

# Towards a Smoke-free Wales Delivery Plan 2022-24

Annual Report period July 2022 – July 2023

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# Background

On 22 July 2022 the Welsh Government published the tobacco control strategy A Smoke-free Wales. The strategy sets out the ambition for Wales to be smoke-free by 2030 which means reducing smoking prevalence rates among adults aged 16 and over to 5% or less over the next eight years. To support delivery, the strategy states that the Welsh Government will publish a series of two-year delivery plans which set out the actions that will be taken as we work towards a smoke-free Wales. The strategy also states that the Welsh Government will continuously monitor and evaluate the delivery plan's actions to ensure progress is being made towards a smoke-free Wales and that annual progress reports will be published.

<u>Towards a Smoke-free Wales</u> is the first of the delivery plans and covers the period July 2022 – March 2024. The delivery plan focuses on the actions that support the further denormalisation of smoking and making smoke-free the norm in Wales, promotion of best practice and integration of tobacco control across the whole system. The delivery plan's actions are grouped into five priority action areas:

- 1. Smoke-free environments
- 2. Continuous improvement and supporting innovation
- 3. Priority groups
- 4. Tackle illegal tobacco and the tobacco control legal framework
- 5. Working across the UK

Delivery of the strategy and the delivery plans is the responsibility of the Tobacco Control Strategic Board ("the Board") which is supported by the Tobacco Control Delivery Plan Implementation Group ("the Implementation Group") who advise on the delivery of the actions in the delivery plans.

# Activity during the year July 2022 – July 2023

This annual report sets out details of the activity that has taken place to progress the actions within the five Priority Action Areas during the period July 2022 to July 2023.

# **Smoking in Wales**

- Smoking prevalence data is provided by the <u>National Survey for</u>
   <u>Wales</u>. In the year 2022-23 the survey showed that 13% of adults
   smoke.
- Maternal smoking data is collected via <u>Maternity and Birth Statistics</u>.
   In 2022, smoking prevalence at initial assessment during pregnancy was recorded as 141%.
- Smoking cessation data is collected by Welsh Government and reported via StatsWales. In 2022/23, 4.2% of the estimated smoking population of Wales made a quit attempt via NHS Wales smoking cessation services.

# Overview of progress

Significant progress has been made in supporting smokers to quit, and implementation of the integrated smoking cessation framework for Wales. We have also worked to build upon our existing tobacco control systems by exploring how they can incorporate innovative, evidence-based interventions so that we can make improvements, support more smokers and more broadly support our ambition for Wales to become smoke-free by 2030.

Key priorities this year have been implementing the Help Me Quit in Hospital system, and looking at how we can support more quits through our maternal cessation programmes. These programmes focus on maximising the opportunity of patients' interaction with health care professionals in a secondary care setting to promote a quit attempt and maximise the chances of that attempt being successful. In 21/22 both of these programmes were identified as priorities for health boards (HBs) by the Minister for Health and Social Services and the Welsh Government supports their implementation via the £7.2 million Prevention and Early Years fund.

Focusing on our current and future data requirements has also been an area of focus, including modelling projections of smoking prevalence to 2030 and developing the use of diverse data sources to understand the characteristics of smokers in Wales and how this can inform our future actions.

Full details of how each action in the five Priority Action Areas is being taken forward is provided in Annex 1.



# Annex 1

### Priority action area 1 – Smoke-free environments

Significant progress has been made to support denormalisation of smoking and to reduce exposure to second-hand smoke in Wales. In 2007 it became illegal to smoke in enclosed public and workspaces in Wales and in 2015, smoking was banned in cars carrying children. On 1 March 2021, hospital grounds, school grounds, outdoor areas of childcare settings and public playgrounds became smoke-free. In this first year of the 2022-24 delivery plan, smoking rooms in mental health units have been phased out and smoking bedrooms in hotels as well as in self-contained holiday accommodation have been banned (the requirements came into force on 1 September 2022).

To support all the actions within this Priority Action Area, a working group was established in December 2022 and chaired by the Chief Executive of ASH Wales Cymru to:

- Conduct a baseline review of existing policies and practices undertaken at all HBs and appropriate Trusts.
- In line with the findings of the baseline review, examine previous guidance issued to HBs by PHW before the introduction of the legislation and make recommendations for changes as appropriate.
- Make recommendations to the Implementation Group to strengthen compliance with the regulations.
- Monitor and support implementation of all other existing smoke-free spaces, including the recently introduced restriction in public playgrounds, school grounds and outdoor areas of childcare settings, holiday and temporary accommodation and mental health units.
- Make written reports available to the Implementation Group on a quarterly basis, and oral updates as part of a deep dive at least annually.



#### Action

1.1 Monitor and support the implementation of all existing smoke-free spaces, including the recently introduced restriction in hospital grounds, public playgrounds, school grounds and outdoor areas of childcare settings, and holiday and temporary accommodation and mental health units.

#### Progress during 2022/23

Since the Smoke-free requirements came into force on 1 March 2021, there have been some issues with compliance in hospital grounds. To support HBs with their duties as required by the legislation, the following actions have been undertaken:

- Public Health Wales (PHW) created a campaign to support the 1-year anniversary of the introduction of the new legislation, including creating assets for HBs to use in their local activities.
- PHW has undertaken work to develop a new animation to raise public awareness of the smoke-free requirements in hospital grounds. The animation was provided to HBs to display on screen across hospital sites; and will form part of the HMQ in Hospital programme's staff training.

Working with local authority public protection officers, Welsh Government officials continue to look at enforcement capacity in hospital grounds and in other smoke-free places.

PHW have consulted on the creation of supportive training and education material for hospital staff based on materials created for Sheffield Teaching Hospital.

Welsh Government officials have begun data collection from local authorities around compliance with the legislation in areas of local authority responsibility (school grounds and public playgrounds).

Playgrounds – councils have received support and advice through presentations and discussions with ASH Wales for implementation in their areas.

In relation to smoke-free beaches:

- ASH Wales attended and presented to the Welsh Beach Managers Meeting to promote the campaign for Smoke free Beaches and to build relationships with authorities and relevant organisations following from this, with support from Betsi Cadwalladr University Health Board, Anglesey have committed to launching a Smokefree Beach in 2024, with survey work Summer 2023 and implementation planning Autumn 2023.
- Organisations such as RNLI and Natural Resources Wales have also expressed support in campaign events if they have capacity.
- 1.2 Explore the establishment of additional smoke-free spaces in Wales.
- 1.3 Advocate for publicly funded organisations to be smoke-free, including supporting more smoke-free spaces and embedding smoke-free principles.

PHW have undertaken a literature review of smoke-free spaces, exploring the evidence and rationale to extending smoke-free spaces in Wales, to support denormalising smoking.

PHW have undertaken qualitative surveys of attitudes towards smoking in Wales which indicate that there would be support for additional smoke-free spaces in Wales<sup>1</sup>.

The School Health Research Network (SHRN) Health and Wellbeing Survey asked for young people's views on smoke-free places as a special topic during the 2021/22 survey<sup>2</sup>.

The Tobacco Control Strategic Board will consider during their December 2023 meeting what further actions could be undertaken in relation to smoke-free areas and whether bringing forward legislation should be recommended.

<sup>1</sup> Beaufort Research Public attitudes to new smoke free outdoor spaces in Wales 2022.pdf

<sup>2 &</sup>lt;a href="https://www.shrn.org.uk/national-data/">https://www.shrn.org.uk/national-data/</a> page 174

Action	Progress during 2022/23
1.4 Explore the role of environmental messages within tobacco control and work with	Waste cigarette butts and packaging have a significant environmental impact. Cigarette butts are known to be the most frequently littered item in Wales³ and the cost of cleaning up littered cigarette butts is around £40 million per year in the UK. The rise in the use of vaping products, particularly single use items also has a significant environmental impact.
the UK Government and other Devolved Administrations to support UK-wide action to tackle the environmental impacts of smoking.	Officials in Welsh Government are working with other UK nations to establish how the environmental impacts of these items can be addressed. This includes looking at the opportunities within the Environmental Protection (Single-use Plastic Products) (Wales) Act 2023 which aims to address single-use plastic products in Wales; the requirements for disposal in the Waste Electrical and Electronic Equipment Regulations (WEEE) 2013 and extended producer responsibility schemes as provided in the Environment Act 2021.

## Priority action area 2 – Continuous improvement and support for innovation

The strategy is clear that we need to build upon the successes of the existing tobacco control systems but also look for innovative, evidence-based interventions to scale up and support our ambition. In the first year of this delivery plan, we have focused on exploring the role of e-cigarettes and other nicotine products and the implementation of a systematic Help Me Quit in Hospital model for Wales.

Action	Progress during 2022/23
2.1 Implement a systematic Help Me Quit in Hospital smoking cessation service in Wales utilising learning from Canada's Ottawa Model for Smoking Cessation and adapting this for Wales with the additional inclusion of a prehospital stage in the programme.	PHW led the development of the Help Me Quit (HMQ) in Hospital Programme in partnership with Directors of Public Health. The Programme Board was established October 2022 and meets on a quarterly basis. A 3-year phased implementation plan has been developed, ratified, and is being overseen by the Programme Board. Year 2 implementation objectives have been progressed and three working groups have been established to develop priority work on data, training and IT/infrastructure. A minimum dataset for the Help Me Quit in Hospital programme has been developed to support implementation of the programme, service delivery and reporting mechanisms. Further work is planned to undertake a consultation exercise with key stakeholders to further refine the dataset.
	Partnership work with Digital Health Care Wales is underway to embed the minimum dataset into health databases to ensure the IT infrastructure is in place to facilitate service delivery and to support monitoring and reporting.
	A training needs analysis and training scoping exercise has been undertaken to determine the training needs of the workforce to enable delivery of the Help Me Quit in Hospital intervention effectively. Work is underway to develop an e-learning training package.

#### Action

2.2 Continually optimise smoking cessation and prevention of uptake provision. Explore innovative and digital methods to reduce smoking uptake and promote smoking cessation. Ensure a joined-up approach with consistent support for smokers to increase uptake of smoking cessation. Work with groups with the highest smoking prevalence or lowest uptake of smoking cessation services to understand barriers to smoking cessation and explore innovative solutions.

#### Progress during 2022/23

In June 2022, PHW awarded a three-year contract to develop and implement a new Health Improvement Patient Administration system (HIPAS) covering both HMQ and the National Exercise Referral Scheme (NERS). PHW have led engagement sessions with all HMQ service providers and undertaken the review of the current client databases and data sets used by services. The HIPAS system will support provision of a consistent, seamless and high-quality service to clients and improved provision of timely, consistent and relevant data and analysis to local and national teams. Following an engagement process with service providers across the cessation system, a draft dataset has been developed. The new HMQ Patient administration system has been developed, with the new system scheduled for initial roll out to HMQ service providers in Q4 2023/24, which interfaces to wider referral and service providers to be developed in 2024-25.

Guidance was issued to Police Forces in Wales on smoking in cars and the advice and services the Police can provide to members of the public who are found smoking in cars with children. This included opportunities for officers to signpost to the dangers of smoking (especially second-hand smoke to children in cars) and highlight to them opportunities around smoking cessation activities.

At its meeting in June 2022, the UK National Screening Committee (UK NSC) made a positive recommendation on targeted lung cancer screening in people aged 55-74 years with a history of smoking. Part of the recommendation was for the screening programme to have integrated smoking cessation service provision. The UK NSC also stated that the implementation of screening for lung cancer should not be seen as an alternative to the delivery of high-quality smoking cessation services across all age groups. The Welsh Government has accepted the Committee's recommendation in principle and is considering how this could be delivered in Wales. We are working with PHW to explore options and will learn from the findings of a lung screening pilot which is being conducted in the Cwm Taf Morgannwg University Health Board area. Officials have requested PHW undertake a scoping exercise to better understand the potential benefits of introducing a targeted lung screening programme in Wales, the suggested pathway, and the activity and estimated resource implications for both the programme and HBs. The other UK nations are in a similar scoping phase to Wales, however England has a number of Lung Health Check pilots operational and plans to expand these into a national programme by 2028-29.

Action	Progress during 2022/23
2.3 Explore the role of e-cigarettes and other nicotine products for smoking cessation.	Wales, in common with other parts of the UK and countries internationally, is experiencing a rapid increase in reports of young people vaping. PHW has convened an Incident Response Group (IRG) to investigate and respond to Vaping in Young People in Wales.
	PHW has initiated work on the feasibility of expanding the current HMQ cessation service to become a national Nicotine Dependency Service which will therefore support those who wish to stop vaping as well as tobacco use. A review of the epidemiology of vaping in Wales; an evidence review of vaping cessation interventions; and a stakeholder review have already been initiated.
	Young adults aged 18-24 are the population group with the largest proportion of smokers. In order to develop a detailed understanding of the smoking behaviour in this age group, PHW have undertaken user insight research. This has informed approaches to prevent uptake of smoking and cessation and understanding e-cigarette use. A plan to address action/intervention is currently being developed.
	PHW has led the development of guidance on children and young people vaping, to support education settings, working in partnership with Education colleagues. This guidance was issued to schools in September 2023 <sup>4</sup> .
	Officials currently sit on a vaping working group 'Operation Blackspear' which is led by Trading Standards Wales (TSW). Welsh Government is working closely with stakeholders to understand how to tackle the rise of the illegal vaping market and how TSW tackle the rise in underage sales of e-cigarettes.

<sup>4</sup> Information and Guidance on Vaping for Secondary-aged learners in Wales – Public Health Wales (nhs.wales)

# Priority action area 3 – Priority groups

In the first year of this delivery plan, we have focused efforts on reducing maternal smoking and supporting children and young people.

Action	Progress during 2022/23
3.1 Review the evidence and data around smoking cessation support for priority groups and identify where gaps exist, including where the greatest impact can be made.	PHW are leading on a programme of work to assess the data available for surveillance and monitoring of tobacco use in Wales. This work has:  • reviewed the routine data sources we currently have available for surveillance and monitoring  • proposed a suite of indicators to monitor change  • provided a clear picture of the current smoking population in Wales to guide action  • identified data gaps and suggested solutions  • supported the evaluation of key actions in the delivery plan  • highlighted areas for action.
3.2 Engage with people from priority groups and organisations representing priority groups to understand their reasons for smoking and barriers to smoking cessation, and work with them to develop tailored actions to support tobacco control.	PHW have undertaken work to gather insight to understand the motivations and drivers of smoking behaviour amongst committed smokers across Wales. The insight, which also included exploring levers for engagement with smokers, led to the development of a suite of smoking personas which will be utilised to develop targeted messaging for future HMQ communications campaigns and optimising future service delivery.  PHW have undertaken work to gather insight to understand the smoking behaviour of young adults (age 18-24) to inform actions for the cessation and prevent uptake of smoking. Further development work is underway to explore the literature in this topic area to shape targeted approaches to prevention and cessation activity for this population group.  The LGBTQ+ Action Plan acknowledges that the LGBTQ+ community has a higher-level of substance misuse, including alcohol and smoking and includes the following action In the context of healthcare and social care, review evidence concerning the impact of certain behaviours (e.g. substance misuse behaviour, tobacco use, sexual health and mental health) that may disproportionately affect LGBTQ+ individuals. Use the review to identify best pathways to commission services.  Welsh Government officials are working to progress this action, the outcome of which will support our tobacco interventions for the community.

Action	Progress during 2022/23
3.3 Increase the percentage of smoke-free pregnancies by looking at initiatives to reduce smoking in pregnancy and optimise smoking cessation provision for all pregnant people across Wales. Work with maternity services to ensure that all pregnant women have their smoking status recorded and appropriate referrals made to smoking cessation services. We will also promote the importance of being smoke-free	Tobacco smoking or exposure to second-hand smoke remains a preventable factor associated with complications in pregnancy. We have national guidance <sup>5</sup> in place to support pregnant people who are smokers by recommending that all pregnant people are asked about their smoking status at antenatal appointments and referred to appropriate smoking cessation services for ongoing support. Targeted smoking cessation support is offered to pregnant people in Wales, but further action is required to increase the proportion of smoke-free pregnancies, including promoting a smoke-free preconception period.  The reduction of maternal smoking is a priority of the Deputy Minister for Mental Health and Wellbeing and to support this, HBs across Wales have received Prevention and Early Years funding. An example of the funding used to support the reduction in maternal smoking is a pilot incentives scheme for pregnant smokers, funded by Betsi Cadwalader Health Board. This pilot went live in October 2022 <sup>6</sup> .  In partnership with the Directors of Public Health, PHW have conducted a review of current maternal smoking cessation services in Wales compared to the evidence base for effective practice; and have developed an implementation plan including making recommendations for improvement across the system.
before pregnancy.  3.4 Ensure messaging is clear and consistent and is tailored to engage with our different priority groups.	PHW are currently undertaking a comprehensive review of the communication and campaign activities (current and historic) which will inform the development of a new social marketing strategy for Help Me Quit. The new strategy will inform the user
	journey, digital products, creative and audience segmentation for Help Me Quit.  PHW led a campaign, targeted at smokers called 'Feel The Difference' which has performed well. The campaign creative features three distinct audience groups and motivations for quitting with Help Me Quit.
	By the end of 2023/24 a new creative campaign will be developed, based on the findings of PHW's on-going strategic review and other insight work.
	JustB Smoke-free is an evidence-based smoking prevention intervention developed and delivered to targeted schools in Wales by PHW. The programme works with influential year eight pupils to equip them with the knowledge, skills and motivation to promote the benefits of remaining smoke free amongst their peers prior to the age of typical smoking initiation. JustB face-to-face delivery was paused during the COVID-19 pandemic and reinstated in the academic year 2022/23. The programme content and resources have been reviewed and updated, and now includes content on vaping. A new stakeholder engagement and communication plan has been developed.

Guidelines Template March 2011 (nhs.wales)
 Pilot voucher scheme to offer extra support for pregnant women to quit smoking – Betsi Cadwaladr University Health Board (nhs.wales)

Action	Progress during 2022/23
3.5 Work to explore the evidence base, and working with partners, identify additional priority	In recognition that as smoking prevalence rates reduce and an increasingly targeted approach will be needed, PHW have led on the data programme of work, undertaking analysis and profiling the smoking population to enable better understanding of the smoking population and characteristics to support more detailed and targeted work with these groups of smokers.
groups that we should work with to provide appropriate, additional support.	PHW has undertaken insight research that will support the development of a suite of Personas that will complement the data development programme and cluster analysis work. This Persona insight will inform the development of services and communications designed to motivate and support people to stop smoking. Additional analysis is being undertaken to inform suitable interventions, service provision and the communication strategy for 2023/24.
	The HIPAS (see Section 2.2) is being developed to improve capacity to identify those from priority groups across the cessation system and the capability to understand their needs and experiences of accessing services.

## Priority action area 4 – Tackle illegal tobacco and support the tobacco control legal framework

Tackling illegal tobacco is a key issue for tobacco control in Wales. Despite the known harms and its strong links to organised crime, many people are unaware of the damage illegal tobacco causes and do not feel that it is an important issue in their community.

Action	Progress during 2022/23
4.1 Review the evidence and data around the illegal tobacco landscape in Wales and identify where gaps exist.	Operation CeCe is a joint initiative between National Trading Standards and HMRC to tackle the illegal tobacco trade. Intelligence from Operation CeCe will continue to be monitored to provide a clear understanding of the communities in Wales where illegal tobacco is most prevalent to be able to direct resources appropriately.
	A NEMS survey was completed in 2022 to help gain information and insight into illegal tobacco prevalence in Wales. This information will be used to identify where the gaps are to be able to target resources more effectively.
	As part of the vaping working group 'Operation Blackspear' which is led by Trading Standards Wales, evidence and data is being shared with the group on illegal vapes to understand the scale across Wales.
4.2 Raise awareness of illegal tobacco and its impacts through	In January 2022 the Wales Illegal Tobacco Campaign, funded by Welsh Government, was developed in collaboration with partners to increase the health and wellbeing of the population in Wales by:
communications materials and	Reducing the demand for illegal tobacco in Wales.
campaigns.	Reducing public acceptability of illegal tobacco in Wales.
	Increasing public awareness and influencing the public to become uncomfortable buying illegal tobacco and more likely to report it.
	Supporting the enforcement and disruption work being carried out by Trading Standards Wales and HMRC across Wales.
	Due to the success of the January 2022 campaign, in January to March 2023 a further Illegal Tobacco Campaign was funded by Welsh Government. The aim of this campaign was to target partners, current users of illegal tobacco, the general public and retailers.
	Campaign materials created in January 2023 were shared with schools across Dysg to use across their platforms and to use materials across school grounds.
4.3 Develop a system to share information about illegal tobacco which supports effective enforcement across Wales.	The No Ifs. No Butts. website was developed and is hosted by ASH Wales. It provides information and news about illegal tobacco in Wales. It also provides a reporting mechanism for the public to report illegal tobacco activity in their area anonymously. This information is then passed to the Regional Intelligence Team for Trading Standards Wales where the information is disseminated to the appropriate Local Authority for action. Since the launch of the website in January 2022 there have been 407 actionable reports of illegal tobacco activity including 13 from the police reporting. There have been 28,443 views of the website with 19,000 new users. Reporting activity significantly increased during the three dedicated media campaign bursts.

Action	Progress during 2022/23
4.4 Work with partners including the Police, HMRC and local authorities to explore innovative ideas to tackle illegal tobacco	In March 2022, Welsh Government funded two webinars for police officers, police community support officers and schools to raise awareness of illegal tobacco, how illegal tobacco affects communities and the links with serious organised crime. ASH Wales hosted the training, and a panel of experts was available to answer questions following the training, including representatives from Operation CeCe and the Regional Organised Crime Unit (ROCU).
across Wales.	Due to the success of the training in March 2022, Trading Standards Wales requested training to equip all enforcement officers with the ability to use innovative legislation to successfully deal with illegal tobacco in their own local authorities. 97 officers attended the training across Wales. A toolkit was produced and shared with Trading Standards Wales for officers to refer to following the training.
4.5 Undertake a review of the tobacco control enforcement tools available in Wales to understand if and where strengthening is required.	A review of the outstanding chapters of the Public Health (Wales) Act 2017 was issued to stakeholders to gain their view and undertake a review of the tools available to protect the public, particularly children and young people, from the harms of tobacco and nicotine products. The outcome of the review will be shared with the Tobacco Control Strategic Board in December 2023.

## Priority action area 5 – Working across the UK

Wales has strong links and will continue to work in partnership with Governments and organisations in the other UK nations. This includes working on the development of policy to share best practice and to advocate, support and implement strong tobacco control measures, including how we can support recommendations made by the Khan Review because we recognise this will be crucially important in achieving a smoke-free Wales.

Action	Progress during 2022/23
5.1 Review tobacco control actions and policies that are implemented by other UK nations and share best practice on tobacco control	In early 2022, the Secretary of State for Health and Social Care commissioned Dr Javed Khan OBE to review the UK Government's current tobacco control policies and develop recommendations on the actions needed to achieve its ambition to make England smokefree by 2030. The review was independent and evidence-based, and the outcome published in July 2022 made 15 recommendations for the UK Government to achieve a smokefree society.
actions and policies in Wales across the UK.	Whilst the review focused on the actions that the UK Government need to take in England, the evidence collected and the recommendations made by the Khan Review are very important for Wales and the Deputy Minister for Mental Health and Wellbeing has made it clear that she would like to see the implementation of the Review's recommendations and would support
5.2 Continue to work with the other UK Governments on a broad	them in Wales, in particular the key recommendations around raising the age of sale, a polluter pays levy and licensing scheme for retailers.
range of non-devolved tobacco control issues to support a strong tobacco control system, including:	The UK Government announced their new policy priorities on tobacco and vaping devices in April 2023 <sup>7</sup> . Welsh Government officials continue to work with those across the UK on the implementation of joint tobacco policy issues and to press for actions in non-devolved areas to eradicate smoking.
<ul><li>a. Age of sale</li><li>b. The environmental impact of smoking</li></ul>	Public Health Wales and ASH Cymru continue to meet regularly with counterparts in Scotland, England and Northern Ireland to share details of current activity and planned work and identify areas of shared interest and potential co-ordination.
<ul> <li>c. Safety warnings on tobacco and nicotine products</li> </ul>	
d. Tobacco pricing, levy and taxation	

<sup>7</sup> https://www.gov.uk/government/speeches/minister-neil-obrien-speech-on-achieving-smokefree-2030-cutting-smoking-and-stopping-kids-vaping