

Meeting: Health and Wellbeing Board
Date: Tuesday 12 December 2023
Classification: Part 1
Key Decision: Yes /No
Title of Report: Smoking Cessation and Vaping in Southend-on-Sea - Overview of proposed plans to support a further reduction in prevalence of smoking and vaping.

Executive Director: Michael Marks, on behalf of the Director of Public Health
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Executive Councillor: Councillor James Moyies

1. Executive Summary

- 1.1. Tobacco remains the single biggest cause of preventable illness and death. Smoking is linked with almost every indicator of socioeconomic disadvantage. Tackling smoking is one of the most evidence based and effective interventions that we can take to prevent ill health.
- 1.2. Supporting residents to stop smoking is a public health priority.
- 1.3. The Government set out clear ambitions, as well as tackling smoking and helping more people quit smoking, to address the growth of vaping among children and young people.
- 1.4. The purpose of this report is to provide an update on the current position of smoking cessation and vaping in Southend on Sea.

2. Recommendations

It is recommended that the Health and Wellbeing Board:

- 2.1 Endorses the local priorities.
- 2.2 Approves the Southend Smoking Cessation and Vaping Action Plan.
- 2.3 Supports the establishment of a Smoking Cessation and Vaping Working Group, importantly, in conjunction with Regulatory Services and the Youth Council to progress the Action Plan.

3. Background

3.1 National Context

One in seven adults (5.4m people) still smoke in England and tobacco remains the single biggest cause of preventable illness and death¹. Every year around

76,000 people in the UK die from smoking, with many more living with debilitating smoking-related illnesses.

Smoking is linked with almost every indicator of socioeconomic disadvantage, with significantly higher rates among people with long term mental health conditions (26.3%), those working in routine & manual occupations (24.5%) and social housing residents (30%), compared with adults overall (13%)².

Helping people tackle their tobacco dependence is a key component of the NHS Long Term Plan and forms the NHS's contribution to wider government action to deliver the 2030 ambition for a smoke free generation³.

In 2019, the Government announced its ambition for England to become 'smokefree' by 2030 – achieved when adult smoking prevalence falls to 5% or less⁴.

In April 2023, the Office for Health Improvement and Disparities published 'Achieving Smokefree 2030: Tobacco Control in England'. It sets out nine ambitious steps to tackle smoking in England. The nine steps are⁵:

1. Youth vaping: A call for evidence
2. Swap to stop: 1 million smokers
3. Illicit products: A new national "flying squad"
4. Smoking in pregnancy: A national incentive scheme
5. Smoking in mental health: Quit support in MH services
6. Licensed medicines: Unblocking supplies
7. Tobacco packaging: Mandatory pack inserts
8. The Major Conditions Strategy: Smokefree at the core

In October 2023, the Government set out ambitions to create a 'smokefree generation' by ending cigarette sales to children aged 14 and under. In summary the announcements to address the harms caused by smoking and to curb the rise in youth vaping included⁶:

- **Creating the first smoke-free generation** so children turning 14 or younger this year will never be able to be legally sold cigarettes.
- **Supporting people to quit smoking**, by more than doubling the funding available for local stop smoking services.
- **Curbing the rise in youth vaping** by consulting on measures to reduce the appeal and availability of vapes to children – striking a balance with ensuring vapes are available for adults to help them quit smoking.
- **Strengthening enforcement activity**, through new funding, new powers to fine rogue retailers on the spot who sell tobacco products or vapes to people underage, action to track down illicit tobacco and vaping products, and take further steps to enhance online age verification so that age of sale law is enforced across both online and face-to-face sales.

On the 4th of October 2023, the Government published the new guidance⁷, with £70 million additional funding per year for local stop smoking services and support. This more than doubles existing funding through the public health grant. For Southend, the confirmed allocation for 2024-2025 is £227,889.

Published evidence concludes that e-cigarettes are significantly less harmful to health than tobacco and have the potential to help smokers quit smoking. The review of findings highlighted that:

- nearly half the population (44.8%) do not realise e-cigarettes are much less harmful than smoking
- there is no evidence so far that e-cigarettes are acting as a route into smoking for children or non-smokers⁸

More recent evidence concluded that:

- in the short and medium term, vaping poses a small fraction of the risks of tobacco smoking
- vaping is not risk-free, particularly for people who have never smoked
- evidence is mostly limited to short-and medium-term effects and studies assessing longer term vaping (for more than 12 months) are necessary⁹

Data from the ASH-Youth 2022 survey of 11- to 18-year-olds in England shows that⁹:

- current smoking prevalence (including occasional and regular smoking) is 6% in 2022, compared with 4.1% in 2021 and 6.7% in 2020
- current vaping prevalence (including occasional and regular vaping) is 8.6% in 2022, compared with 4% in 2021 and 4.8% in 2020
- most young people who have never smoked are also not currently vaping (98.3%)
- use of disposable vaping products has increased substantially, with 52.8% of current vapers using them in 2022, compared with 7.8% in 2021 and 5.3% in 2020

Data from several national studies of adults in England show that:

- smoking prevalence in England in 2021 was between 12.7% and 14.9% depending on the survey, which equates to between 5.6 and 6.6 million adults who smoke
- vaping prevalence in England in 2021 was between 6.9% and 7.1%, depending on the survey, which equates to between 3.1 and 3.2 million adults who vape
- vaping products remain the most common aid used by people to help them stop smoking

3.2 Local Context

Supporting residents to stop smoking is a public health priority. To support this intention, a Public Health Service Plan for 2023-2024 includes key performance indicators to measure performance against targets.

Southend Public Health is on track to achieve the target where under 5% of residents are smokers¹⁰, by 2030.

The Council has focused its efforts on stop smoking interventions on routine and manual occupations; residents during pregnancy and at time of birth; those with a mental health condition; and the general population.

There is also the priority to tackle the growth of vaping amongst children and young people.

A Joint Strategic Needs Assessment on Tobacco Control, Smoking Cessation and Vaping has been completed and will be published in early December 2023.

There is a shared approach to stop smoking and vaping being explored with Essex County Council and Thurrock Council, this has progressed into the formation of an Essex Tobacco Network and an Essex Vaping Working Group. These groups provide strategic oversight to both stop smoking and vaping.

Following a national engagement across the nine ADPH (Association of Directors of Public Health) Regions in England, the Directors of Public Health, in the East of England (EoE ADPH), are able to share the EoE ADPH nicotine vaping position statement.¹¹ The statement sets out to provide clarity around the policy objectives for vaping. It adopts the Chief Medical Officer framework of *“If you smoke, vaping is much safer; if you don’t smoke, don’t vape; marketing vapes to children is utterly unacceptable.”*

The document has been developed to help support and inform local conversations across our workforce, our partners and stakeholders, and our local communities. It may also support local policy decision making and development.

Future developments for the Smoking Cessation Service are to embed the service into the Healthy Lifestyles Services. This will provide residents who want to stop smoking with a comprehensive offer connected to the wider activities of physical activity interventions; adult weight management services; and workplace health and wellbeing.

3.3 Local Smoking Data - Smoking Prevalence

Southend has a statistically similar smoking prevalence in adults 18+ (12.9%) compared to the prevalence for England (13%)¹².

Since 2011 there has been a slight downward trend overall with Southend remaining statistically similar to England through most of the period.

Southend has a statistically higher rate of smoking prevalence in adults 15+ (17.3%) compared to the prevalence for England (15.4%)¹³. This has also seen a downward trend but remains higher than the England rate.

3.4 Stop Smoking Service Quit Data

Data for residents who quit smoking through commissioned services is detailed below:

April 2021 to March 2022	Number Set Date	Number Quit 4-week Quit Count	Quit Rate %
General Practice	890	350	40
Community Pharmacy	184	87	47
Vape Shops	59	35	59
April 2022 to March 2023			
General Practice	747	245	38
Community Pharmacy	161	79	50
Vape Shops	305	138	45
Allen Carr Easyway	140	98	70

Source: Quit Manager Data

Reviewing the data above would indicate that more residents are using e-cigarettes and vape shops for their quit attempt. The quit rate from vaping is comparable to other settings.

Further analysis of the vape shops data shows:

Vape Shops		
Number of residents that set a quit date	305	100%
Number of residents who set a quit date and successfully quit at 4 weeks	138	45%
Number of residents that were lost to follow up*	80	26%
Number of residents that set a quit date but did not quit	87	29%
Number of residents who set a quit date, successfully quit at 4 weeks but relapsed and re-registered with the stop smoking service	9	6.5%
*The resident set a quit date, received a vape starter kit, were followed up but disengaged from the service		

Source: Quit Manager Data

From this data, nine residents out of 138 who had quit through vape shop support relapsed to smoking tobacco and signed back up to receiving support from the stop smoking service.

3.5 Southend Youth Council Youth Vaping Survey

In July 2023, the Southend Youth Council presented summary findings from the Youth Vaping Survey ([Youth Vaping \(arcgis.com\)](https://arcgis.com)). The survey had 1173 responses from young people aged between 11 and 19 and 343 responses from adults aged 20+. Key findings are:

Youth Survey

- 70% of respondents said that they have not ever tried vaping
- 85% of respondents said they have never tried a cigarette
- 30% of respondents said they have vaped for more than a year
- 13% of respondents used vaping as a way of dealing with anxiety
- 18% of responses use vaping as an alternative to cigarettes (price, discreetness, ease of access)
- 55% of responses think that vapes are more addictive than cigarettes
- 1 in 3 respondents said their school have spoken about the risks of vaping
- 56% of responses indicated they got their first vape from a friend
- 23% have seen vapes promoted on social media, with Tik Tok (31%) and Instagram (22%) most cited; 30% have seen promotion in shops

Adult Survey

- 85% of parents/ carers responding stated that no adults in the household vape and they never have
- 66.5% of parents/ carers said that their child does not vape
- 94% of parents/carers think vaping is becoming more popular
- 9 in 10 parents/ carers asked either agreed or strongly agreed that children have very easy access to vapes
- 44% of responding parents/ carers said that they feel that their child is more likely to vape if their friends are also vaping
- 94% of parents/ carers agreed or strongly agreed that they felt comfortable having conversations with their child about vaping
- 76% of parents have not received information about vaping from their child's school and would welcome information on vaping from the NHS and schools

3.6 Smoking Cessation Services in Southend-on-Sea

Public Health has strategic oversight of smoking cessation and commissions smoking cessation services through General Practice; Community Pharmacists; Vape Shops; Hospital Inpatient Support, and Allen Carr Easyway, a non-drug intervention.

The Council's Stop Smoking Service webpage includes full details of available services and information to support residents to stop smoking ([Stop smoking services in Southend-on-Sea – Southend-on-Sea City Council](#)).

Promotion of several national and local awareness campaigns to encourage residents to stop smoking including the 'Commit To Quit Smoking;' 'Swap to Stop' Scheme; 'No Smoking Day;' 'Stoptober;' and Smoke Free Places.

3.7 A new Southend-on-Sea Smoking Cessation and Vaping Action Plan

Appendix one details the proposed Southend Smoking Cessation and Vaping Action Plan in response to the vaping amongst young people. Some of the key areas of focus are:

- Regulatory Services 'Test Purchase' Operations
- Stop Smoking Campaigns
- Education and School Settings
- East of England Approach to Vaping
- Supporting Young People

4. Reasons for Decisions

- 4.1. Tackling smoking remains a priority, there is also a need to address the growth of vaping among children and young people. The ambition at a local level is to achieve the target where under 5% of residents are smokers by 2030. This will require efforts to stop children and non-smokers from starting vaping; exploit the potential of vaping as a powerful tool to stop smoking; and motivate more people to quit smoking, particularly where rates are highest. A new plan will be required by the regional team (OHID) to support the allocation of new resources.

5. Other Options

- 5.1. That other measures are introduced to support efforts to reduce vaping amongst children and young people and only focus efforts on stopping smoking on specific resident groups.

6. Financial Implications

- 6.1. The Public Health Grant funds the commissioned stop smoking service provision. A further allocation of £227,889 will be released from April 2024.

7. Legal Implications

- 7.1. The Public Health Grant funds the commissioned stop smoking service provision.

8. Policy Context

8.1 The Government has produced tobacco and smoking policy; regulation and guidance and local authorities apply a local response.

9. Carbon Impact

9.1. Studies have shown that tobacco has a significant environmental impact, particularly during the cultivation, manufacturing, distribution, and use & final disposal process.

9.2. Disposable plastic vapes, containing a lithium battery, which are commonly used for only a day or so before being discarded have an adverse environmental impact.

10. Equalities

10.1 In line with Government approaches smoking cessation is focussing efforts on and manual occupations; residents during pregnancy and at time of birth; those with a mental health condition; and the general population.

10.2 In response to vaping the efforts will be focussed on young people and non-smokers.

11. Consultation

11.1. The Southend Youth Council, as detailed above, has undertaken a comprehensive survey with published findings in July 2023.

12. Appendices

12.1. **Appendix 1**: Southend Smoking Cessation and Vaping Action Plan

12.2. **Appendix 2**: List of Background Sources

13. Report Authorisation

This report has been approved for publication by:		
	Name:	Date:
S151 Officer	Paul Grout	05/12/2023
Monitoring Officer		
Executive Director(s)	Michael Marks	05/12/2023
Relevant Cabinet Member(s)	Cllr James Moyies	04/12/2023

Appendix 1: Southend Smoking Cessation and Vaping Action Plan

Focus Area	Action	Lead	Expected Outcome
Regulatory Services 'Test Purchase' operations	Regulatory Services working with the Youth Council to undertake further test purchase operations on vape products and supplies	SCC – Regulatory Services SCC – Youth Council	Illegal sale venues identified, and appropriate interventions applied
Youth Council Vaping Survey	Youth Council promote findings from the Youth Vaping Survey internally at SCC and externally using SCC digital platforms/other communication channels	SCC - Youth Council SCC-Communications	Youth Council survey findings promoted across settings
Travel Operators	Youth Council contacting travel companies (bus + train operators) to raise awareness of vaping concerns and promote a no vaping approach	SCC-Youth Council	Travel operators agree to promote a 'stop children and non-smokers from starting vaping' campaign
Stop Smoking Campaigns	Smoking cessation campaigns promoted through SCC digital channels/other communication channels	SCC-Public Health SCC-Communications Team	Extensive promotion of Stop Smoking Services to residents
Education and School Settings	Open Road delivering vape workshops to schools and young people settings	SCC-Youth Council Open Road	Outcomes of delivered workshops and improvement in knowledge and understanding of the impact of vaping
	Essex Tobacco Network to prioritise vaping and young	SET Network Public Health	Agreed approaches shared at Health and Wellbeing Board

Engagement Across Southend, Essex, and Thurrock	people, and agree approaches		
East of England Approach to Vaping	Develop an East of England ADPH Nicotine Vaping Position Statement	OHID SET Network SCC-Public Health	East of England E-cigarette position statement approved and signed off by Directors of Public Health
Supporting Young People	Open Road supporting young people who would like help to stop vaping or smoking.	Open Roads	Outcomes of interventions provided to young people
Joint Strategic Needs Assessment	Complete a JSNA on Tobacco Control, Smoking Cessation and Vaping	SCC-Public Health SCC-Regulatory Services SCC-Operational Performance and Intelligence	Joint Strategic Needs Assessment Published on Smart Southend in December 2023
Education for Schools – Headteachers + Staff Teams	Information sessions to be delivered to Headteachers and School Staff about vaping and young people	Open Roads SCC-Public Health SCC-Regulatory Services	Conversation undertaken with Headteachers and School Staff
Conversations and Information for Parents/Carers	Open Road to deliver vaping workshops to parents and carers + Community Conversation through SAVS	Open Roads SCC- Public Health SCC-Youth Council SAVS	Outcomes of delivered workshops
Vape Shops - Smoking Cessation	Vape shops delivering smoking cessation services to support people motivated to stop smoking	Commissioned vape Shops SCC-Public Health	Outcomes of delivered smoking cessation services
Children, Young People and Families	Health Visitors and School Nurses to review approaches to smoking and vaping	SCC-CYP + F PHS SCC-Public Health	Outcomes of review and delivery of CYP + F PHS offer

Public Health Services	and upskill team to support families, children, and young people		
Vape Shops- Reviewing Vape Provision	Stop Smoking Service to review vape provision through vape shops including vape availability and conversations with users	SCC-Public Health	Stop Smoking Service Review completed
Children and Young People and Hospital access	Mid and South Essex NHS Foundation Trust to review pathways for children and young people and the smoking status of their parents/carers upon hospital presentation/admission	MSE- Mid and South Essex NHS Foundation Trust	Admission pathways reviewed and appropriate changes implemented
Healthy Lifestyles Service	Embed the Smoking and Vaping Cessation Service Delivery into the Healthy Lifestyles Service	SCC-Public Health SCC - Commissioning	Smoking and Vaping Cessation Service core delivery offer of the Healthy Lifestyles Service

Appendix 2: List of Background Sources

1. Written statements - Written questions, answers, and statements - UK Parliament
2. Smoking and tobacco: applying All Our Health - GOV.UK (www.gov.uk)
3. NHS Long Term Plan
4. The Smokefree 2030 ambition for England - House of Commons Library (parliament.uk)
5. Minister Neil O'Brien speech on achieving a smokefree 2030: cutting smoking and stopping kids vaping - GOV.UK (www.gov.uk)
6. Stopping the start: our new plan to create a smokefree generation - GOV.UK (www.gov.uk)
7. Local stop smoking services and support; guidance for local authorities – GOV.UK
8. E-cigarettes around 95% less harmful than tobacco estimates landmark review - GOV.UK (www.gov.uk)
9. Nicotine vaping in England: 2022 evidence update main findings - GOV.UK (www.gov.uk)
10. Southend could be smoke free by 2030 after vape push | Echo (echo-news.co.uk)
11. ADPH EoE Nicotine Vaping Position Statement
12. Local Tobacco Control Profiles - Data - OHID (phe.org.uk)
13. Public health profiles - OHID (phe.org.uk)