



# EXECUTIVE BOARD DECISION

<b>REPORT OF:</b>	Executive member for Public Health and Wellbeing.
<b>LEAD OFFICERS:</b>	Abdul Razaq – Director of Public Health
<b>DATE:</b>	8 <sup>th</sup> February 2024

<b>PORTFOLIO/S AFFECTED:</b>	All
<b>WARD/S AFFECTED:</b>	(All Wards);
<b>KEY DECISION:</b>	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

**SUBJECT: Development and Procurement of a new Community Stop Smoking Service**

## 1. EXECUTIVE SUMMARY

Tobacco is still the biggest cause of health inequalities and a major disease burden and cause of death in Blackburn with Darwen. The Government's ambition is for England to be Smokefree by 2030 and to increase healthy life expectancy by five years by 2035, while reducing inequalities and levelling up the nation. Smoking is linked to almost every indicator of disadvantage and there is a clear gradient, the more disadvantaged you are the more likely you are to smoke.

In Autumn 2023 ASH (Action on Smoking & Health) updated the Ready Reckoner Tool that references published 2022 Annual Population Survey and Local Tobacco profile data where possible. This tool provides the cost of smoking at a national, regional, local, constituency, combined LA and ward level. [ASH Ready Reckoner - ASH.](#)

Overall the cost of smoking for Blackburn with Darwen is a staggering £187.2M (based on 22,298 smokers) which is derived from the four following areas: Productivity, Healthcare, Social Care and Fires.

- Productivity costs - £122.6M
- Social care costs - £56.4M
- Healthcare costs - £7.1M
- Fire costs – £1.2M

The government is investing an additional £70 million per year to support local authority led stop smoking services and support. This paper sets out proposals to utilise the additional Department of Health & Social Care (DHSC) Grant funding allocations announced in November 2023 ([Local stop smoking services and support: funding allocations and methodology - GOV.UK \(www.gov.uk\)](#)) by commissioning a comprehensive Stop Smoking Service for Blackburn with Darwen. This new service will be in addition to the pharmacy-led model of stop smoking support available to residents currently in place.

Data drawn from the Local Tobacco Control Profiles (POF) notes that smoking prevalence in Blackburn with Darwen rose to 19.4% in 2022 from 15.5% in 2021, the highest level since 2016 (19.5%). [Local Tobacco Control Profiles - Data - OHID \(phe.org.uk\)](https://phe.org.uk/local-tobacco-control-profiles-data)

## 2. RECOMMENDATIONS

The Executive Board are asked to:

- Note the national allocation to Blackburn with Darwen of £237,341 per annum for a five year period from 2024/25 to 2028/29.
- Approve commencement of a tender exercise for a new Community Stop Smoking Service within the financial envelope of the national allocation of £237,341 and existing £51,730 Public Health grant for community smoking cessation activities.
- Approve continuation of the current pharmacy based Stop Smoking support offer via the Provider Selection Regime (PSR) direct award element for the Local Improvement Service contracts to local pharmacy providers to meet the condition of the new allocation that local authorities must maintain their existing spend on stop smoking services, based on the stop smoking service data they have submitted for the year 2022 to 2023.
- Decision to award the contract for the new community Stop Smoking Service delegated to the Director of Public Health in consultation with the Executive Member for Public Health, Prevention and Wellbeing.

## BACKGROUND

The currently applicable strategy for tackling tobacco in England is [Smoke-free generation: tobacco control plan for England 2017](#), which aimed to create a smoke-free generation, defined as an adult smoking rate of 5% or less. Targets were set for the end of 2022 to:

- reduce the number of 15-year-olds who regularly smoke from 8% to 3% or less.
- reduce smoking among adults in England from 15.5% to 12% or less.
- reduce the inequality gap in smoking prevalence between those in routine and manual occupations and the general population.
- reduce the prevalence of smoking in pregnancy from 10.7% to 6% or less.

In 2019, the government published its green paper on preventative health; [Advancing our health: prevention in the 2020s](#). Here, it announced an ambition for England to become 'smokefree' by 2030 – achieved when adult smoking prevalence falls to 5% or less.

In 2022 the government commissioned Javed Khan, former CEO of children's charity Barnardo's to carry out a review into the government's ambition to make England smokefree by 2030. Mr Khan published his independent review, the [Khan Review: making smoking obsolete](#), in June 2022. The review found that "without further action, England will miss the smokefree 2030 target by at least 7 years, and the poorest areas in society will not meet it until 2044".

The review set out a package of 15 recommendations aimed at supporting the 2030 ambition. This included four "critical must dos" for the Government, centred on increasing investment in smokefree 2030 policies, increasing the age of sale of tobacco by one year every year, promoting vaping as a smoking cessation tool, and improving the prevention of ill health by offering smokers advice and support to quit at every interaction within the NHS.

In August 2023, the DHSC published its policy paper, [Major conditions strategy: a case for change and our strategic framework](#). The paper sets out areas of the government's focus for the final and forthcoming strategy. Chapter 2 of this paper focussed on primary and secondary prevention. It identified smoking as the biggest single cause of preventable illness and death and highlighted the government's proposals to support people to stop smoking and consult on further tobacco controls.

On 4 October 2023, the government published Stopping the Start: our new plan to create a smokefree generation. This included a programme of funding to support current smokers to quit smoking with additional funding provided to local authorities with the highest smoking rates to level up the communities who need the support the most and to address health disparities.

The aim is to achieve a smoke free generation by:

- stimulating more quit attempts by providing more smokers with advice and swift support.
- linking smokers to the most effective interventions to quit.
- boosting existing behavioural support schemes designed to encourage smokers to quit (for example the 'swap to stop' scheme).
- building capacity in local areas to respond to increased demand.
- strengthening partnerships in local healthcare systems.

The current delivery of the Stop Smoking Service in Blackburn with Darwen is undertaken with community pharmacies via a Local Improvement Service (LIS) agreement. This constitutes an agreement between the Provider and Blackburn with Darwen Council in regard to the delivery of the Stop Smoking Service and NRT Dispensing Service for the period 2021-2024.

The latest full year data of service performance of the community pharmacy stop smoking service is that 478 patients set a quit date in 2022 / 2023 and of those patients who set a quit date, 267 (56%) achieved a successful quit whereas 96 patients (20%) were lost to service. The successful quit rate is higher than the England average.

#### **4. KEY ISSUES & RISKS**

The National Institute of Health & Care Excellence (NICE) guidance (NG92) recommends that local services should aim to treat around 5% of their smoking population each year with a success rate of at least 35%, any less instigating exception reporting and investigation into the quality of interventions provided.

Based on local super output area (LSOA) data drawn from GP surgeries and the smoking health equity audit undertaken in 2023 suggests that there are 20,374 smokers in Blackburn with Darwen which equates to 12.8% of the population. ASH (Action on Smoking & Health) suggest the figure is 22,298 based on published 2022 Annual Population Survey and Local Tobacco profile data.

The tender documentation (and subsequent contract/ service specification) will incorporate details to ensure that any successful provider will adhere to the national NICE and local quality standards. This includes learning from recent safeguarding cases, clinical governance, national and local standards and NICE guidance requirements.

The agreement to retain the Stop Smoking Service in pharmacies will support the continuity of care for those patients registered on the programme. It will also enable a presence within key neighbourhoods throughout and beyond the period of mobilisation of a new community stop smoking service.

## 5. POLICY IMPLICATIONS

To ensure we reach the priority populations within Blackburn with Darwen and deliver an effective community Stop Smoking Service we have taken into account the following strategies and key documents within development of this new service offer:

- Recommendations from the Healthwatch Blackburn with Darwen Smoking Cessation Report 2023
- Priorities of the Tobacco Free Lancashire & South Cumbria Strategy
- Health and Wellbeing Strategy 2023-28, Joint Strategic Needs Assessment, Council Corporate Plan 2023-27, Early Help Strategy.
- Health Equity Audit findings
- NHS Long Term Plan - Treating Tobacco Dependency Programme [NHS England » Guide for NHS trust tobacco dependence teams and NHS trust pharmacy teams](#)
- Core 20 Plus 5 Priorities [NHS England » Core20PLUS5 \(adults\) – an approach to reducing healthcare inequalities](#)
- DHSC Grant Funding Criteria & Criteria [Local stop smoking services and support: guidance for local authorities - GOV.UK \(www.gov.uk\)](#)
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## 6. FINANCIAL IMPLICATIONS

Upon award of the additional DHSC grant funding, payments will be given to local authorities every 6 months. In the first 6 months, local authorities will receive 70% of their allocated financial year's funding. They will then be expected to provide grant reporting to the DHSC grants team to receive the second payment.

Local authorities will receive the grant agreement in January 2024. This will provide local authorities with the full grant conditions. Once received, local authorities will be asked to read and return a signed copy. The grant agreement will start from 6 April 2024.

The allocation of funding in relation to this tender and future contract arrangements has been kept in line with the protected public health budget for the Stop Smoking Service. The current public health budget for the Stop Smoking Service in 2023/2024 is £118,000 for Nicotine Replacement Therapy (NRT) and £41,400 for Stop Smoking Cessation (SSC) which covers the payments for successful quits to pharmacies.

Additionally, £51,730 is awarded to Active Lancashire until March 31<sup>st</sup> 2023 to deliver community stop smoking interventions targeting workplace and vulnerable communities. This funding will be utilised to enhance the financial purse for the commissioning of a comprehensive Stop Smoking Service for Blackburn with Darwen.

The annual budget for the Stop Smoking Service within public health would be as follows:

<b>Service offer</b>	<b>Funding</b>	<b>Allocation</b>
Community stop smoking service	DHSC Grant Funding Public Health grant	£237,341 £51,730
Pharmacy stop smoking offer	Public Health Grant	£159,400 (NRT £118,000 / SSC £41,400)
Total	-	<b>£448,471</b>

The financial modelling for the Stop Smoking Service would therefore present as the following:

- Pharmacy Led Stop Smoking Service (Via LIS Agreement) £159,400 and Community Stop Smoking Service £289,071 within an overall smoking cessation allocation of £448,471.

## 7. LEGAL IMPLICATIONS

An open tender process will be followed to ensure this tender attracts providers with sufficient knowledge and expertise to enable quality delivery. The tendering process will need to comply with the Public Contracts Regulations and the Council's Contract and Procurement Procedure Rules.

## 8. RESOURCE IMPLICATIONS

The funding will be delivered through a new section 31 grant, totalling £70 million per year over the financial years of 2024 to 2025 through to 2028 to 2029. This funding will be ringfenced for local authority led stop smoking services and support. To receive the funding, local authorities must maintain their existing spend on stop smoking services, based on the stop smoking service data they have submitted for the year 2022 to 2023. They should ensure they maintain this level of funding throughout the whole grant period.

The procurement process and evaluation of the Stop Smoking Service tender will be completed in partnership with the Strategic Commissioning team with support from corporate procurement, finance & specialists from Public Health as required. Senior management and administrative resource will be met through existing Public Health and strategic commissioning arrangements.

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## 9. EQUALITY AND HEALTH IMPLICATIONS

**Please select one of the options below. Where appropriate please include the hyperlink to the EIA.**

Option 1  Equality Impact Assessment (EIA) not required – the EIA checklist has been completed.

Option 2  In determining this matter the Executive Member needs to consider the EIA associated with this item in advance of making the decision. (*insert EIA link here*)

Option 3  In determining this matter the Executive Board Members need to consider the EIA associated with this item in advance of making the decision. (*insert EIA attachment*)

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## 10. CONSULTATIONS

In 2023 Healthwatch Blackburn with Darwen undertook a number of lines of enquiry as part of the engagement to gain as full a picture of the current smoking cessation provision in the borough. This included: -

- Desktop reviews of local GP and dentist practice websites for evidence of signposting of residents to the local smoking cessation provision;
- Mystery shopping in the pharmacies offering the smoking cessation provision;
- Face to face surveys with residents;
- Online survey of the 16 participating pharmacies.

[Smoking Cessation – Healthwatch Blackburn with Darwen](#)

There is a provider event planned to take place shortly before the commencement of the tender process to allow the market place the opportunity to better understand the local need and the proposed process. This will also allow opportunities for them to raise significant queries via the CHEST procurement system.

As a member of the Tobacco Free Lancashire & South Cumbria Strategic Group we are embedded in the local and regional infrastructure with representation at the following groups where consultations have taken place:

- Lancashire & South Cumbria ICS Tobacco Dependence Leads
- Smoking in Pregnancy Group
- DHSC Office for Health Disparities (OHID) North West Tobacco Control Network


Locally public health chair the tobacco control alliance which is a multi-agency forum with membership formed from public health, ELHT, public protection, well – being service and community services. It is here that consultations will develop to consider national guidance & recommendations for the provision of local stop smoking services.

**11. STATEMENT OF COMPLIANCE**

The recommendations are made further to advice from the Monitoring Officer and the Section 151 Officer has confirmed that they do not incur unlawful expenditure. They are also compliant with equality legislation and an equality analysis and impact assessment has been considered. The recommendations reflect the core principles of good governance set out in the Council’s Code of Corporate Governance.

**12. DECLARATION OF INTEREST**

All Declarations of Interest of any Executive Member consulted and note of any dispensation granted by the Chief Executive will be recorded and published if applicable.

<b>VERSION:</b>	<b>3</b>
<b>CONTACT OFFICER:</b>	Abdul Razaq
<b>DATE:</b>	17 <sup>th</sup> January 2024
<b>BACKGROUND PAPER:</b>	 ASH RR Autumn 2023 - Regions, LAs, C