

WELSH GOVERNMENT INTEGRATED IMPACT ASSESSMENT

Title of proposal:	<i>A Smoke-Free Wales: Our long term tobacco control strategy for Wales and Towards a Smoke-Free Wales: Tobacco Control Delivery Plan 2022-2024</i>
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Department:	Department for Health and Social Services
Head of Division/SRO (name):	Ed Wilson
Cabinet Secretary/Minister responsible:	Lynne Neagle MS, Deputy Minister for Mental Health and Wellbeing
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SECTION 1. WHAT ACTION IS THE WELSH GOVERNMENT CONSIDERING AND WHY?

The Programme for Government 2021-2025 is clear that tackling health inequalities and focussing on prevention are priorities for the Welsh Government. Smoking is extremely harmful and damaging to health and remains one of the main causes of inequity in health in Wales. It is the cause of death for around half of all long-term smokers¹ and the World Health Organisation (WHO) estimates that tobacco kills more than 8 million people each year worldwide.² In Wales, smoking is the leading cause of preventable death, and in 2018, around 5,600 deaths in people aged 35 and over were attributable to smoking.³ Treating smoking related diseases also has major economic impacts, costing the NHS in Wales an estimated £302 million per year.⁴

Smoking is also known to increase people's risk of developing a wide range of illnesses, which can be fatal or cause irreversible long-term damage to health.⁵ These include cancers, respiratory diseases, and cardio-vascular diseases, including strokes, heart attacks and dementia. Smoking-related illnesses also lead to a large number of hospital admissions. In 2018/19, around 28,000 admissions in people aged 35 and over are estimated to be attributable to smoking, which represents around 4.6 percent of all admissions in this age group.⁶

Smoking doesn't only harm the smoker. Exposure to second-hand smoke has been shown to cause significant harm, increasing non-smokers risks of developing smoking related diseases including lung cancer and cardio-vascular disease.⁷ Exposure to second-hand smoke is particularly harmful to children, leading to conditions including middle-ear disease, asthma and allergies.⁸ Smoking in pregnancy is known to have a range of impacts on the pregnancy and child in later life, including increased risk of miscarriage, premature birth and sudden infant death syndrome (SIDS).⁹

The draft "A Smoke-Free Wales: Our long-term tobacco control strategy for Wales" and our first delivery plan "Towards a Smoke-Free Wales: Tobacco control delivery plan" will be

¹ Doll, R., Peto, R., Boreham, J. and Sutherland, I. (2004) Mortality in relation to smoking: 50 years' observations on male British doctors

² World Health Organization. 2019. Tobacco Fact Sheet Available at: <https://www.who.int/en/news-room/fact-sheets/detail/tobacco>

³ Public Health Wales. 2020. Smoking in Wales. Available at: <https://publichealthwales.shinyapps.io/smokinginwales/>

⁴ Welsh Government. 2016. Explanatory Memorandum to the Public Health (Wales) Bill. Available at: <https://senedd.wales/laid%20documents/pri-ld10796-em/pri-ld10796-em-e.pdf>

⁵ NHS. 2018. What are the health risks of smoking? Available at: <https://www.nhs.uk/common-health-questions/lifestyle/what-are-the-health-risks-of-smoking/>

⁶ Public Health Wales. 2020. Smoking in Wales. Available at: <https://publichealthwales.shinyapps.io/smokinginwales/>

⁷ Department of Health. Scientific Committee on Tobacco and Health (SCOTH). 2004. Secondhand Smoke: Review of the evidence since 1998. Available at: http://www.smokefreeengland.co.uk/files/scoth_secondhandsmoke.pdf

⁸ Royal College of Physicians London. 2010. Passive Smoking and Children. Available at: <https://cdn.shopify.com/s/files/1/0924/4392/files/passive-smoking-and-children.pdf?15599436013786148553>

⁹ Royal College of Obstetricians and Gynaecologists. 2021. Smoking and Pregnancy. Available at: <https://www.rcog.org.uk/en/patients/patient-leaflets/smoking-and-pregnancy/>

published for consultation on 8 November 2021. These contain an ambition for Wales to be smoke-free by 2030. This means achieving a smoking prevalence rate in adults of 5% or less.

Achieving a 5% prevalence rate has become the headline goal of the Tobacco Endgame which are the actions necessary for a world free from tobacco smoking.^{10 11 12} Reducing smoking prevalence to below 5% will be a key milestone in eradicating the harm caused by tobacco. It will not only improve lives by preventing smoking related illnesses and deaths, but it will support a healthier, more equal society for all.

Reducing the health impacts of smoking is a recognised policy priority for the Welsh Government. This strategy and delivery plan align with the Programme for Government as they focus on supporting people to live healthy lives and tackle health inequalities. The strategy and first delivery plan have been developed in collaboration with the Tobacco Control Action Plan Working Group and Tobacco Control Strategic Board. The working group advised on all elements in the Strategy and first Delivery plan, including the vision for “a smoke-free Wales by 2030” as well as the structure of the documents and the specific actions to be delivered within the next two years within the Delivery Plan. Members of the working group were from a broad range of organisations including Public Health Wales, Directors of Public Health, Directors of Public Protection, the third sector, Cardiff University, Royal College of Physicians and Royal Pharmaceutical Society.

The strategy establishes how we will work in an integrated way to tackle all aspects of smoking as we focus on achieving our smoke-free ambition. It also sets out the three themes under which we will work as we drive forward the changes in smoking in Wales we need to see. These themes are:

Theme 1: Reducing Inequalities

Theme 2: Future Generations

Theme 3: A Whole-System Approach for a Smoke-Free Wales

To support the delivery of the strategy, we will put in place a series of two-year delivery plans, starting from 2022-2024 which will set out in detail the actions that we will undertake and support as we work towards a smoke-free Wales. The first two-year delivery plan contains five priority action areas which are:

1. Smoke-Free environments
2. Continuous improvement and supporting innovation
3. Priority groups
4. Tackle illegal tobacco and the tobacco control legal framework

¹⁰ Malone RE (2013). Tobacco endgames: what they are and are not, issues for tobacco control strategic planning, and a possible US scenario. *Tob Control*;22(Suppl1):i42–4.

¹¹ McDaniel PA, Smith EA, Malone RE (2016). *Tob Control*;25:594–604.

¹² Warner et al (2014) Impact of tobacco control on adult per capita cigarette consumption in the United States, *104 AM.J.PUBLIC HEALTH*.83, 83-89

5. Working across the UK

By organising our actions into two-year delivery plans, we intend to build and maintain momentum on achieving the vision but also retain flexibility to enable us to adapt to changing environments and priorities. Each of the two-year delivery plans will organise their actions into priority areas which will cut across the three themes identified in the Strategy.

A cohesive, community-led approach will be used in the implementation of the Delivery Plan. The Tobacco Control Strategic Board will oversee the implementation of “Towards a Smoke-Free Wales” and will monitor the impact of the actions in this delivery plan and our progress towards a smoke-free Wales.

Implementation of the strategy and delivery plans will have ongoing financial implications. These will be met by the Welsh Government and partners working in collaboration to identify how best to implement the strategy and actions in the delivery plans.

Provisions are contained within the Public Health (Wales) Act 2017 to extend requirements around smoke-free spaces in Wales. Provisions are also available which may be used as part of our tobacco control legal framework in Wales to protect the public, particularly children and young people, from the harms of tobacco and nicotine products. As part of the 2022-24 delivery plan we will be collecting the evidence to determine if and how these legislative levers will be employed. If regulations are developed, a regulatory impact assessment will also be completed to understand their full impact.

SECTION 8. CONCLUSION

How have people most likely to be affected by the proposal been involved in developing it?

The Tobacco control strategy and its first delivery plan have been developed in collaboration with the Tobacco Control Action Plan Working Group and Tobacco Control Strategic Board, which contains members from a broad range of organisations including Public Health Wales, Directors of Public Health, Directors of Public Protection, third sector, Cardiff University, Royal College of Physicians and Royal Pharmaceutical Society. Joint working will be undertaken with stakeholders to develop the future delivery plans that support our tobacco control strategy.

The draft strategy and first delivery plan are being published for consultation on 8 November 2021. This will include a stakeholder conference and engagement work to gather views from the general public including priority groups who have a greater impact from smoking such as pregnant people, children and young people, ex-smokers, people accessing mental health services, groups from socio-economically deprived backgrounds and those from minority ethnic backgrounds and the LGBTQ+ community. All documents published and engagement events held to support the consultation will be fully bilingual and give equal opportunity for all to participate.

It is the intention that all actions taken forward in the delivery plans will use a community-based approach, working in collaboration with priority groups including children and young people, people with protected characteristics under the Equality Act 2010, and other groups that are disproportionately impacted by tobacco use.

What are the most significant impacts, positive and negative?

People – The impacts of the tobacco control strategy will be positive for people in Wales. The tobacco control strategy sets out our ambition of a smoke-free Wales and aims to reduce the significant harms caused by tobacco use in Wales. In Wales, smoking is the leading cause of preventable death, and in 2018, around 5,600 deaths in people aged 35 and over were attributable to smoking.¹³ Smoking is also known to increase people's risk of developing a wide range of illnesses, which can be fatal or cause irreversible long-term damage to health.¹⁴ These include cancers, respiratory diseases, and cardio-vascular diseases, including strokes, heart attacks and dementia.

¹³ Public Health Wales. 2020. Smoking in Wales. Available at: <https://publichealthwales.shinyapps.io/smokinginwales/>

¹⁴ NHS. 2018. What are the health risks of smoking? Available at: <https://www.nhs.uk/common-health-questions/lifestyle/what-are-the-health-risks-of-smoking/>

Achieving a 5% prevalence rate has become the headline goal of the Tobacco Endgame which are the actions necessary for a world free from tobacco smoking.^{15 16 17} Reducing smoking prevalence to below 5% will be a key milestone in eradicating the harm caused by tobacco. It will not only improve lives by preventing smoking related illnesses and deaths, but it will support a healthier, more equal society for all. To support the delivery of the strategy, we will put in place a series of two-year delivery plans, starting from 2022-2024 which will set out in detail the actions that we will undertake and support as we work towards a smoke-free Wales.

Culture

No significant impact.

Welsh Language

No significant impact.

Economy

No significant impact. There are economic benefits in creating a smoke-free Wales, supporting smokers to quit smoking and preventing young people from starting to smoke. A 2013 report produced by ASH Wales on the economic cost of smoking to Wales estimates the cost is approximately £790m per annum.¹⁸

Environment

The strategy and the first delivery plan includes a focus on the negative impacts that smoking and use of other nicotine products can have on the environment. The production of the 6 trillion cigarette sticks that are made globally every year requires significant land, water, energy and material resources, and produces large amounts of waste and emissions.¹⁹ Cigarette filters are a type of single-use plastic, which can stay in the

¹⁵ Malone RE (2013). Tobacco endgames: what they are and are not, issues for tobacco control strategic planning, and a possible US scenario. *Tob Control*;22(Suppl1):i42–4.

¹⁶ McDaniel PA, Smith EA, Malone RE (2016). *Tob Control*;25:594–604.

¹⁷ Warner et al (2014) Impact of tobacco control on adult per capita cigarette consumption in the United States, *104 AM.J.PUBLIC HEALTH*.83, 83-89

¹⁸ ASH Wales. 2013. The economic cost of smoking in Wales: a review of the existing evidence. Available at: https://orca.cardiff.ac.uk/89325/1/cost_of_smoking_to_wales_2013.pdf

¹⁹ Zafeiridou, M. et al. 2018. Cigarette Smoking: An Assessment of Tobacco's Global Environmental Footprint Across Its Entire Supply Chain. *Environmental Science and Technology*. Available at: <https://pubs.acs.org/doi/pdf/10.1021/acs.est.8b01533>

environment for up to 14 years ²⁰ and an estimated 122 tonnes of smoking related litter is dropped every day in the UK. A survey found that smoking related litter was found on 80.3% of streets in Wales, making it the most commonly littered item. ²¹

The strategy and the first delivery plan look to how tobacco control measures can support environmental protection and climate change priorities, and have a positive impact on the environment and sustainability in Wales. This includes exploring the role of environmental messages within tobacco control and working with the UK Government and other Devolved Administrations to support UK wide action to tackle the environmental impacts of smoking.

In light of the impacts identified, how will the proposal:

maximise contribution to our well-being objectives and the seven well-being goals; and/or, avoid, reduce or mitigate any negative impacts?

Reducing smoking prevalence to below 5% will be a key milestone in eradicating the harm caused by tobacco. It will not only improve lives by preventing smoking related illnesses and deaths, but it will support a healthier, more equal society for all.

We are engaging with a range of stakeholders and people who will be most impacted by the measures set out the strategy and its delivery plans to mitigate any negative impacts.

How will the impact of the proposal be monitored and evaluated as it progresses and when it concludes?

The Tobacco Control Strategic Board has overall responsibility for the implementation and delivery of the strategy and the delivery plans. The Board will be supported by the Tobacco Control Delivery Plan Implementation Group which will be established to support, monitor and implement the delivery plans, as well as undertaking the engagement and collaboration needed. The implementation group members will be appointed by the Tobacco Control Strategic Board and report directly to them and Welsh Ministers.

The Tobacco Control Delivery Plan Implementation Group's remit is:

1. To drive the delivery of our vision and aims for a smoke-free Wales by 2030.
2. To oversee, monitor delivery and be accountable for the implementation of actions within the delivery plans.
3. To provide clear, realistic, evidence-based advice and recommendations to inform the implementation of the delivery plans, supporting a clear structure and appropriate milestones.

²⁰Joley, F. and Coulis, M. 2018. Comparison of cellulose vs. plastic cigarette filter decomposition under distinct disposal environments. Waste Management. Available at:
<https://www.sciencedirect.com/science/article/abs/pii/S0956053X17308474>

²¹ Keep Wales Tidy. 2018. Smoking related litter. Available at:
<https://www.keepwalestidy.cymru/Handlers/Download.ashx?IDMF=00522334-9e7a-423d-b6c8-4227f87dbec3>

4. To support the development of subsequent delivery plans, using the lessons learnt from previous plans and ongoing evaluation.

To support its delivery and maintain our focus on our ambition, we will publish a series of two-year delivery plans which will set out in detail the actions that we will undertake and support as we work towards a smoke-free Wales. We will continuously monitor and evaluate our actions to ensure that we are making progress towards a smoke-free Wales. We will be transparent with our implementation of the strategy, and will seek constructive feedback and input from a wide-range of people, organisations and communities. We will also ensure that we use all available data sources and strengthen data collection systems so we accurately assess our progress across different areas of tobacco control.