

North Northamptonshire Health and Wellbeing Board

19 March 2024

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| Report Title | Health and Wellbeing Strategy – Tobacco | |
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List of Appendices

Appendix A – NHS Smoke Free Pledge briefing 2022

Appendix B – Local Government declaration on tobacco control

1. Purpose of Report

The purpose of this report is to describe the health and wellbeing consequences of tobacco and tobacco related products (eg e-cigarettes), and to make recommendations for action within North Northamptonshire. This is the first in a series of reports for the Health and Wellbeing Board and will focus on one of the five priorities within the Health and Wellbeing Strategy. In addition, the report aims to achieve ownership among all partners across North Northants, regarding the importance of tobacco locally, and what actions are required to enhance our joint working in relation to this health and wellbeing priority.

2. Executive Summary

The report describes the impact of tobacco on the lives of the people of North Northamptonshire, including the health, wellbeing and economic impacts. The report also includes key points about vaping and how this relates to tobacco use. It goes on to describe the current stop smoking initiatives across the districts. This report also lays out the developing Local Area Partnership model and how this could be used to allow a very localised and needs based approach to reducing the many harms from smoking. It concludes by describing the national strategy for tobacco, and the fact that an extra £487,696 has been allocated from April 2024 to enhance stop smoking initiatives locally. Proposals are made as to how this resource should be used to help us achieve our ambitions.

3. Recommendations

- **To note the contents of this report, particularly the huge impact of tobacco on the health and wellbeing of the population of North Northamptonshire.**
- **To note the current nature and impact of local stop smoking services across the local authority and the NHS, particularly the fact that there are still approximately 50,000 people who smoke across the geography of North Northamptonshire.**
- **To note the opportunities that the Local Area Partnerships and Family Hubs bring in terms of helping us to develop the right offer for our communities, based on need and community engagement.**
- **To ask the Northamptonshire Tobacco Control Alliance to continue to lead the system wide fight against tobacco locally and ensure the actions arising from this report come to fruition, acting on behalf of the Health and Wellbeing Board.**
- **To support the proposed development of stop smoking services with a focus on pregnant women, preventing take up in children, routine and manual workers, and a system based on prioritisation of those most in need.**
- **To endorse the draft proposals for the spending of the new allocation £487,696.**
- **To consider publicly committing to the tobacco control agenda by signing up to the NHS Smokefree Pledge and Local Government Declaration on Tobacco Control (see Appendices).**

4. Report Background

- Tobacco is one of the 5 priorities within the North Northamptonshire Health and Wellbeing Strategy. It was agreed at the December 2023 meeting of the Board that each of the meetings in 2024 would focus on one of the priorities, ensure that the importance of the topic was fully understood by all partners, avoid duplication and ensure any resources were targeted carefully for maximum effectiveness.
- This area of public health is also a fundamental aspect of the overall Integrated Care System 10 year strategy *Live Your Best Life*, of which the Health and Wellbeing strategy is a part. The 4 key elements of this are:
 - Improvement in health and wellbeing
 - Reduction in health inequalities
 - Contribution to economic and social wellbeing
 - Value for money
- This report is going to consider tobacco under the following headings:
 - Importance of tobacco as a cause of mortality and morbidity
 - Vaping – its role in smoking cessation and the need to prevent uptake in young people
 - Current anti-tobacco activity in North Northamptonshire
 - Smoking cessation
 - NHS stop smoking activity
 - Enforcement (trading standards)
 - Coordination of effort (Tobacco Alliance)
 - National strategy
 - legal framework / consultation document
 - use of new resources
 - Summary
 - Recommendations

5. Issues and Choices

- ***The importance of tobacco as a cause of mortality and morbidity***

5.1 The key factors relating to the health and wellbeing effects of tobacco are:

- Smoking remains the leading cause of death and ill-health in England – responsible for 1 in 4 cancer deaths, and 9 out of 10 cases of Chronic Obstructive Pulmonary Disease (COPD)
- There are 64,000 smoking related deaths per year in England
- Closely linked to inequalities – responsible for 50% of the difference in life expectancy between richest and poorest
- Nationally, 24% of pregnant women who live in the most deprived decile smoke during early pregnancy compared to 4.3% in the least deprived

- Smoking in pregnancy increases the risk of poor outcomes, including an increased risk of still birth, and low birth weight
- High prevalence rates amongst disadvantaged groups: mental health, routine and manual workers, social housing.

5.2 Across North Northamptonshire:

- 14.6% of residents smoke (although in some areas eg parts of Corby, this rises to 30%)
- 11.2% of pregnant women are smoking at time of delivery
- 29.8% routine and manual workers smoke
- 7,508 annual hospital admissions (county-wide)
- 907 premature deaths per year (county-wide) – 17 people every week
- Annual cost to society of £343.5m (Productivity, Healthcare, Social Care, Fires)

5.3 Impact on families

- Smoking is intergenerational – children are 4x more likely to smoke if their parents smoke
- Exposure to second-hand smoke is common – both in the home and the car
- Second-hand smoke increases risk of heart disease, cancer, and respiratory conditions
- Especially problematic if exposed during pregnancy – low birth weight, increased risk of still birth
- Having one or more smokers living in the household more than doubles the risk of sudden unexpected death in infancy
- 8% of North Northamptonshire children are exposed to smoking in the home
- Huge financial burden – average spend is similar to the average annual energy spend and this can increase the risk of children growing up in poverty

5.4 Family impact locally

- £3,096 annual spend on tobacco per person (national average)
- 41,750 households live in poverty as a result of tobacco expenditure (county-wide)
- 2,911 people out of work due to smoking (county-wide)
- 14,225 people receive informal care from friends and family due to smoking (county-wide)
- 1 in 4 people in social housing smoke

Key points

- **15% of NNC residents still smoke and this rises to 25-30% in some areas (eg routine and manual workers, pregnant mums in some deprived areas), meaning c50,000 people still smoke**
- **It is the leading cause of preventable ill health in the UK**

- **Vaping**

The East Midlands Tobacco Control Community of Improvement developed a position statement on vaping in 2023, fully supported by North Northamptonshire, of which the key points are:

- *If you smoke, vaping is much safer; if you don't smoke, don't vape*
- *Though not risk free, vaping is considerably safer than smoking; as such, we encourage all smokers to switch to vaping to reduce the harm from combustible tobacco*
- *E-cigarettes are an effective stop smoking aid, especially when combined with behavioural support. We encourage smokers who want to switch to vaping to do so with the help of their local stop smoking service*
- *E-cigarettes are an age restricted product, and we are against inappropriate marketing practices that promote them to under 18's. Trading Standards should be given the tools necessary to undertake enforcement work and other measures to protect children and young people across the East Midlands*
- *E-cigarettes are not for children; although use by 11-17 year olds increased from 14% to 20% from 2020-2023, their use should be reserved exclusively for adult smokers. The increase in youth vaping is concerning, and public health teams should continue to monitor the situation. Furthermore, those working in trading standards, and education settings, should be supported in addressing this issue.*
- *Whilst some questions remain on their safety and efficacy in pregnancy, pregnant women who want to switch to vaping should not be discouraged from doing so providing they understand that e-cigarettes are not medically licensed*

Key issues in North Northants relating to vaping:

- The number of CYP using e-cigarettes has increased (based on annual data collected by ASH)
- Majority of CYP are using single use disposable devices
- Regular use has remained steady over the last two years but experimentation has increased by 50%
- Many schools are reporting difficulties and struggling to know how best to address the issue
- Call for action nationally from Chartered Trading Standards Institute (CTSI) Local Government Association (LGA), and Action on smoking and Health (ASH)
- Recent school survey revealed that 47% of year 10 girls had tried vaping, 11% reported vaping regularly
- In year 10 boys 30% had tried vaping, 6% reported vaping regularly

Key point

- **If you smoke, vaping is much safer; if you don't smoke, don't vape**

- **Current anti-tobacco activity in North Northamptonshire**

Smoking Cessation (SC) services (local authority)

- Since Oct 2023 - disaggregation of the county wide smoking cessation service has led to a separate North Northamptonshire service with a dedicated IT system, and separate contracts with NRT and e-cigarette providers
- The current SC service consists of 4.4fte staff including advisers, a manager and admin support
- By the end of 2023/24 1,500 people will have set a quit date with 62% likely to have achieved the four-week quit target, which is above the national target of 35%
- The full potential of the local authority has yet to be fully realised eg there could be council clinics, or leisure staff could engage with smokers and refer to relevant services
- Service performing very well, despite limited resources, but some challenges still remain, and there needs to be greater focus on:
 - Routine and manual workers
 - Maternity
 - Prevention
 - A model based on prioritisation, rather than first come first served

Smoking cessation services (NHS)

- All NHS organisations are expected to implement new tobacco dependency initiatives as part of their Long-Term Plan (LTP) priorities:
 - All inpatients (admitted overnight in physical acute and mental health related settings) to be able to access NHS-funded tobacco dependence treatment services by the end of 2023/24 – all local NHS organisations are compliant
 - All pregnant women will also be able to access specialist tobacco treatment services by the end of 2023/24 – with novel pathways to ensure support for partners/significant others – local NHS services are working with the local authority to ensure this bespoke provision comes to fruition
 - Development of a new universal smoking cessation offer as part of specialist mental health services for long-term users of specialist mental health (national rollout from 2023/24) – all local mental health services compliant

Although great progress has been made with these bespoke NHS services a number of challenges remain, including recruitment, governance structures, budget, IT systems, and the transfer of clients into LA stop smoking services.

There is also the need to ensure that identification and brief advice is implemented across NHS services, with staff trained and supported in having this discussion and also supported to know how to refer or signpost patients to the most appropriate service. This will require a clear plan of joint working between NHS organisations and the Local Authority.

Key points

- **About 1000 people quit smoking each year, but c50,000 people still smoke across North Northants**
- **Stop smoking services within the LA and NHS work well, but are only tackling a fraction of the total problem**

Tobacco enforcement activities (trading standards)

A number of initiatives are currently underway in North Northants to enforce the legal framework around tobacco and vaping, including:

Trading Standards Project: £52,500 recently allocated for:

- Intelligence review
- Age of sale tobacco/vape test purchasing
- Illegal tobacco/vape test purchasing
- Campaign around illegal tobacco/vapes
- Training

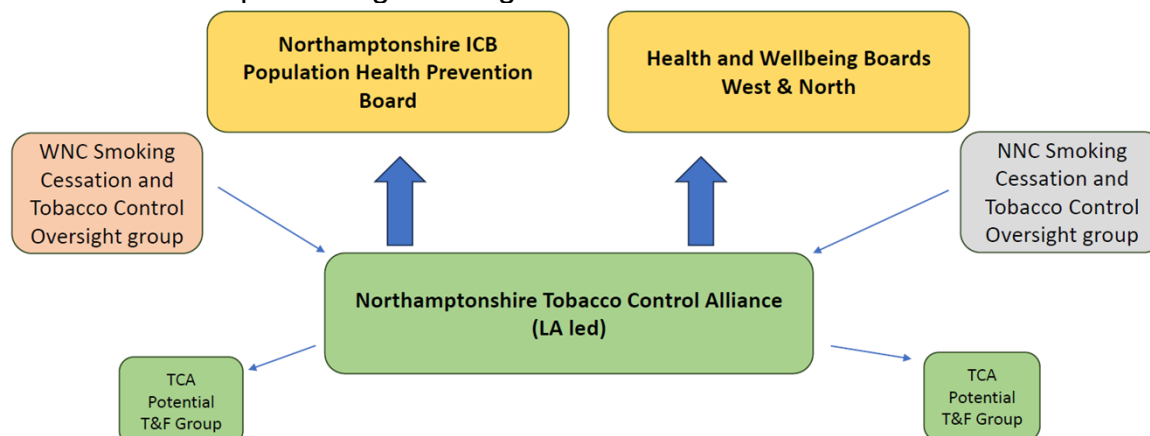
The illegal trade of tobacco undermines the effectiveness of efforts to reduce smoking prevalence, as illegal tobacco is accessible at cheaper prices and may be available from a wider range of sources. It deprives the UK of vital revenue which could be used to fund essential public services. The illegal tobacco trade damages legitimate businesses, undermines public health and facilitates the supply of tobacco to young people. This project will help to expand the knowledge base of the sales of illicit tobacco and e-cigarettes across North Northamptonshire. In addition to a review of the intelligence currently held by Trading Standards, the project will also increase capacity for test purchasing, include the development of an awareness campaign around illegal tobacco and youth vaping, and provide training to frontline staff across the county to help generate further intelligence

Coordination of effort (Tobacco Control Alliance)

The purpose of the Northamptonshire Tobacco Control Alliance is as follows:

- Leadership and Governance – ensuring tobacco control is a joint priority; this includes identifying system leaders, sharing relevant data, developing training and creating clear system wide governance structures
- Advocacy, including lobbying national government on tax and levy issues
- Communication, including coordinating campaigns locally, and developing messages to help to ‘denormalise’ smoking locally

- Prevention, including researching and developing options for preventing children starting to smoke or vape
- Cessation, ensuring people have access to smoking cessation services, focussing on equity, effectiveness and efficiency
- Enforcement, including disrupting the sale of illicit tobacco/illegal vapes and preventing underage sales



The developing model for the Health and Wellbeing Strategy includes having a named and existing group that can function as the vehicle for some of the key actions we need to take forward. As such, a suggested further objective for the Alliance would be to coordinate the actions arising from this HWB Board report.

National Strategy

Consultation document

[Stopping the start: our new plan to create a smokefree generation - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/stopping-the-start-our-new-plan-to-create-a-smokefree-generation) came out in November 2023 and proposed a number of actions to tackle tobacco related harm:

- Proposed new legislation will make it an offence for anyone born on or after 1 January 2009 to be sold tobacco products in England - the emphasis is on those who sell tobacco products
- National marketing campaigns
- Proposed actions to address youth vaping:
 - Proposals to restrict flavours
 - Regulating the point-of-sale displays
 - Regulating packaging and presentation
 - Restricting the sale of disposable vapes
 - Increasing enforcement powers
 - Closing loopholes in the law on free samples and non-nicotine vapes
- Extra resources:
 - Current stop smoking service budget = £344,850
 - NNC have been given an additional allocation of £487,696 to increase the number of people who stop smoking for next 5 years starting 1 April 2024
 - This is on condition that NNC does not reduce the existing stop smoking service expenditure below £290,593
 - **This gives the service a proposed budget of £832,546**
 - There is flexibility for the funding to support wider tobacco and youth vaping control efforts, such as local awareness raising

campaigns; however, the majority of the funding is intended to be used to develop smoking cessation services

- NNC responded to the consultation by the closing date of 6 December 2023, welcoming the opportunity to comment and supporting all the proposals.

New national funding for stop smoking services

The new national funding has been allocated based on the average number of smokers across 5 years in each local authority, and the funding will be provided over the financial years of 2024/2025 through to 2028/2029. The allocation for NNC will be £487,696 per annum. The first year of funding will be ring-fenced and any funding not spent will need to be returned to DHSC. Existing spend on the stop smoking service must be maintained through the whole grant period (based on the stop smoking service data submitted for 2022 to 2023). The current spend on the NNC stop smoking service is £290,593 (including staff and nicotine replacement), and this will need to be maintained during the 5 years of additional funding.

The proposed way of spending the additional allocation is as follows:

- Approx. 50% for new stop smoking staff
- Approx. 50% for other stop smoking initiatives (eg Nicotine replacement therapy / e-cigarettes)
- This would approximately double the number of stop smoking staff from the current total of 4.4fte, and would include extra staff for specialist services as part of the NHS Long Term Plan
- A fully worked up proposal will be brought to the next meeting

It will be important to take account of the following issues when developing the expanded stop smoking offer:

- North Northamptonshire is currently embedding Local Area Partnerships and Family Hubs across the geography; this gives an opportunity to make sure support and services related to smoking and vaping are based on local need and on community views on how we best engage with different communities to have the greatest impact.
- Family Hubs give us a particular opportunity to engage with families and with services that have already have a good and trusting relationship with the people they support.
- We have not yet fully optimised wider community assets that could help us work with smokers and with young people that are vaping or at risk of starting vaping. This could include greater working with leisure services, with schools and colleges and with existing community groups that have the right reach into our communities across North Northamptonshire.

Focus areas considered to be priority would be maternity and newborn, routine and manual workers, serious mental illness (SMI), and acute referrals.

- **Summary**
 - **15% of NNC residents still smoke and this rises to 25-30% in some areas (eg routine and manual workers, pregnant mums in some deprived areas), meaning c50,000 people still smoke**
 - **It is the leading cause of preventable ill health in the UK**
 - **If you smoke, vaping is much safer; if you don't smoke, don't vape**
 - **About 1000 people quit smoking each year, but c50,000 people still smoke across North Northants**
 - **Stop smoking services within the LA and NHS work well, but are only tackling a fraction of the total problem**
 - **Proposed new legislation will make it an offence for anyone born on or after 1 January 2009 to be sold tobacco products in England**
 - **An extra £487,696 has been allocated for NNC from April 2024 to increase the capacity for stop smoking services**

Recommendations

- **To note the contents of this report, particularly the huge impact of tobacco on the health and wellbeing of the population of North Northamptonshire.**
- **To note the current nature and impact of local stop smoking services across the local authority and the NHS, particularly the fact that there are still approximately 50,000 people who smoke across the geography of North Northamptonshire.**
- **To note the opportunities that the Local Area Partnerships and Family Hubs bring in terms of helping us to develop the right offer for our communities, based on need and community engagement.**
- **To ask the Northamptonshire Tobacco Control Alliance to continue to lead the system wide fight against tobacco locally and ensure the actions arising from this report come to fruition, acting on behalf of the Health and Wellbeing Board.**
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6. Implications (including financial implications)

- **Resources and Financial**

All the resources described in this paper are contained within the ring-fenced PH grant allocated to NNC each year or are covered by the new allocation made by the DHSC to NNC as part of the implementation of the new national strategy.

- **Legal**

There are no legal implications arising from the proposals.

- **Risk**

There are no additional risks arising from the proposed recommendations in this report.

- **Consultation**

This document has been considered by all the partners who attend the Health and Wellbeing Board, and their comments have been incorporated into the paper.

- **Consideration by Scrutiny**

This paper has not been considered by the scrutiny committee.

- **Climate Impact**

The environmental impact of being a smoker was also quantified at an individual level, highlighting the sizeable individual contribution of a single smoker, whereby even one cigarette is associated with an environmental burden. The authors calculated the environmental impact of one person smoking a pack of 20 cigarettes every day for 50 years, these were quantified as:

- A total carbon footprint of 5.1t CO₂ equivalent emissions, which to offset, would require 132 tree seedlings planted and grown for 10 years.
- A water footprint of 1,355 m³, which is equivalent to almost 62 years' water supply for any three people's basic needs.
- Total fossil fuel depletion of 1.3 tonne oil equivalent, which is comparable to the electricity use of an average household in India for almost 15 years

- **Community Impact**

The principal impact on communities will be a decrease in the levels of morbidity and mortality due to tobacco as a result of fewer people smoking.

7. Background Papers

None