

**Health Improvement Board (HIB)  
Oxfordshire Tobacco Control Alliance Update**

**15<sup>th</sup> September 2022**

**Purpose / Recommendation**

HIB members are asked to note updates against the Oxfordshire Tobacco Control Alliance Action Plan 2021-22 and proposed actions for 2022-23 along with further detail on the Enforcement and Regulation pillar of the Oxfordshire Tobacco Control Strategy 2020.

**Executive Summary**

Reducing tobacco-related harm is a priority for Oxfordshire County Council, system partners and for the HIB and the Health and Wellbeing Board. This paper presents progress against the 2021-22 Tobacco Control Action Plan and proposed actions for 22-23. Actions are aligned to the Oxfordshire Tobacco Control Strategy 2020-25 under the four-pillar whole system approach: Prevention (preventing people from starting to use tobacco), Creating Smokefree Environments, Local Regulation and Enforcement, and Supporting Smokers to Quit.

Recent national papers including Making Smoking Obsolete, the Javed Kahn Review<sup>1</sup> and the report by ASH<sup>2</sup> on youth vaping are reflected in the revised action plan.

National and local smoking prevalence updates for 2021 have been delayed and are awaited although local data suggests a downward trend for Oxfordshire.

Efforts across all organisations need to continue and the HIB are asked both to note this report and update but also to prompt the continuation of support for areas where challenges continue to exist.

**Background**

In May 2020, County and District Councils across Oxfordshire, as well as local NHS organisations, signed up to a County-wide Tobacco Control Strategy with an ambition to be [smoke free by 2025](#) (defined as an overall smoking prevalence of <5%). This was five years earlier than the national target, as outlined in the Government [National Tobacco Control Plan for England 2017-22](#).

The Oxfordshire Tobacco Control Strategy has four key pillars for a whole systems approach to local tobacco use: Prevention, Creating Smokefree Environments, Local Regulation and Enforcement, and Supporting Smokers to Quit.

Since approval of the approach at the HIB in May 2021 and sign-off of the 2021-22 action plan in September 2021, the Oxfordshire Tobacco Control Alliance (TCA) have reviewed progress against the action plan for 2021/22 and made minor updates to the plan for 2022/23 (Appendix 1).

<sup>1</sup> <https://www.gov.uk/government/publications/the-khan-review-making-smoking-obsolete>

<sup>2</sup> <https://ash.org.uk/wp-content/uploads/2021/07/Use-of-e-cigarettes-among-young-people-in-Great-Britain-2021.pdf>

## Key Issues

### 1.0 Disparities in smoking rates

Significant smoking inequalities continue to exist. Nationally, for people living in social housing, the smoking rate is 26% compared to 7% among those who own their own home<sup>3</sup>. The smoking prevalence among adults with a long-term mental health condition was 26.8% in 2018/19, which is substantially higher than the national prevalence of 14.5% in 2018/19.<sup>4</sup> Smoking is the single biggest modifiable risk factor for cancer<sup>5</sup> and COPD, as well as for miscarriages, stillbirth, premature birth and birth anomalies<sup>6</sup>. Smokers are 36% more likely to be admitted to hospital and need social care 10 years before they should if they didn't smoke.

### 1.1 Smoking Prevalence

Most recent national data from the OHID Tobacco Control Profile (2020) shows smoking prevalence in Oxfordshire fell by 0.5% (from 12% to 11.5% between 2019 and 2020). Nationally the rate fell by 1.8% (from 13.9% to 12.1%). Publication of 2021 data on smoking prevalence is awaited. Quality Outcomes Framework data (Figure 1) suggests a reduction in smoking prevalence between 2019/20 and 2020/21 for both England and Oxfordshire.

**Figure 1: Smoking prevalence amongst Oxfordshire GP Practice patients.**

Recent trend: ↓ Decreasing

Period	NHS Oxfordshire CCG					England
		Count	Value	95% Lower CI	95% Upper CI	
2013/14	●	92,459	15.8%	15.7%	15.9%	19.1%
2014/15	●	90,210	15.2%	15.1%	15.3%	18.4%
2015/16	●	89,176	14.9%	14.8%	15.0%	18.1%
2016/17	●	88,715	14.6%	14.5%	14.7%	17.6%
2017/18	●	88,364	14.2%	14.1%	14.3%	17.2%
2018/19	●	88,242	13.9%	13.8%	14.0%	16.7%
2019/20	●	88,182	13.5%	13.5%	13.6%	16.5%
2020/21	●	86,357	13.2%	13.1%	13.2%	15.9%

Source: Quality and Outcomes Framework (QOF), NHS Digital

<sup>3</sup>. Office for National Statistics, Smoking prevalence in the UK and the impact of data collection changes: 2020, 21 December 2021, Current smoking prevalence by housing tenure

<sup>4</sup> [Health matters: smoking and mental health - GOV.UK \(www.gov.uk\)](https://www.gov.uk/health-matters/smoking-and-mental-health)

<sup>5</sup> Brown KF, et al. The fraction of cancer attributable to modifiable risk factors in England, Wales, Scotland, Northern Ireland, and the United Kingdom in 2015. *British Journal of Cancer*. 2018. 118; 1130–1141. 2018. <https://pubmed.ncbi.nlm.nih.gov/29567982/>

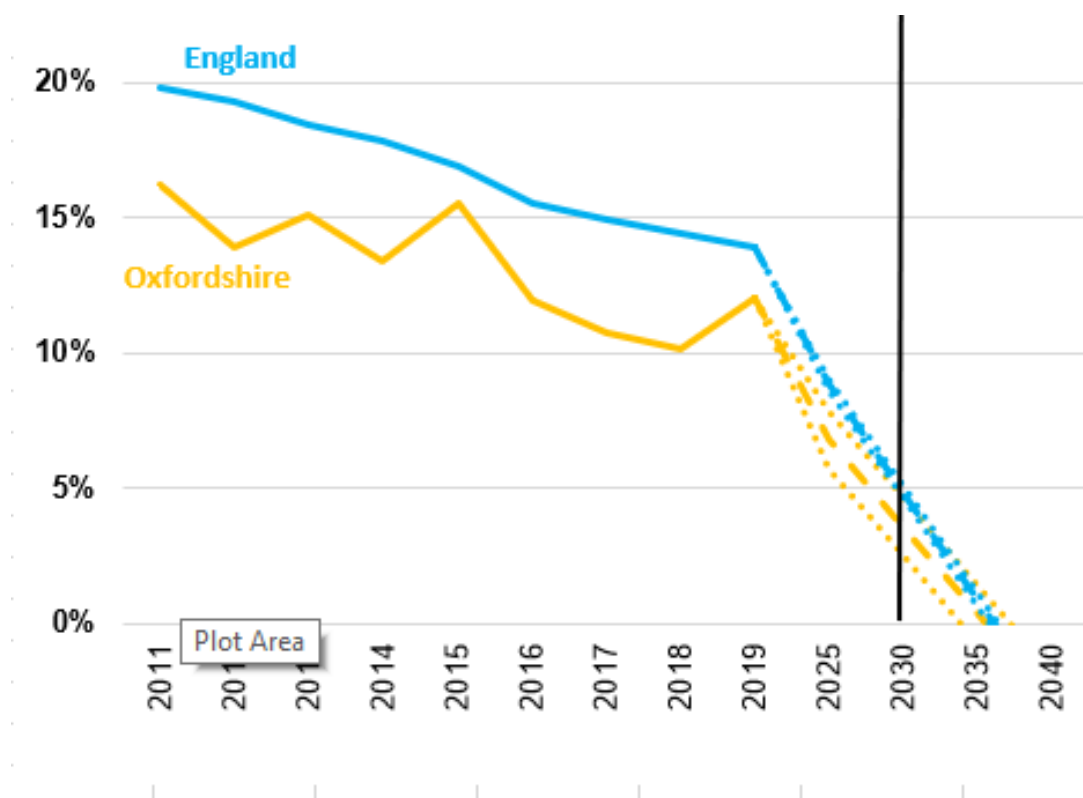
<sup>6</sup> Royal College of Physicians. Hiding in plain sight: treating tobacco dependency in the NHS. 2018.

## Progress Update

### 2.0 Progress Towards Oxfordshires 2025 Smokefree Ambition

In June 2022, The LGA published predictions for future smoking prevalence for all Upper Tier Local Authorities in England. As figure 2 shows, Oxfordshire is one of 77 (of 149) Local Authorities who are projected to reach smoking prevalence of below 5% by 2030. Using this data, it is predicted that Oxfordshire could reach 6.8% prevalence (compared to England's predicted 8.8% prevalence) by 2025.

Figure 2: Predicted Smoking Prevalence for Oxfordshire.



Source: [Future health challenges: public health projections - smoking | Local Government Association](#)

### 2.1 Progress against 2021-22 Tobacco Control Alliance Action Plan

An update against the Oxfordshire Tobacco Control Plan 2021-22 can be found in Appendix 1 with the key success of the plan to date as follows:

- Trading Standards 21/22 tobacco control and e-cigarette regulatory highlights:
  - 740,800 illegal cigarettes seized (one of the highest in the UK)
  - 35,650g illegal hand-rolling tobacco seized
  - 23,950g illegal shisha waterpipe tobacco seized
  - Seizures of excess strength/size e-cigarettes in 20 premises
- Oxford University Hospitals appointing a full-time smokefree project lead, signing off their smoke free policy and re-establishing their smokefree steering group, which will deliver against the NHS Long Term Plan ambitions

- E-cigarettes are now available as a quit tool via the locally commissioned stop smoking service, Stop for Life. [Stop Smoking In Oxfordshire, Quit Smoking Today - Stop For Life Oxon](#)
- Working with Oxford Health NHS Foundation Trusts Family Nurse Partnership, young pregnant women can access an evidence-based intervention of incentives (high street vouchers) to quit smoking
- Oxford City Council have designated all playparks voluntarily smokefree
- The new BOB ICB published information in its first newsletter resulting in the first few smoking cessation leads in GP practices in Oxfordshire.

Challenges include: -

- All organisations supporting frontline staff to take up evidence based Very Brief Advice training and changes to HR policies to reflect best practice in tobacco dependency interventions
- Implementation of smokefree play parks across the County
- Full Implementation of (NHSE commissioned) BOB ICS tobacco dependency support under the NHS Long Term Plan
- Primary care capacity to adopt the recommendations in [NICE Guidance \(2021, Section 1.13\)](#)

### **Action Plan for 2022/23**

In light of progress made in 2021/22 Action Plan, [‘Making Smoking Obsolete’, the Javed Khan Review](#) and the ASH report on youth vaping, the TCA has proposed new actions within their plan for 2022/23; particularly, supporting social housing tenants to quit and further work with Trading Standards to address under-age sales of e-cigarettes. Appendix 1 highlights the new 2022/23 actions.

### **Budgetary implications**

Funding for Oxfordshire County Council’s smokefree work in the public health team come from the [ringfenced public health grant](#). Other partner organisations fund their smokefree work directly

NHS Foundation Trusts are receiving additional funding for supporting in-patients, pregnant women at the time of delivery, and long-term users of specialist mental health services to stop smoking. This work is being overseen by the new Buckinghamshire Oxfordshire and Berkshire West (BOB) Integrated Care System (ICS) as part of the [NHS Long Term Plan](#) commitments on reducing tobacco dependency.

The cost of smoking to Oxfordshire is estimated to be around £193 million a year, which includes £27.75 million to health care and £9.94 million to social care.

### Equalities implications

Smoking remains the single largest preventable driver of [health disparities](#) in England.

Survey data has shown that smoking prevalence varies between social groups. Males smoke more than females (15.8% versus 12.1%) and clear gradients are seen by socio-economic deprivation (ranging from 10.9% in the least deprived decile to 17.0% in the most deprived) and age (ranging from 18.9% for age 25-34 years to 7.4% for over 65 years).

Smoking shortens lives and causes a variety of life limiting health conditions.

Alongside helping to create healthy family friendly environments, the TCA Action Plan 2022/23 specifically targets these population groups.

### Sustainability implications

There are no significant sustainability implications arising from this paper.

In a single year of tobacco industry operations will result in : [600 million trees](#) chopped down and more than [80 million tonnes of carbon dioxide emitted worldwide](#).

Vape products contain plastic, electronic and hazardous chemical waste. E-cigarettes have circuit boards<sup>7</sup> and lithium-ion batteries<sup>8</sup> and are often thrown away carelessly and not disposed in special electronic waste facilities. As the batteries degrade, their toxic compounds progressively leach into the environment<sup>9</sup>, as well as posing an explosion and fire risk in waste and recycling facilities or trucks<sup>10</sup>. Vape products also have hazardous chemical waste due to the products containing nicotine. These environmental issues could rapidly worsen due to the rising popularity of disposable e-cigarettes.<sup>11</sup> When discussing provision of e-cigarettes, we would not recommend disposable vapes unless clinically appropriate. We will also work with waste management teams and suppliers to promote responsible disposal.

### Risk Management

Reducing tobacco-related harm is a priority for the HIB, Oxfordshire County Council and members of the OTCA. The proposed Action Plan 2022-23 aims to balance the roles of supporting people to quit alongside preventing uptake and creating smokefree environments.

<sup>7</sup> Kang DHP, Chan M, Ogunseitan OA. Potential environmental and human health impacts of rechargeable lithium batteries in electronic waste. *Environ Sci Technol*. 2013; 47: 5495-5503

<sup>8</sup> Forster M. What happens when you throw away e-cigarettes?. <https://wasteadvantagemag.com/what-happens-when-you-throw-away-e-cigarettes>

<sup>9</sup> Timpane MR. Lithium ion batteries in the solid waste system. [https://www.epa.gov/sites/default/files/2018-03/documents/timpane\\_epa\\_li\\_slides312\\_ll\\_1.pdf?msclkid=c175d904cf9c11eca6836c5be4fa49c1](https://www.epa.gov/sites/default/files/2018-03/documents/timpane_epa_li_slides312_ll_1.pdf?msclkid=c175d904cf9c11eca6836c5be4fa49c1)

<sup>10</sup> Johnson B. EPA opinion letter on e-liquid as hazardous waste: discarded or neglected vaping products may contain harmful substances, including unused e-liquid. <https://rcrapublic.epa.gov/files/14850.pdf>

<sup>11</sup> Tattan-Birch H, Brown J, Shahab L, Jackson SE. Trends in use of e-cigarette device types and heated tobacco products from 2016 to 2020 in England. *Sci Rep*. 2021; 1113203

For all organisations signed up there is reputational risk for not achieving the County-wide smokefree by 2025 ambition.

Whilst it is recognised that young people are experimenting with e-cigarettes in greater numbers now than when they first came to the market (likely due to increased awareness and availability), they are suggested as a quit tool for smokers and provide a positive overall contribution to the smokefree agenda. Currently in Oxfordshire, it is estimated that 7% of young people use e-cigarettes (around 4000), in particular disposables, whilst there are an estimated 65,000 adults smoking tobacco. ASH report that young people vape use is likely experimentation only and is not expected to result in starting or increased tobacco use in this age group<sup>2</sup>. To mitigate against further risks of young people experimenting with vapes, Trading Standards are working with schools and local sellers to ensure reduction in underage sales, whilst on-going review on the topic continues at TCA.

### **Communications**

The Smokefree Oxfordshire 2025 Strategy was consulted on with members of the public and key stakeholders prior to its launch in May 2020. The TCA Action Plan has been discussed and agreed among officers representing key stakeholders prior to it being presented to HIB members.

### **Key Dates**

Report by: Derys Pragnell, Consultant in Public Health, Senior Responsible Officer for Tobacco Control, Oxfordshire County Council (from February 2022)

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**Appendix 1. Proposed Oxfordshire Tobacco Control Alliance Action Plan, 2023/2022 and 2021/2022 updates**  
Text in bold are the additions to 2022/23 plan

#	Action	Who	Progress measurement	Update
3	Support people working in routine and manual occupations to be smokefree, through working with <b>social housing providers to introduce smokefree initiatives.</b>	All	<ul style="list-style-type: none"> <li>- Regulated e-cigarettes added to Local Stop Smoking Services as part of their nicotine replacement offer for those wishing to quit</li> <li>- Proportion of all smokers that stop smoking that are from routine and manual occupations</li> <li>- Number of organisations attending training on the role and provision of regulated e-cigarettes as part of tobacco-harm reduction</li> <li>- Number of vape-shops partnering with the Local Stop Smoking Services and number of staff trained in VBA</li> <li>- Number of Housing staff trained in VBA</li> <li>- Number of tenants provided support</li> <li>- Number of Housing Associations supportive of creating smokefree environments.</li> <li>- Number of employers of routine and manual staff adopting smokefree HR policies</li> </ul>	<p>E Cigs part of the LSSS offer since July 2022</p> <p>Organisations that signed up to VBA training: OUH (4), Homeless Oxfordshire (1), Oxford Health (26), Response (19), OCC (2), Connection Support (1)</p> <p>658 people classed as 'routine and manual/not employed/carers/sick/disabled' were referred to the LSSS in 2021/22. 121 of these 658 (18.4%) received Tier 3 support, Set a Quit Date were successful four-week quits.</p> <p>-</p> <p>Work started with Trading Standards to explore options to work with appropriate vape shops.</p> <p>Public Health review of evidence around smoking and housing tenure has identified different models of support (based on identified disparity in Smoking and housing tenure)</p> <p>Oxford City Homes have an agreement to roll out VBA training to their housing officers to support tenants and plan to share</p>

				information about the Local Stop Smoking Service to new tenants. -
4	Improve understanding of role of e-cigarettes as a route to reducing tobacco-related harm as per the South East position statement on e-cigarettes, and increase the availability of e-cigarettes to those who wish to quit.	Oxfordshire County Council	<ul style="list-style-type: none"> <li>- Number of e-cig training sessions offered in 12 months</li> <li>- Number of people signing up and attending e-cig training sessions.</li> <li>- <b>E cigarette enforcement and education interventions by Trading Standards</b></li> </ul>	<p>Response have supported 35 residents to quit using vapes and funding has been provided to support a further 67 resident over the coming year.</p> <p>- .</p> <p>Trading Standards commissioned for specific E Cigarette work, to including tackling under-age sales</p> <p>4 Vaping and E-cigarette Awareness workshops held during 2021/22, 33 attended the training.</p>
5	Supporting women and their partners to be smokefree during pregnancy and during early years	Oxfordshire County Council, Maternity, Family Nurse Partnership and Health Visiting services	<ul style="list-style-type: none"> <li>- Development of a strategy around how to work with system partners to support prospective and new parents, and their partners, not to smoke during pregnancy and in early years</li> <li>-</li> <li>- Number of women signing up to incentive scheme</li> </ul>	<p>On hold due to COVID will be part of upcoming Public Health Trainee Workplan however NHSE models to provide direct support to women via maternity launches shortly</p> <p>Support offered to Sonographers about consistent smoking messages.</p> <p>FNP incentive scheme launched. 3 people now signed up.</p> <p>Increasing CO screening compliancy using resources in ultrasound. This has led to CO screening has been on target for 4 months in a row.</p>



				Recruiting a healthy lifestyle advisor maternity support worker
6	Explore the opportunity provided by the 2020 Business and Planning Act to issue pavement licences to the hospitality sector with the condition of being 100% smokefree.	City and District Councils	- Updates on exploration as to whether this piece of work would progress.	Government has made pavement licences permanent.
7	Encouraging commissioned services to support Oxfordshire's smokefree ambition	Oxfordshire CCG (now BOB ICB) and Oxfordshire County Council	- Identification of future contracts where i tobacco-related harm reduction measures are included as part of contract KPIs - KPIs related to tobacco use to be considered as part of contract reviews, aligned to Oxfordshire smokefree ambitions (e.g. smoking at time of delivery)	As part of the NHS Long Term Plan providers (Acute, Mental Health, Maternity) will be required to provide direct stop smoking support  Opportunity within Mental Health commissioning being explored.
8	Maximise opportunities for primary care to support people to quit smoking	Oxfordshire CCG (now BOB ICB)	Annual message from primary care to all registered smokers advising them to quit and how to access Local Stop Smoking Services - - Agree an approach between Oxfordshire County Council, Oxfordshire Clinical Commissioning Group, and other relevant stakeholders about role of primary care in referral to Local Stop Smoking Services, practice staff attending VBA training and future prescribing of Nicotine Replacement Therapy (NRT) /pharmacotherapy	Task And Finish group met to discuss, resulted in the following:-  First ICB bulletin included detail about potential input and offer (June 2022). Included: Text message offer, VBA Training, 4 practices signed up with a smoking cessation lead.  - Future prescribing – conversations being held BOB wide by PH teams. Some traction gained through the LTP

9	Increase staff training in providing advice to quit	Oxford Health NHS Foundation Trust	<ul style="list-style-type: none"> <li>- Have a staff member trained in providing advice to quit and in prescribing NRT on every inpatient mental health ward</li> <li>- Number and proportion of mental health inpatients who smoke having received advice to quit and offered NRT</li> </ul>	<ul style="list-style-type: none"> <li>- 60% of their champions have completed the two-day training. The Trust will continue to roll out the two-day training within the champions.</li> </ul>
10	Relaunch smokefree Oxford Health	Oxford Health NHS Foundation Trust	<ul style="list-style-type: none"> <li>- Review of organisational smoke free policy</li> <li>- Conference for inpatient staff on smokefree</li> </ul>	Complete and in place. Two internal staff conferences held.
11	Development of patient pathway for smoking cessation	Oxford Health NHS Foundation Trust	<ul style="list-style-type: none"> <li>- Development and implementation of smoking cessation pathway for all adult mental health admissions, including transfer to community-based Local Stop Smoking Services</li> </ul>	<ul style="list-style-type: none"> <li>- Complete and in place.</li> </ul>
12	Implementation of trust smoke free policy through smoke free working group, including commitment of relevant resources to support patients, staff and visitors to remain smoke free	Oxford University Hospitals NHS Foundation Trust	<ul style="list-style-type: none"> <li>- Number of staff trained in providing VBA</li> <li>- Implementation of smoking cessation pathway for inpatients, including provision of NRT and transfer to community-based Local Stop Smoking Services</li> <li>- Number of inpatients with smoking status recorded and proportion who smoke offered advice to quit and access to NRT</li> </ul>	<ul style="list-style-type: none"> <li>- 4 OUH staff members have attended the VBA training</li> <li>- Have created a proposal patient pathway which is being discussed at the OUH Smokefree Steering Group. The proposal includes 1 x Band 7 Non-Medical Prescriber and 3 x Band 5 Tobacco Dependency Advisors.</li> <li>-</li> </ul>

## **Appendix 2 – Progress Update from Trading Standards (verbal presentation to be given)**

### **Illegal tobacco work in 2021/22:**

- 740,800 illegal cigarettes seized (one of the highest in the UK)
- 35,650g illegal hand-rolling tobacco seized
- 23,950g illegal shisha waterpipe tobacco seized
- High confidence level of an “illegal tobacco free zone” in Oxfordshire shops
- 27 retail visits with sniffer dogs
- 16 covert test purchase attempts
- 9 seizures
- 10 successful applications to the Magistrates’ Court under RIPA (directed surveillance/covert test purchasing)
- 2 successful prosecutions (with 4 already completed in 2022-23)
- £6652 in fines and costs awarded by the Courts

### **E-cigarette work in 2021/22:**

- 25 business visits conducted, to provide advice and check compliance of products on sale.
- Seizures made at 20 premises due to them being of excess strength/size or being in non-compliant packaging.
- In excess of 1,000 devices seized, the majority voluntarily forfeited but forfeiture proceedings through the Magistrates’ Court begun in relation to 4 premises.
- Two days of test purchasing carried out at premises across the County with 5 premises failing.
- Two failed test purchases resolved by way of written warnings, 3 cases likely to result in prosecution.

### **E-cigarette work in 2022 to date:**

- 35 secondary schools contacted to ask for their assistance with intelligence about e-cigarette seizures from pupils.
- 30 premises scheduled for visits due to complaints received about the underaged sales of e-cigarettes. Intelligence received from the police, members of the public, officer observations and schools.
- 15 premises from the 30 identified already visited and advice & training material provided.
- Many of the visits made with partner agencies like the police and licensing teams and substantial progress has been made building better links with these teams.
- Seizures made at 8 of the 15 premises visited totalling 659 e-cigarettes.

- All products seized are due to high capacity or strength- none due to just packaging issues. Products seized mainly 10-14ml capacity or 5-7 times the UK legal maximum.
- Some previously unknown products identified (RandM, Reymont and Aroma King) and their details shared with Trading Standards South East and The Independent British Vape Trade Association.
- Oxfordshire County Council's website upgraded with advice page for retailers and "what not to buy" list for both retailers and consumers.
- Planning for further test purchasing begun- likely to take place in October.

**Some feedback received from schools when contacted about our intelligence gathering initiative:**

Received 12/07/22 – *"Thank you for your letter regarding the use of electronic cigarettes and your focus on those shops selling these products to underage children."*

Received 12/07/22 – *"Many thanks for sending out your recent correspondence regarding the use of electronic cigarettes."*

Received 13/07/22 – *"This is a positive initiative and will hopefully stop making vape pens accessible to children."*