

TRAFFORD COUNCIL

Report to: Executive
Date: 27th January 2025
Report for: Noting
Report of: Executive Member for Healthy and Independent Lives

Report Title

Update on Stopping the Start: The Government's Plan to Create a Smokefree Generation and the Council's response.

Purpose

To provide information to the Executive regarding the Government's ambition to create a smokefree generation and the local implications of this.

To provide an update in relation to plans across Greater Manchester and Trafford to progress this ambition at a regional and local level.

Recommendations

That the Executive:

- To note the content of the Report.
- To note the requirement to resource implementation of the new licencing provisions as well as, but separate to, the new Trading Standards requirements.

Contact person for access to background papers and further information:

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Background Papers: None

Implications:

CORPORATE PRIORITIES AND GOVERNANCE CONSIDERATIONS	
The Best Start for Children and Young People	<i>Legislation will have positive impact on children and young people in preventing them from smoking and vaping.</i>
Healthy and Independent Lives for Everyone	<i>Legislation will have positive impact on resident's health and wellbeing through smoking cessation.</i>
A Thriving Economy and Homes for All	<i>Legislation will have positive impact on resident's financial circumstances.</i>
Adress the Climate Crisis	<i>Legislation to ban disposable vapes will have a positive environmental impact.</i>
Culture, Sport and Heritage for Everyone	<i>No impact</i>
Relationship to Policy Framework/Corporate Priorities	<i>The Corporate Plan 2024/25 has a key indicator around reducing the number of smokers in Trafford, particularly targeting people from manual occupations and those with severe mental illnesses.</i>
Relationship to GM Policy or Strategy Framework	<i>GM has a large programme dedicated to smoking cessation, Making Smoking History. Government has the Smoke Free Britain programme.</i>
Financial Considerations	<p><i>Specific funding required for Licensing to implement proposed licensing scheme. Trafford Council receives a specific grant for Smoking Cessation services and £10m is proposed nationally for Trading Standards enforcement.</i></p> <p><i>Societal cost of smoking in Trafford is estimated at £128m per year (with £4.76m to healthcare/ £49.6m to social care/ £72.4m to loss of productivity & employment/ £886k to fire costs). Every quit saves the Trafford system £557 per year.</i></p>
Legal Implications:	<i>Legal advice will ensure that Trafford Council is compliant when the bill becomes legislation.</i>
Equality/Diversity Implications	<i>Smoking gives large inequalities for local residents. People are far more likely to smoke if from high areas of deprivation or from certain groups identified in the Council's Smoking Needs Assessment (e.g. mental illness, homeless, criminal justice, substance misuse, Gypsy Roma Travellers).</i>

Sustainability Implications	<i>Smoking cessation has long term sustainability impacts on local authority budgets as an invest to save programme.</i>
Resource Implications e.g., Staffing / ICT / Assets	<i>Staffing resources to implement the bill, specifically for Public Health to develop cessation programmes, for Trading Standards to enforce new regulations and Licensing to implement proposed licensing arrangements.</i>
Risk Management Implications	<i>A risk management log may be required for the new licensing proposals.</i>
Health & Wellbeing Implications	<i>Smoking is the single most important preventable cause of ill health, disability, and death. Any reduction in smoking from this bill will have a positive impact on the health and wellbeing of Trafford residents.</i>
Health and Safety Implications	<i>None as a consequence of this report</i>
Socioeconomic Duty Implications	<i>Addresses inequalities as certain groups are more likely to smoke i.e. those living in areas of higher deprivation. Will have a positive impact on their financial circumstances.</i>

1.0 Background

- 1.1 Tobacco remains the single most important preventable cause of ill health, disability, and death in the country, responsible for 5,700 deaths in Greater Manchester each year and more than 24,000 hospital admissions to treat smoking-related illnesses. At least half of all lifelong smokers die prematurely, losing on average around 10 years of life. No other consumer product kills up to 2 in 3 users.
- 1.2 There are different statistical tools for measuring smoking prevalence. The Annual Population Survey (APS) for 2023 indicates that smoking prevalence in Trafford is 9.6%, whereas the General Practice Patient Survey (GPPS) data, for 2022, indicates a prevalence of 11.8%.
- 1.3 Trafford's adult smoking rates are lower than the England rate of 12.4% based upon APS three-year range, 2021-2023) and align to what the Council would expect, when considering key indicators such as socio-economic status. Smoking is the primary cause of inequalities in health outcomes. Trafford's smoking rate is almost half the rate it was in 2011 showing significant progress.
- 1.4 Other significant data indicates:

- In Trafford, 3.8% of pregnant women smoke at the time of delivery in 2022-23 meeting the national target of 6% or below. This is the lowest prevalence of all GM local authorities, though still a cause for concern given the risk to mother and baby.
- 16.8% of adults in routine and manual occupations smoke compared to the England average of 19.5% (2023).
- People with substance dependence are more likely to smoke, 36% in Trafford compared to 41% nationally (2022).
- People with a serious mental illness are more likely to smoke, at 42.1% in Trafford, which is higher than the England average of 40.5% (2015).

1.5 Further details around Trafford’s smoking prevalence and needs can be found in Trafford’s Smoking Needs Assessment (Appendix 1).

1.6 This paper will outline Trafford’s progress on implementing ‘stopping the start: the government’s ambitions to create a smokefree generation’ at a local level and to share details of the Greater Manchester Making Smoking History Tobacco Strategy.

2.0 Creating a Smokefree Generation

2.1 The Tobacco and Vapes Bill was introduced in the House of Commons on 20 March 2024. On Tuesday 16 April 2024, the Tobacco and Vapes Bill passed its second reading in the House of Commons. The Bill was introduced by the new government into the 2024-25 session on 5 November 2024 and has had its first and second reading and is now at the committee stage.

2.2 The Bill aims to:

- Create a smokefree generation
- Crack down on youth vaping
- Strengthen enforcement and clamp down on underage sales

3.0 Tobacco and Nicotine Proposals

3.1 The Bill would make it illegal across the UK to sell any tobacco products¹ to anyone born on or after 1 January 2009, raising the current legal age of 18. It applies directly in England and Wales and amends existing legislation in Scotland and Northern Ireland. This contributes to the government’s initiative for a smokefree generation by 2030 and will dramatically reduce smoking in young people by 2040, preventing up to 115,000 cases of serious health issues by 2075.

¹ Tobacco products include cigarettes, hand rolled tobacco, cigars, cigarillos, pipe tobacco, waterpipe tobacco products (for example, shisha), chewing tobacco, heated tobacco, nasal tobacco (snuff), herbal smoking products, cigarette papers and nicotine products such as pouches.

- 3.2 Proposals also include standardising packaging and including pack inserts with motivational messaging and support to stop smoking included in all tobacco related products. The insert proposal has been out to consultation and there is currently a call for evidence on standardised packaging.
- 3.3 In August 2024, the Government announced a further proposal through secondary legislation to ban smoking outside in public places, based on the fact that there are more people vulnerable to second hand smoke (Asthma, CVD, COPD) than there are smokers. The proposal will not include the hospitality sector or wider spaces such as beaches but is proposed for schools, hospitals and playgrounds. There will be a consultation to determine the detail of this. The proposal may also make all smoke free places vape free. The consultation may need to consider the implication of vape free outdoor spaces in some hospital sites. This is due to evidence around hospital smoking cessation programmes promoting vapes as smoking cessation tools. There is the possibility that certain sites could have exemptions i.e. mental health inpatient units.

4.0 Reducing Youth Access to Vapes

- 4.1 Trafford Council and partners identified early the concerns of young people, schools, parents and others about use of vapes and misinformation about risks and types. Whilst vapes are a useful quit aid for adult existing smokers, there are risks to young people if used recreationally, including nicotine addiction.
- 4.2 Trafford Council worked with the Youth Cabinet to design materials to be shared with young people and used in schools, before lesson plans were available nationally. The Council also commissioned additional support and information sessions for parents, schools and children and young people in 2024 which has been extended into next year.
- 4.3 In December 2023, the Government consulted on measures to reduce the appeal and availability of vapes to children. It is already illegal to sell nicotine vapes to under-18s in the UK. The Bill introduces further measures to close the loopholes to target young people:
- In England and Wales, selling non-nicotine vapes to under-18s would become illegal.
 - The Secretary of State would be empowered to regulate the packaging, contents, and youth targeted flavouring of vaping products across the UK.
 - Free distribution of vapes to under-18s would be prohibited in England and Wales.
 - Extend the ban on cigarette vending machines to include vapes and nicotine products.
 - The Bill would allow the regulation of vaping product displays in retail stores and marketing in England and Wales.

4.4 There is a separate piece of legislation through the Department for Environment, Food and Rural Affairs to stop the sale/supply of disposable vapes. This has passed into law and will come into effect in June 2025.

4.5 Trafford provided a response to the original Tobacco and Vapes bill consultation which included input from public health, trading standards, school health and education. Trafford's businesses were also approached but did not respond.

4.6 Trafford Council's Public Health Team hosted a Population Health Fellow (a School Nurse at the time) who produced research in 2024 into Trafford youth vaping in conjunction with Healthwatch Trafford. Key Findings:

- 81% of children and young people said they do not vape and have never tried it and 5% claim to vape on a regular basis.
- 42% of children and young people who currently vape are planning to either cut down or stop vaping or are already trying to do so.
- 55.3% of young vapers said their first vape is before 9am with 31.6% vaping in bed when they first wake up.
- 54.8% of children and young people reported vaping or seeing vaping in toilets at school, 25.4% in the classroom and 13.7% in the corridors.
- 70.8% who vape claimed they would still vape if sweet/berry/candy flavour vapes didn't exist anymore and 10% said they would move to smoke cigarettes.
- 2% of children and young people in Trafford had tried nicotine pouches and a further 2% were using it regularly

5.0 Strengthening Enforcement and Licensing

5.1 The Government has provided £30 million to fund stricter enforcement and better age verification for online and in-store sales. £10million of this is intended to come to Trading Standards departments, who are described as the main enforcement authority.

5.2 The Bill would allow authorities in England and Wales not only to extend powers to bring a criminal prosecution, but will also permit the use of other enforcement sanctions such as on-the-spot £200 fines for:

- Selling tobacco to individuals born on or after 1 January 2009 or selling vapes to under-18s.
- Purchasing tobacco or vapes for minors.
- Distributing free vapes to under-18s.

5.3 The Bill will also bring in the requirement for tobacco retailers to prominently display a notice within their premises that reads:

"It is illegal to sell tobacco products to anyone born on or after 1st January 2009"

Failure to do so could lead to a fine of up to £1000. For persistent breaches, Courts could impose restrictions on businesses or individuals, banning them from selling tobacco or vaping products for up to a year.

- 5.4 The Bill makes it an offence to manufacture, sell or possess with an intent to supply what is known as 'snus'; tobacco products that are intended for oral use (not intended to be inhaled or chewed) and consist wholly or partly of tobacco in powder or particulate form.
- 5.5 Regulations will be introduced to regulate the display, pricing and packaging of tobacco products, vaping products and nicotine products.
- 5.6 The sale of cigarettes and vapes is proposed to be subject to similar licensing laws to the sale of alcohol, which will give greater local controls over where they are sold. The local authority will be the licencing authority responsible for granting the licences. It will make provisions regarding the granting of a licence due to premise's proximity to a school or to limit the number of licences within a given radius and make provisions to allow conditions such as the requirements needed to maintain a licence.
- 5.7 Currently there is no funding proposed for licencing set up, writing of required policies to reflect Government policy so the local authority will have to make financial arrangements for such.
- 5.8 The Bill also extends powers to the licencing authority to not only bring a criminal prosecution but also gives the power to issue fixed penalty notices up to £2,500 with regards to licencing.
- 5.9 For persistent breaches, Courts could impose restrictions on businesses or individuals, banning them from selling tobacco or vaping products for up to a year.

6.0 Economic and Financial Proposals

- 6.1 The Government's impact assessment estimates societal benefits of approximately £18.6 billion, largely from productivity gains due to reduced smoking. This figure does not account for lost tobacco duty revenue, but even with this included, the Bill's overall impact remains positive.
- 6.2 The autumn budget in November 2024 proposed a duty on the sale of vapes as is in place for tobacco beginning in October 2026. This will be £2.20 per 10ml of liquid and accompanied by an equivalent £2.20 per 100 cigarettes in tobacco duty to maintain the financial incentive to stop smoking.
- 6.3 There is further funding of £10m proposed nationally to Trading Standards to support these proposals, but the detail of how this will be distributed is still to be determined.

- 6.4 An additional £70 million annually has been distributed to local authorities to double funding for local stop-smoking services and help 360,000 people quit. A further £15 million will go to tobacco awareness campaigns.
- 6.5 There is no funding currently allocated to establishing licensing processes.

7.0 The Greater Manchester Strategy

- 7.1 Greater Manchester (GM) is committed to becoming the first global city region to be smokefree by 2030 and since 2017 has been delivering its evidence-based Making Smoking History (MSH) strategy through a partnership of city region, local authority and community-based programmes.
- 7.2 The GM MSH Strategy launched in November 2024 for the period of 2024-2030. This strategy will follow a GMPOWER model, based on a World Health Organization model recognised worldwide to help reduce tobacco use.
- 7.3 The GMPOWER model has the following structure:
- G**row a social movement.
 - M**onitor tobacco use.
 - P**rotect people from second-hand smoke.
 - O**ffer help to quit.
 - W**arn people of the dangers of tobacco.
 - E**nforce regulations.
 - R**aise the price of tobacco.
- 7.4 Elements of GMPOWER are incorporated throughout Trafford's own Tobacco Alliance strategy and action plan, meaning Trafford are working in a manner which is in line with the GM vision and developments.
- 7.5 The strategy is available at: [Making Smoking History in Greater Manchester: Strategic Delivery Framework And Action Plan 2024–2030](#)

8.0 Trafford's Approach

8.1 Tobacco Alliance and Action Plan:

- 8.1.1 Tackling tobacco harm is one of the five key priority areas for Trafford Council's Health and Wellbeing Board (HWBB). The HWBB completed a deep dive in November 2022 and as a result of this, The Trafford Tobacco Alliance was established in June 2023. This was a collective partnership of stakeholders and local representatives to address smoking related harm in Trafford. The Alliance has outlined the vision to make Trafford Smokefree by 2030 in line with the Government's aims. This would mean that less than 5% of the population would smoke. In doing so, the Council would be ensuring the health and wellbeing of all Trafford residents is maximised and individuals and their families can avoid consequences of tobacco harm.

8.1.2 The Alliance has developed a strategy in line with Trafford smoking needs assessment. There were four key areas included in the strategy:

- Reducing variation in smoking rates;
- Prevention & reducing risk;
- Effective enforcement;
- Protecting the environment.

8.1.3 All four of these chapters have been covered via an Action Plan with each Tobacco Alliance meeting focussing on one area.

8.2 Reducing Variation in Smoking Rates

8.2.1 Trafford Council has received **£208,410 in 2024-2025** to support local authority led stop smoking services. This funding is expected to continue until 2028-2029.

8.2.2 The Council's Public Health Team has created plans for this grant funding in partnership with the Trafford Tobacco Alliance Members, in line with intelligence from Trafford's smoking needs assessment, vision, strategy and action plan.

8.2.3 These plans include a targeted approach for population groups with higher smoking rates to reduce health inequalities. A summary of these groups is outlined in the figure below:

Figure 1: A targeted approach to reducing smoking related harm in Trafford – November 2023 Baseline






8.2.4 Following a commissioning process, the Council now has further provision in place as described below and represented in Figure 2:

Figure 2: A targeted approach to reducing smoking related harm in Trafford – October 2024 Progress



8.2.5 The Council is pleased to announce that it has awarded various Voluntary, Community and Social Enterprise (VCSE) organisations to deliver smoking cessation services with projects that started in April 2024. These include:

	<p>Age UK Trafford are delivering a support to stop smoking service for those over the age of 50 in Trafford. The 12 weeks support offer will include 1:1 sessions, group sessions and peer support. The service will offer guidance and support for individual goal setting and utilise various quit aids including nicotine replacement therapy and e-cigarettes. The service accepts referrals from individuals and organisations. As part of the service a basic health check will be offered to clients to provide a holistic approach to their lifestyle and wellbeing.</p>
	<p>Gorse Hill Studios are offering a new Stop Smoking project tailored specifically for care leavers seeking to kick their habit or reduce smoking and vaping. This will engage care leavers in activities like cooking, art, music, dance, and sports, while exploring the reasons behind their smoking habits. Care leavers will benefit from both group and one-on-one sessions, receiving mentoring and support to adopt a healthier lifestyle. They will explore not just the effects of smoking and vaping, but also the psychological triggers driving these behaviours.</p>
	<p>Hidden Treasures will be supporting Trafford residents living in Partington to stop smoking by offering 12-week smoking cessation support including behavioural support and an offer of nicotine replacement therapy. These smoking interventions will be incorporated into their health inequalities project, which</p>

	<p>includes 6 weekly sessions on leading a healthier lifestyle through healthy eating & nutrition, approaches will be targeted to meet the needs of different groups e.g. (CYP, SEND).</p>
	<p>Our Sale West will be offering targeted stop smoking support to those living in Sale West and to routine & manual workers. All Sale West Community Centre staff will be trained to deliver smoking brief interventions to any residents who comes in contact with the service. They will also have a co-ordinator who will lead on offering smoking cessation 1:1 behavioural support and nicotine replacement therapy or e-cigarettes as a quit aid. Wellbeing groups will also be available. A smoking cessation support breakfast will be offered to routine & manual workers to engage them into the smoking cessation offer.</p>
	<p>Trafford Carers Centre will be offering smoking cessation support to carers and other family members. Trafford Carers Centre inhouse nurse who already delivers health checks will use this as an opportunity to identify smokers and offer smoking cessation support to those already in contact with the service. They will also offer the service to any carer who comes into contact with the Trafford Carers Centre, regardless of whether or not they have received a health check. They will offer a combination of 1:1 and group support behavioural support with an offer of nicotine replacement therapy or e-cigarettes as a quit aid.</p>
	<p>Voice of BME will be targeting support to ethnically diverse communities in Trafford. Similarly to Hidden Treasures, they have been awarded funding to deliver a health inequalities project, by increasing cancer screening and they will be incorporating smoking support into this project. The Voice of BME approach which will include delivery of brief interventions and delivery of the 12-week smoking cessation support.</p>
	<p>BHA in partnership with the LGBTQ+ Foundation will be offering a targeted approach to the LGBTQ+ population. This will include an offer of 1:1 smoking brief interventions, a one-off group session and a targeted social media campaign to engage the LGBTQ+ into smoking cessation support. This offer will be in line with some other GM localities who have also commissioned this service.</p>

8.3 Prevention and Reducing Risk

8.3.1 Trafford Council is leading a communications campaign to raise awareness of support to stop smoking. Posters have been produced where individuals can scan a barcode and get access to get help around stop smoking and they will

be distributed widely across community venues with and associated social media campaign.



8.3.2 Trafford Council has also funded a new service from Early Break which



offers a targeted young people smoking treatment and prevention service. It meets Trafford's needs to help reduce smoking rates in young people and reduce inequalities. Early Break has a

combination of offers including alcohol outreach, smoking cessation and illicit e-cigarette education, training and support. They offer psychosocial interventions in a 1-1 setting which seems to be more effective for young people under 21.

8.4 Effective Enforcement

8.4.1 The Council's Public Health and Trading Standards Team fund an Enforcement Officer role looking at underage and illicit sales of tobacco and e-cigarettes. Below provides a breakdown of the Trafford Trading Standards Enforcement seizures in 2023/24 from shops, storage units, concealments and vehicles.

Figure 3: Trafford Trading Standards Enforcement Activity in 2023/24.

Seizures of:	Totals for 2023/24
Illicit e-cigarettes	40,855 e-cigarettes
Illicit tobacco	93,193 sticks of tobacco

8.4.2 Reporting processes for illegal tobacco and vape selling have also been promoted to Trafford professionals and to the public via the Public Health webpage.

8.5 Protecting the Environment

8.5.1 In relation to outdoor spaces, Trafford Council has recognised that it is important that smoking or vaping is not taking place in the presence of children and young people. Trafford Council held a competition for children and young people to produce a poster to promote vape free and smoke free spaces in early 2024. This poster has now been designed and is due to be installed around 75 schools and 98 parks across the borough. The poster has a QR code which will allow individuals to access support around stopping smoking.

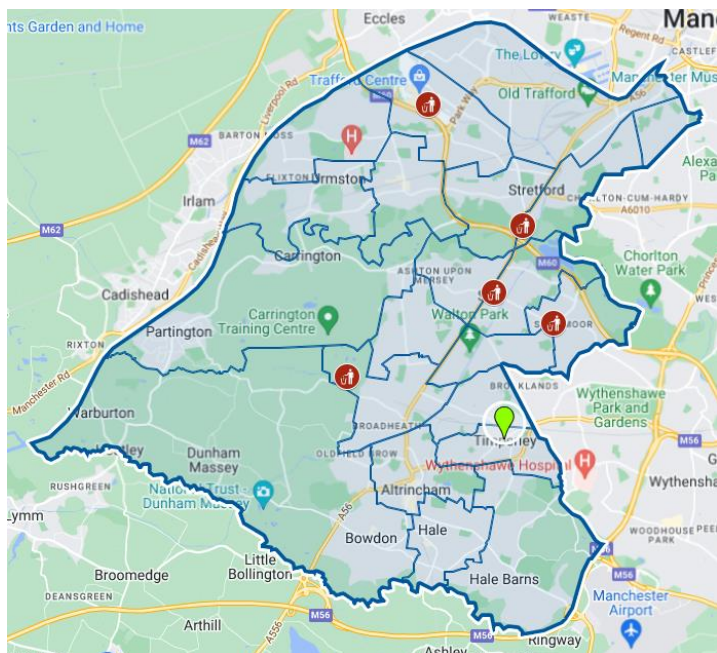
8.5.2 Trafford Council will also continue its close relationships with schools to reduce environmental exposure in the school environment and fund Early Break to deliver training and awareness sessions to teachers, parents and students.

Figure 4: Smokefree and Vape free Spaces Poster



8.5.3 The latest research from Material Focus, has revealed that the number of disposable single-use vapes thrown away has soared from 1.3 million to nearly 5 million per week. This is equivalent to 8 per second being thrown away. The potential yearly cost of collecting and recycling these vapes now stands at £200 million. Vapes require safe disposal as they all contain a battery and pose a fire risk. Trafford's Resources and Waste Management team have said that vape disposal bins are sometimes not fit for purpose, or not being used. To help tackle the problem of vape disposal, Trafford Council have begun a map of known vape disposal sites.

Figure 5: Vape disposal Map



Public health will expand and update this during 2025.

8.5.4 During the last financial year Greater Manchester Fire and Rescue Service reported that there were 110 smoking fires in Trafford. The top five reasons for fires included smoking materials and five out of the 15 deaths caused by these fires were due to smoking materials across Greater Manchester. As a part of the smokefree homes initiative GMFRS colleagues are encouraging people to stop smoking and signposting them to local schemes.

9.0 Other Options

9.1 Trafford Council has the option of spending the smoking grant differently in Trafford. Many other areas of the country operate an in-house smoking cessation service. However, this is not preferable as the Trafford Council approach has allowed the targeting of the resource to specific groups in greater need to reduce inequalities.

9.2 There are no alternatives for Trafford Council to carry out licensing and enforcement elements differently as these will be required by the legislation.

10.0 Consultation

10.1 There is no requirement for Trafford Council to carry out a formal consultation on these new proposals as all consultation is being carried out nationally. Trafford Council will promote all consultation opportunities through local networks.

10.2 Trafford Council's Public Health Team hosted a Population Health Fellow who produced research in 2024 into Trafford youth vaping in conjunction with

Healthwatch Trafford as detailed above. This included 6,000 responses from children, young people and parents.

10.3 Trafford Council consulted with residents in early 2024 through the Citizen's Panel on the planned expenditure for the smoking grant. All resident recommendations were incorporated into the commission.

11.0 Reasons for Recommendation

11.1 As a key piece of proposed legislation, there are several resource implications for Trafford Council.

11.2 This legislation will also have a significant impact on smoking and vaping of future generations and substantially impact the health of Trafford residents.

Key Decision: No

If Key Decision, has 28-day notice been given? N/A

Finance Officer Clearance: DM

Legal Officer Clearance: EM

CORPORATE DIRECTOR'S SIGNATURE:



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

ⁱ [Local stop smoking services and support: funding allocations and methodology - GOV.UK \(www.gov.uk\)](#)
[Stop Battery Fires: 45% Unaware of Battery Disposal Risks](#)