

Smoke free generation

Public Health and Health Integration Scrutiny Commission

Date of meeting: 04/11/2025

Lead director: Rob Howard

Useful information

- Ward(s) affected: All within Leicester City
- Report author: Angatu Yousuf/ Carla Broadbent
- Author contact details: Angatu.Yousuf@leicester.gov.uk
- Report version number: 4

1. Summary

Tobacco is the single most important entirely preventable cause of ill health, disability and death in this country. Leicester has seen a decline in smoking prevalence, but it is still estimated that 14.6% of residents smoke, compared to 11.6% nationally. This figure hides considerable differences across the city with many areas in the west of the city having much higher rates than areas in the east.

Stopping the Start is the government's plan to create a smoke free generation, this was published by the government in October 2023 and included a commitment of an additional £70 million per year into stop smoking services.

This report outlines the work that has been carried out over the past year to increase the number of smokers setting a quit date in Leicester, and outlines plans to meet the smoke free generation targets.

2. Recommendation(s) to scrutiny:

Leicester City Health Scrutiny Commission are invited to:

- Read and comment on the current actions being taken to increase the number of smokers coming into the smoking cessation service, ultimately aiming to achieve the smoke free generation targets.
- Offer suggestions regarding further areas of action that could be taken.

3. Detailed report

Introduction

Leicester's stop smoking service forms part of Live Well, an integrated lifestyle service in Public Health. The stop smoking service is delivered by trained advisors who offer behavioural support to clients either over the phone or face to face every week for a 12-week period. During this time the stop smoking advisor and client work together to change habits and behaviours associated with smoking. Clients are provided nicotine replacement therapy (NRT) or an e-cigarette free of charge to aid their quit attempt.

In 2024/25 community smoking cessation services saw a considerable increase in funding from the government. *Stopping the start:* the government's plan to create a smokefree generation which was published in October 2023, included a commitment of an additional £70 million funding per year for local stop smoking services.

The funding is allocated based on the average smoking prevalence over a 3-year period between 2021 and 2023.

The 2024/25 target set for Leicester was to achieve 1,531 quit attempts, the team managed to achieve a total of 1,303 quit attempts.

For 2025/26 Leicester has been allocated £485,361 and a target of 1,848 clients setting a quit date. The targets are ambitious and continue to increase year on year.

The table below details the comparison data for the last two years for individual smokers:

KPI's	Q1 23/24	Q2 23/24	Q3 23/24	Q4 23/24	Q1 24/25	Q2 24/25	Q3 24/25	Q4 24/25
Number of smokers who set a quit date per quarter	423	425	397		300	301	374	328
Cumulative number of smokers who set a quit date per quarter	423	848	1245		300	601	975	1,303
Number of smokers who successfully quit at 4 weeks	203	218	207		152	148	231	188
Cumulative number of smokers who successfully quit at 4 weeks	203	421	628		152	300	531	719
% of smokers achieving a 4-week quit	48%	49.6%	50.4%		50%	50%	54%	55%

So far, for the 2025/26 reporting period 352 clients set a quit date in quarter one and 497 clients set a quit date in quarter two. The team have clear plans in place to continue to increase the number of clients setting a quit date to achieve the overall target of 1,848. These plans have been outlined in this report.

The smoke free generation funding for Leicester has been primarily used to increase staffing, this is providing extra capacity to support clients to quit smoking, but also to undertake more engagement in the community to ensure that smokers are made aware the service exists.

Full details of the new community engagement team and the work carried out in 2024/25 has been outlined below.

Community Engagement team

A new Community Engagement team were recruited in 2024 with a focus to work across Leicester building partnerships and driving public outreach, to raise the profile of the stop smoking service and generate more referrals. The team have a particular focus on areas and groups with the highest rates of smoking and are already working with a wide range of staff and organisations including primary care providers, dentists, pharmacists, City Council staff, food banks, voluntary organisations and community groups.

Action Plan

An action plan was developed in 2024/25 with a view to work towards the smoke free generation targets and improve the quit rate. This action plan had a positive impact on the service and overall quit rate and as a result, has been built on further to continue the momentum into 2025/26

Key highlights from the 2024/25 action plan include:

Service delivery optimisation and expansion

Several measures were introduced or adjusted to increase capacity and to ensure maximum retention of clients who engage with the service. This included measures such as:

- Covering appointments instead of rearranging them upon advisor absence.
- Increasing the number of contact attempts made after missed appointments and monitoring completion.
- Facilitating peer-to-peer learning to develop best practice and promote service cohesion.
- Regular quality assurance checks across all appointment modalities to ensure standardised service delivery.
- Offering in-person clinics in partnership with established community organisations in areas with a higher prevalence of smoking – allowing partners to book clients directly into appointments.

GP engagement

The team have worked with multiple GP practices hosting drop-in sessions and delivering clinics for patients who wish to learn more about Live Well services and quit smoking. The team now host regular clinics and/or drop-in sessions with several practices, including Saffron Health, Aylestone Health Centre, Community Health Centre, Merridale Medical Centre, and Hockley Farm Medical Practice. Ad-hoc drop-ins and events have been organised and attended at multiple additional practices and partnerships continue to be developed.

Events

The team organised regular outreach activities and attended several multi-agency events, some examples of the work that was carried out is detailed below:

- For national No Smoking Day, the team held stalls at three major Tesco supermarkets in Hamilton, Westcotes, and Beaumont Leys, and three large GP surgeries across the city (Belgrave Health Centre, Saffron Health, and Merridale Medical Centre) to promote the service and gain referrals.
- The team sought out and attended multi-agency events across the city, such as the Burns Flats Day of Action in New Parks, the Health & Wellbeing Community Drop-In in Highfields, the Safer Saffron Community Day in Saffron, and the Wellbeing Fair at the University of Leicester.
- From January to May 2025, the Engagement team attended 81 outreach activities, including events at Age UK Clarence House, Beaumont Leys Health Centre, various food banks, Eyres Monsell Community Centre, Centre Project, Diabetes Prevention Day, Dear Albert Dridays, Number 5 drop-ins, and many more.

Partnerships

New partnerships have been established with healthcare provider networks, third sector organisations, and businesses to gain more access to underserved groups. Examples of these include; Age UK, Citizen's Advice, Wesley Hall, Soft Touch Arts, b-inspired, Homeless Charter Leicester, Hastings, Recovery College, Kingfisher Youth Centre, Action Homeless, the social prescriber network, LPT Mental Health Services teams, and charity and support organisations such as Leicester Recovery Hub (No.5), The Centre Project and Dear Albert.

The partnership with the social prescriber network has facilitated a major advantage for GP surgery events, allowing for targeted text messages to be sent to registered patients ahead

of drop-ins to increase attendance and deliver desired information, this is proving to be an effective way to get referrals into the service.

Group interventions

Group interventions were included as part of the SFG tiered approach (see appendix 1) targeting underserved communities and groups with a high prevalence of smoking, to facilitate peer support and gain bulk referrals into the service. A group intervention was launched in collaboration with Saffron Health in May 2025 to support patients at the practice with weekly sessions. The practice has supported the development of the group with regular targeted text messages to patients registered as smokers. The group has progressed successfully on a rolling basis with a steady influx of new clients at most sessions. The model is being evaluated and refined for expansion to other community-based organisations in line with priority areas.

Outpatient work

An advisor was appointed to support and expand work on smoking cessation in outpatient clinics. This work initially focused on the Lung Cancer and Transient Ischemic Attack (TIA) outpatient clinics but has recently broadened to include the Emergency Department (ED) in June this year. Contact has also been made with the Maxillofacial department.

There has been a total of 343 outpatient referrals during quarter two this year, of which 286 (83%) were received from ED. Of those referred, 47% were able to be contacted, 28% of those were no longer smoking. 36% (42) of those contacted who were still smoking set a quit date.

Client case studies

The Engagement team has enrolled and supported numerous clients to successfully quit smoking since its establishment. A few brief case studies to highlight the meaningful impact of the targeted and intensive support offered to vulnerable, underserved, or excluded groups by the Engagement Advisors are provided below:

- A 79-year-old woman, who could not read or write, encountered the Engagement team at the Eyres Monsell Community Centre. An advisor initiated a conversation with her as they had seen her smoking outside. She was later advised by her GP that she needed to quit smoking. She remembered the conversation with the Engagement Advisor and had the community centre call them to arrange an appointment. She was supported by the advisor both in the community and over the telephone to quit smoking and is now smoke-free. This case demonstrates how proactive community engagement and tailored support can empower individuals to make positive health changes, even when facing barriers such as low literacy.
- A 42-year-old man with advanced cancer and PTSD was referred to the Live Well Stop Smoking Service through support workers at No.5. Having experienced long periods of homelessness, he often smoked discarded cigarette ends and shared a vape. As he had no phone and was staying with a friend, the advisor completed his first appointment over the phone via No.5 and arranged for nicotine replacement therapy to be sent there. The advisor completed subsequent appointments in person at No.5, and they have now successfully quit. This case highlights how strong community partnerships enable the service to reach and support people facing complex challenges, ensuring they still have access to vital stop smoking support.

• A 37-year-old woman was first met by the Engagement team at a Tesco event. She has a long-term mental health condition and received extended support from the Engagement Advisor. With this support, she successfully quit smoking and is now smoke-free. She described her experience with the service as "5 out of 5", reflecting her satisfaction with the care and encouragement provided. This case highlights how accessible community outreach and personalised support can help individuals with long-term health conditions achieve lasting behaviour change.

2025/26 plan and progress

The smoke free generation targets for 2025/26 have been set and for Leicester this means we are working towards a target of 1,848 quit dates set. To achieve this target Live Well will need to achieve 545 more quit dates set for 2025/26 than achieved in 2024/25. Detailed below is the work that has been set out to achieve the smoke free generation targets for this year.

Updated Action Plan

To have the best possible chance of meeting the smoke free generation target for 2025/26 a new action plan was developed in consultation with senior management from across the council. The Director of Public Health emphasised that this work must be seen as a council-wide priority and encouraged suggestions for joint working in all areas of the council.

The current action plan driven by Live Well and the tobacco control team now includes new initiatives that are being carried out this year with the view to increase referrals to the stop smoking service and aid more quit attempts.

The areas of work are outlined in the table below:

Area	Objective	Key Developments	Next Steps
Housing Sector Engagement	Work with housing engagement officers, pop-up clinics, and concierge spaces to provide access to residents in priority areas. These are often underserved groups where direct outreach and presence in housing sites can boost referral numbers through both signposting and direct engagement.	Training to Housing Officers in smoking cessation, Very Brief Advice (VBA) and how to refer to Live Well as part of those conversations has been delivered previously. Meetings held with Housing Engagement Officer and opportunities for joint working discussed – agreed on plan of action.	Attend housing pop-ups and develop joint promotional materials for future Housing events where Live Well will attend. Expand training offer in VBA and how to refer to Live Well to teams supporting tenants in social housing including STAR, Anti-social behaviour Officers and those that support tenants with substance use.

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Internal Council Staff Engagement	Provide in-house support sessions, using internal comms (e.g. all-staff emails and Vivup), and conduct wellbeing surveys to uncover staff who wish to quit smoking. Explore ways to include teams that do fieldwork (e.g. Fire Services) as partners.	Staff drop-in clinic hosted at City Hall for Stoptober. Presentations to Fire Service Community Educators have been delivered to build confidence in discussing smoking with residents during fire safety checks and to demonstrate how to refer residents to the Stop Smoking service. Flyers provided to support conversations and referrals into the service.	Create toolkit and organise staff sessions with Housing Apprentice, City Highways/ Highways Network and Cleansing teams.
Sporting Venues and Night-time Economy Visibility	Place QR codes and promotional materials in high-traffic venues such as stadiums and nightlife areas to gain spontaneous referrals from smokers who may not be reached through traditional channels.	Work in this area is to be launched in November 2025.	
Community Wellbeing Champions (CWC) Network and Community Organisation Engagement	Tap into ongoing community organisations to enable targeted work in high-prevalence communities.	Presented at CWC Network Forum and agreed plan to include regular service updates in round-up emails.	Present at forum on a quarterly basis and submit copy for monthly round-up emails.
Strategic Communication and Outreach Coordination	Send targeted messages via senior stakeholders to enhance internal and external visibility. Embed cost-of-living messages that can resonate with financially motivated smokers and increase staff confidence in discussing the service.	Promotional video featuring Alison Greenhill discussing her quitting journey in progress with Comms team. Messaging for Stoptober disseminated via Organisational Development. Anti-poverty and stop smoking strategy meeting held and plan of action agreed.	Attend events organised by anti- poverty leads and continue to participate in relevant projects.
Mental Health and Smoking Cessation Integration	Train keyworkers to deliver smoking cessation and free vape starter kits as part of the	Presented the Swap to Stop offer to the Head of Service and Service Lead and they are keen to support this	Keyworkers who already have a relationship with clients will work alongside the Live

	government's Swap	programme and	Well Engagement
	to Stop scheme to people attending Neighbourhood Mental Health Cafe's (NMHC's) across Leicester. The aim of the Swap to Stop Scheme is to reach people who would not usually access stop smoking services.	recognise that many people accessing their service would benefit from the offer.	Advisors' group sessions. Switching to a vape as part of the Swap to Stop scheme could be the first step on the path to their quit journey and may lead to a professional or self-referral into Live Well as a result.
Care Homes and Adult Social Care	Train care and supported living staff to feel confident in having conversations with residents about smoking, the Live Well smoking cessation offer, and referring into the service.	Presentations have been delivered to both Care Home Provider and Supported Living Provider Forums and have been followed up with offer of very brief advice training for all staff respectively.	Arrange Very Brief Advice training for care home staff with individual care homes that accept the training offer.
Education Sector and Parent Outreach	Reach parents and education staff, link messaging with national campaigns around smoking and smoking related health topics (e.g. mental health) and highlight the harms of second-hand smoke to young people.	Working to ensure schools are aware that there is support available through Live Well for young people (12 years+) and parents who smoke. Met with education comms officer to discuss integrating smoking cessation messaging across school communication channels.	Attend next Keeping In Touch meeting (with Headteachers) in November to discuss work on updating smoking policy and promotion of stop smoking service in schools.
Employer Outreach and Workplace Wellbeing	Partner with major employers and use workplace health initiatives to reach large numbers of working adults, particularly in routine or manual jobs with high smoking rates. On-site visibility and proactive outreach encourage sign-ups from individuals who	Contact made with large employers of routine and manual workers including Samworth Brothers, Walkers, Biffa, First Bus, and British Gas. Partnership established with Hastings including attendance at company fairs.	Discuss workplace offer and provide employer toolkit to companies that engage. Identify and leverage existing connections within the council to gain access to non-respondent businesses.

	may not access services otherwise		Visit smaller employers to promote service and build connections.
Oral health/Dentistry pathways	Support dentists to be able to easily refer patients who smoke into the Live Well service by potentially building in a referral pathway to existing patient management software systems.	A survey was sent out to LLR Local Dental Committee (LDC) to detail what software they are using to record patient notes.	Next step is to integrate this work with the Oral Health team as they already have an existing relationship with the LDC. We also plan to attend a future LDC meeting to discuss current referral processes and to see how we can support dentists to increase referrals.

Further work that is being carried out in addition to the action plan have been outlined below:

Healthy eating and nutrition offer

A brand-new nutrition and healthy eating offer will be introduced to the service in 2026. Research shows that nutrition interventions, especially when combined with other quit-smoking strategies, can play an important role in supporting smoking cessation by helping the client to manage weight gain, improve mood, and, in some studies, increase quit rates. From a recent consultation exercise with clients currently attending the stop smoking service, 87% said that eating healthily was important to them. We hope this offer will support clients on the stop smoking journey to ensure they have the advice and support to eat healthy and aid a successful quit attempt.

Support for patients in hospital

The acute tobacco dependence treatment service (otherwise known as CURE) supports smokers in hospitals in Leicester. Tobacco Dependency Advisors (TDA) work across the three hospitals receiving referrals from those patients who have been admitted and had an assessment that noted they are a smoker. A TDA visits the patient bedside, offering NRT for the duration of their stay in the hospital. A referral is then made to Live Well to continue to support the patient in the community to achieve a successful quit attempt.

Support for pregnant smokers

All pregnant women who smoke are referred to Live Well on an opt out basis. A Stop Smoking Advisor from Live Well will then support the client for the duration of their pregnancy with regular contact and access to NRT or e-cigarettes. Advisors also provide vouchers to pregnancy women when they reach certain milestones in their quit journey with the final milestone being smoke free at 3 months after birth.

Introduction of stop smoking medication for clients

Live Well currently offers NRT and e-cigarettes to clients, combining stop smoking aids with behaviour support makes someone 3 times as likely to quit as using willpower alone. However, stop smoking medications e.g. Varenicline can be more effective for some clients doubling a person's chances of quitting. Live Well are looking to be able to offer stop smoking medication to clients in 2026.

Social Marketing campaign

An external agency named Social Change has been commissioned to deliver a campaign to target smokers in areas of high prevalence. Social Change is an agency focused on creating positive social and environmental impact through behavioural science and strategic communications. They offer marketing and communications services to aid the development of campaigns that connect with audiences and drive lasting behaviour change. Part of this work involved Social Change conducting behavioural insight research looking at attitudes towards smoking and quitting. The research aimed to identify barriers to quitting, motivators for quitting, and effective ways to engage residents not currently using support services. The study has helped to identify four key behavioural insights and resulted in twelve recommendations, which are informing the campaign's development.

Currently we are in the preparation phase, the campaign is scheduled for launch in November and will run in six-month phases to enable close performance monitoring. The key message emphasises that "support doesn't stop with Stoptober," promoting continued access to stop smoking resources after the national campaign. Initial campaign activities will include PR engagement, social media advertising, stakeholder toolkit dissemination, and the launch of the Habit & Trigger Planner to assist behaviour change.

Tobacco control

The tobacco control department are working to strengthen public health messaging around tobacco use through channels aimed both at professionals and the public, as well as supporting the implementation of the SFG action plan.

The team are developing a communications toolkit to help professionals discuss tobacco and other related topics with the public. The toolkit will comprise of local data, communication aims, social media guidance, key messages, target groups and spotlights on key topics (e.g. pharmacotherapy). The aim is to make discussing the topics easier, ensure all messages are aligned and make discussing smoking cessation less intimidating.

The Live Well and tobacco control team are developing and implementing training offers for professionals seeking to refer clients for smoking cessation support. Health Visitors are receiving training in Very Brief Advice and have been reminded of the referral process into the Live Well Stop Smoking Service. We are working to extend this approach by training professionals working in community mental health support settings. Building their confidence to discuss smoking cessation will form an important part of holistic mental health support.

In order to reduce smoking prevalence, action beyond smoking cessation is also needed. The Step Right Out campaign relaunched in April to encourage residents to maintain smokefree homes and cars by pledging to "step right out" when smoking. The campaign raises awareness of the harms of second-hand smoke, particularly to children and

vulnerable adults while building a supportive community of people who have pledged. Information about the campaign can be found across the city in Libraries, Leisure and Neighbourhood Centres and community hubs. The campaign has been presented to staff in various teams including Live Well Stop Smoking Advisors, Health Visitors, Community Educators from the fire service, Supported Living Provider Forum and is due to be presented to the Fostering Service and Children's Respiratory departments across University Hospitals Leicester and through education teams in schools. The campaign aims to reduce acceptable places to smoke and acts as the first step to a person becoming completely smokefree.

Action is also taken to tackle illicit tobacco across the city, Trading Standards have completed seven seizures over the last 12 months (165,940 cigarettes and 536 packets of hand rolled tobacco). The Tobacco Control and Trading Standards teams are developing a Service Level Agreement to support joint activity. Recruitment is in progress for a dedicated Tobacco Control Trading Standards Apprentice to enhance this work.

Summary

The work that has been carried out so far, is making a positive impact as we are seeing the number of clients coming through Live Well and setting a quit date continue to rise each quarter. We are positive that the work outlined in this paper will continue to ensure the number of smokers accessing support to stop smoking will continue to increase and the overall target set out for this year will be achieved.

The outcomes of the action plan and the activities of the team will continue to be monitored so resources can be allocated according to where we see the greatest need and impact. The Live Well team will remain an agile resource that will adapt its delivery to suit the needs of the clients and the service.

4. Financial, legal, equalities, climate emergency and other implications

4.1 Financial Implications

Leicester City Council has been allocated £485,361 towards local stop smoking services. Receiving all of this funding relies on us reaching the target number of clients (1,848). If the target were not reached, a lower amount of funding will be received, which will reduce the local services offered.

Signed: Mohammed Irfan, Head of Finance

Dated: 23 October 2025

4.2 Legal Implications

This report provides an update on the work undertaken by Leicester City Council in 2024/25 and outlines the new initiatives intended to be carried out over 2025/2026 in order to achieve smoke free generation targets, for the residents of Leicester City Council.

It is noted that the Authority has obtained funding from the Government as part of its plan to create a smokefree generation. The funding thus far has been used to increase staffing which has enabled extra capacity to support clients to quit smoking and to engage better with the community, creating better awareness of the services available and to either work closely or

in conjunction with healthcare provider networks, third party organisations and businesses. For 2025/26 Leicester has been allocated £485,361.00.

Legal Services should be consulted to undertake any necessary subsidy control assessments in respect of any funding to be used towards the plan for 2025/2026, particularly if this is to be awarded by way of a Grant(s).

If any part of the project requires a procurement exercise, this must be undertaken in accordance with the Procurement Act 2023. The procurement process will require engagement from both Legal and Procurement teams to ensure compliance with the Act and the Authority's internal Contract Procedure Rules.

Assistance from Procurement Services should be requested in a timely manner to ensure that all required notices are published in accordance with the Procurement Act 2023.

Ongoing legal advice and support should be sought as the project progresses, and in the event of any changes to the information contained in this report, to ensure continued compliance with all legal requirements.

Signed: Mariyam Suleiman

Dated: 24 October 2025

4.3 Equalities Implications

Under the Equality Act 2010, public authorities have a Public Sector Equality Duty (PSED) which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't.

Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.

This report outlines the work that has been carried out over the past year to increase the number of smokers setting a quit date in Leicester, and outlines plans to meet the smoke free generation targets. The service is actively working to reach its high targets for the number of people setting a quit date. They successfully helped people quit at a strong rate, with about 50-55% of those who set a date successfully quitting after four weeks.

Smoking attributable hospital admissions and mortality both continue to be significantly higher than the regional and national averages. Tobacco use continues to be a key factor in health inequalities and is a cause for concern, those living in areas of deprivation, or routine and manual workers, are more likely to smoke than those living in wealthier communities. Smoking rates are higher in those with mental health illnesses and they increase with the severity of the mental health issues. Initiatives that aim to reduce this will lead to positive impacts for people from across many protected characteristics. Reducing smoking prevalence will reduce health inequalities. It is important to recognise the importance of providing people with freedom of choice over their lifestyle choices, whilst also acknowledging that tobacco use is an addiction which requires specialist support and encouragement to inform and overcome. The work of the new team has led to specific successes in helping people quit who had complex problems, these cases show the success of targeted support

in reaching those who need it most. By supporting disadvantaged groups in quitting, these initiatives can reduce the health gap, improve life expectancy, and lessen the cycle of poverty associated with smoking.

Signed: Equalities Officer, Surinder Singh, Ext 37 4148

Dated: 21 October 2021

4.4 Climate Emergency Implications

There are no significant climate emergency implications associated with this report, although where outreach work is undertaken, any associated carbon emissions from staff travel should be minimised by following the travel hierarchy provided in the guidance for the council's Business Travel Policy.

Signed: Phil Ball, Sustainability Officer, Ext 372246

Dated: 22 October 2025

5 Other Implications	
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- 5. Background information and other papers:
- 6. Summary of appendices:

Appendix 1 – SFG Tiered Approach