO. __________

Violators can be fined up to P_____.

Report violations to ____________

[hotline number optional]

b. Remove from the places where smoking is prohibited all ashtrays and any other receptacles for disposing of cigarette refuse.

c. For persons-in-charge of schools, public playgrounds or other facilities frequented by minors, post the following statement in a clear and conspicuous manner:

**SELLING OF CIGARETTES OR OTHER TOBACCO PRODUCTS NOT ALLOWED WITHIN 100 METERS FROM [SCHOOL/ETC.] PERIMETER**

d. For persons-in-charge of point-of-sale establishments, post the following statement in a clear and conspicuous manner:

**SALE/DISTRIBUTION OF TOBACCO PRODUCTS TO MINORS IS UNLAWFUL**

e. Establish internal procedure and measures through which this Ordinance shall be implemented and enforced within the area of which he or she is in charge, including, but not limited to, warning violators and requesting them to stop smoking, and if they refuse to comply, asking them to leave the premises, and if they still refuse to comply, reporting the incident to the [provincial/city/municipal] health officer and the nearest peace officer.

f. Ensure that all the employees in the establishment are aware of this Ordinance and the procedure and measures for implementing and enforcing it.

g. Allow inspectors acting under Sections 14 and 15 hereof and representatives of the designated civil society organization under Section 16 entry into the establishment during regular business hours for the purpose of inspecting its compliance with this Ordinance.

h. For all signage required to be posted under (a), (c), and (e) above, provide for versions of them in the local language.

**Section 7. Persons Liable.** — The following persons shall be liable under this Ordinance:

a. Any person who commits any of the prohibited acts stated in Section 5 hereof

b. Persons-in-charge who knowingly allow, abet, or tolerate the prohibited acts enumerated in Section 5, or who otherwise fail to fulfill the duties and obligations enumerated in Section 6 hereof
Section 8. Penalties.—The following penalties shall be imposed on violators of this Ordinance:

a. Violation of Section 5 (a) and Section 6
   i. First Offense P500.00
   ii. Second Offense P1,000.00
   iii. Third and Subsequent Offenses P2,500.00, or imprisonment for a period not exceeding _____, or both at the discretion of the court

b. Violation of Section 5 (b), (c), and (d)
   i. First Offense P1,500.00
   ii. Second Offense P3,000.00
   iii. Third and Subsequent Offenses P5,000.00, or imprisonment for a period not exceeding _____, or both at the discretion of the court

   Revocation of business license or permit (in case of a business entity or establishment)

c. Violation of Section 5 (e), (f), and (g)
   i. First Offense P2,000.00
   ii. Second Offense P3,000.00
   iii. Third and Subsequent Offenses P5,000.00, or imprisonment for a period not exceeding _____, or both at the discretion of the court

   Revocation of business license or permit (in case of a business entity or establishment)

d. Suspension of License. The license to operate of any establishment or of any public conveyance covered by this Ordinance shall be suspended for at least one (1) week but not more than one (1) month.

e. Community Service. If a violator is unable to pay the fines imposed, he or she may choose to render community service to the [province/city/municipality]. For every hour of community service rendered, his outstanding fine shall be reduced by an amount equivalent to triple the hourly minimum wage of the [province/city/municipality].

Section 9. Citation Ticket System. — Violators of this Ordinance shall be informed of their violation and the penalty associated with such violation by means of a Citation Ticket System with the following guidelines:

a. Official booklets of Citation Tickets shall be issued by the Health Office to duly authorized enforcers within ninety (90) calendar days of the effectivity of this Ordinance.

b. A Citation Ticket shall be issued to the person/s liable for any violation of this Ordinance upon finding of the violation by duly authorized enforcers.

c. A Citation Ticket shall contain the following information:

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25 See Sections 447(1)(iii), 458(1)(iii), and 468(1)(iii) of the Local Government Code of 1991 (RA 7160), for the limits of the penalties the LGU may impose in an ordinance.
26 Ibid.
27 Ibid.
1) a checklist of the violations under this Ordinance
2) the fines associated with each violation
3) due date for compliance with the obligations imposed by the ticket

d. When a Citation Ticket is issued to a violator, the violator shall report to the Health Office within three (3) regular business days after such issuance, where he or she shall either pay the fine imposed or render community service under Section 8 (e) hereof.

e. The Health Office shall keep a duplicate of all Citation Tickets issued to violators as well as all other records of violations of this Ordinance.

Section 10. **Smoking Cessation Program.** — The Health Officer, with the assistance of the Health Education and Promotion Officer and the CSO representative designated under Section 16 hereof, shall develop and promote a Smoking Cessation Program and encourage the participation therein of public and private facilities which may be able to provide for its requirements. Smokers who are willing to quit and/or those found violating this Ordinance may be referred to the Smoking Cessation program and its facilities.

**ENFORCEMENT**

Section 11. **Smokefree Task Force.** — A Task Force shall be created to aid in the implementation, enforcement and monitoring of this Ordinance as well as to conduct educational awareness campaigns, information dissemination programs, and capacity building programs, that will inform the constituents and train enforcement officers.

The Task Force shall be composed of the following:

a. Health Officer
b. Health Education and Promotion Officer
c. Legal Officer
d. Information Officer
e. Building Officer
f. Business Permits and License Officer
g. Representative of the civil society organization (CSO) designated by the Health Officer under Section 16 hereof
h. Representative of the Philippine National Police (PNP)

The task force shall not include as a member any person or entity connected in any way to the tobacco industry.

Section 12. **Duties and Responsibilities of the Task Force.** — Other than (1) receiving, reviewing and processing reports of and complaints for violations of this Ordinance and (2) deputizing enforcers under Sections 13 to 16 hereof, the Task Force shall have the following respective duties and responsibilities:
a. The Health Officer shall:

1) Issue official Citation Tickets to the enforcers
2) Assign a hotline or any other number to which violations of this Ordinance may be reported by telephone call or by SMS, and a person to operate the line and record reports
3) Serve as the overall coordinator among all the [LGU] offices involved in the implementation of this Ordinance
4) Act as agent of the Treasurer in collecting and receiving fines paid by violator
5) Make tobacco control, including the implementation and enforcement of this Ordinance, a part of the health program to be proposed for funding by the general budget of the [LGU]

b. The Health Education and Promotion Officer shall:

1) Develop and produce information, education and communication materials on the harms of second-hand smoke as well as on the provisions of this Ordinance
2) Encourage constituents of the [LGU] to monitor and report violations of this Ordinance
3) Assist the Health Officer in developing and promoting a smoking cessation program

c. The Legal Officer shall:

1) Assist the Health Office in reviewing reports of and complaints for violations of this Ordinance and in determining liability

d. The Building Officer shall:

1) Conduct, together with the Health Office or on its own, inspection activities as provided in this Ordinance
2) Determine whether or not enclosed or partially enclosed public places, workplaces or other public places comply with the requirements of this Ordinance

e. The Information Officer shall:

1) Print the Citation Tickets and copies of this Ordinance for distribution to the public
2) Make a primer summarizing the provisions of this Ordinance
3) Publicize activities related to the implementation and enforcement of this Ordinance

f. The Business Permits and License Officer shall:

1) Order the suspension or revocation of permits and licenses of establishments found to have violated this Ordinance, subject to the provisions of Section 8 hereof
2) Deny renewal of permits and licenses of violators of this Ordinance

g. The CSO Representative shall:

1) Assist in preliminary inspections and in monitoring violations of this Ordinance
2) Assist in promoting awareness of this Ordinance and in encouraging public support and participation in its implementation and enforcement
3) Assist in developing and promoting a smoking cessation program
4) Assist in developing and conducting orientation seminars and training seminars for enforcers
5) Assist in evaluating the performance of the Task Force and the effectiveness of the implementation and enforcement of this Ordinance
h. The PNP Representative shall:
   1) Apprehend violators in accordance with the provisions of this Ordinance
   2) Assist [LGU] officials and deputized civilians in apprehending violators and in filing the appropriate complaints

Section 13. Enforcement on Individuals. — Members of the PNP shall apprehend and issue Citation Tickets against persons caught smoking in places where such is prohibited. They shall forward copies of the tickets they issue violators to the Health Office regularly, at least thrice a week.

Section 14. Enforcement on Public Conveyances. — Members of the PNP and/or persons duly deputized by the Task Force shall inspect public conveyances during their regular hours of operation and shall issue Citation Tickets upon discovery of any violation of this Ordinance. They shall forward copies of the tickets they issue violators to the Health Office regularly, at least thrice a week.

Section 15. Enforcement on Establishments. — Ninety (90) calendar days after the effectivity of this Ordinance, an inspection team composed of representatives from the Health Office, the Engineer’s Office, and the Permits and License Office, shall conduct inspections of establishments and buildings to determine their compliance with the provisions of this Ordinance.

Regular inspection shall thereafter be conducted at least once every month or simultaneously with other regular inspections done by the [LGU], whichever is more frequent, during normal hours of operation of the establishment.

The inspection team shall issue a Citation Ticket against the establishment upon finding of non-compliance with or of any violation of this Ordinance. A Citation Ticket may be issued for each day that the establishment is found to be non-compliant.

Re-inspection of the establishment shall be done on any day after the issuance of the Citation Ticket, but in no case more than ten (10) calendar days after such issuance. If the establishment fails to comply with the obligations stated in the Citation Ticket upon re-inspection, the inspection team shall recommend the suspension of the license to operate of the establishment, consistent with Section 8 (d) hereof.

In the course of inspection, the inspection team may apprehend individual violators and request the assistance of the PNP in doing so.

Section 16. Civilian Participation in Enforcement. — Within thirty (30) calendar days from the effectivity of this Ordinance, the Health Office shall designate, with the approval of the Office of the [LCE], a civil society organization (CSO) to discharge the duties and responsibilities enumerated in Section 12 (g) hereof.

The Task Force may deputize qualified civilians to serve as enforcers of this Ordinance.

Any person can file with the Task Force a report of or complaint for any violation of this Ordinance.

INFORMATION CAMPAIGN
Section 17. **Information Dissemination.** — Within sixty (60) calendar days of the effectivity of this Ordinance, the Health Office shall:

a. In coordination with the Office of the [LCE]:
   1) provide at least two (2) copies of this Ordinance to every PNP station or precinct in the [LGU];
   2) provide a primer on this Ordinance for every member of the PNP member in the [LGU]; and
   3) conduct lectures to brief members of the PNP members of the provisions of this Ordinance and of their responsibilities with respect to its enforcement.

b. In coordination with the Permits and Licenses Office, give a copy of this Ordinance and its primer to all existing establishments that are licensed to operate and open to the public, as well as to those applying for a new license to operate.

c. In coordination with the Information Office, give a copy of this Ordinance and its primer to all public utility vehicle operators in the [LGU].

Section 18. **Public Billboards, Notices in Barangays.** — Upon effectivity of this Ordinance, the Engineer’s Office shall put up billboards in conspicuous places in the [LGU] to notify the public of the restrictions and sanctions imposed by the ordinance. The Information Office shall also immediately issue for dissemination at the barangay level notices regarding the obligations of persons under the ordinance.

Section 19. **Conduct of Orientation Seminars and Trainings.** — Within sixty (60) calendar days from the effectivity of this Ordinance and periodically thereafter, the Health Officer, with the assistance of the Health Education and Promotion Officer and the CSO representative designated under Section 16 hereof, shall develop and conduct a series of orientation seminars and trainings for the enforcers of this Ordinance, at least one for each group, including but not limited to, deputized enforcers like barangay health workers and the barangay tanod, and the local PNP.

**FINANCING**

Section 20. **Funding.** — An initial funding to defray the expenses necessary for or incidental to the implementation of this Ordinance in the amount of [insert amount here] shall be sourced from the [LGU] fund and is hereby allocated. Every year thereafter, at least [insert amount here] shall automatically be included in the Annual Budget of the [LGU] for the implementation and enforcement of this Ordinance, based on [LGU] plans and programs.

The above expenses include, but are not limited to:

a. Costs of printing copies of this Ordinance, the Citation Tickets, and information, education and communication materials pertaining to tobacco control

b. Costs of inspection and enforcement by the Smokefree Task Force, including allowances for meals and transportation, the amounts of which shall be set by the Office of the [LCE]

c. Incentive or reward for private citizens who report violations of this Ordinance

d. Institution and operating expenses of the smoking cessation program and facility
e. Other expenses associated with the implementation and enforcement of this Ordinance

Section 21. Repealing Clause. — All ordinances contrary to or inconsistent with this Ordinance are hereby repealed or modified accordingly.

Section 22. Separability Clause. — If any part or provision of this Ordinance is declared unconstitutional or invalid, the same shall not affect the validity and effectivity of the other parts or provisions hereof.

Section 23. Effectivity Clause. — This Ordinance shall take effect fifteen (15) days after its publication in a newspaper of local or general circulation or posting in at least two (2) conspicuous places in the [province/city/municipality].

ENACTED BY THE SANGGUNIANG [PANLALAWIGAN/PANLUNGSOD/BAYAN] OF [NAME OF LGU], IN ITS SESSION ON [DATE OF SESSION]