

Committee: Health and Wellbeing Board

Date: 28th November 2023

Agenda item:

Wards: All

Subject: Air Quality, Tobacco and Respiratory Health

Lead officer: Russell Styles, Director of Public Health

Lead member: Councillor Peter McCabe, Cabinet Member for Health and Social Care

Forward Plan reference number:

Contact officer: Barry Causer, Public Health Lead for Adults, Health Improvement and Health Protection; James Armitage, Head of the Regulatory Services Partnership and Fiona White Quality Assurance Manager and Nurse Consultant, Southwest London ICB

Recommendations:

- A. The HWB to discuss and endorse the draft Air Quality, Tobacco and Respiratory Health action plan as its rolling priority for 2023/24.
 - B. The HWB to agree to receive an update on progress of the action plan and lessons learnt from the approach in six months' time.
 - C. The HWB members to consider responding to the DHSC consultation on creating a smokefree generation and tackling youth vaping.
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1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1. This paper provides a brief overview of the background to the work 'bundling' air quality, tobacco and respiratory health actions, provides a draft action plan for discussion and endorsement by the Health and Wellbeing Board and proposes to bring an update in 6 months' time.
- 1.2. Merton Public Health team intend to respond to the DHSC consultation on creating a smokefree generation and tackling youth vaping, and members of the HWB are encouraged to do so too.

2 BACKGROUND

- 2.1. At its meeting on 28 March 2023, the Health and Wellbeing Board (HWBB) considered and evaluated options for its rolling priorities in 2023/24. Members considered the added value that the HWBB member organisations and its way of working, e.g. through a partnership approach and shining a light on a particular health related priority, could add to key issues and the deliverability of work in a timely and effective way.
- 2.2. Members agreed to the priority of 'tackling air pollution, tobacco and respiratory disease together'. This priority aligns closely to the Council Plan 2023 – 2026 commitment of Building a Sustainable Future and the ambition for Merton to be London's Borough of Sport. It also links to the recent Merton Annual Public Health Report 2022/23, the Chief Medical Officer's 2022

report on Air Quality, Merton's Climate Strategy and Southwest London NHS Green Plan.

- 2.3. At its meeting on 27th June 2023, the HWBB discussed and endorsed a framework for the action plan that builds on the assets, partnerships and work already underway in Merton. The HWBB agreed that the framework will take a life course approach, include prevention and tackling health inequalities, and actively seek out opportunities to understand lived experience and residents' voice, including that of young people.

3 AIR QUALITY, TOBACCO AND RESPIRATORY HEALTH FRAMEWORK

- 3.1. The framework (see Figure 1) and its actions aim to deliver behaviour change at scale and focuses on prevention, early action and engagement. The action plan is intended to be iterative and will be refined over time as activity takes place, budgets are finalised, as we learn and understand more from our progress and challenges, as we respond to opportunities as they arise and from on-going engagement with front-line workers and residents.



Figure 1 – Framework for the air quality, tobacco and respiratory health.

- 3.2. Officers from across Merton Council (LBM), South West London Integrated Care Board (SWL ICB) and Merton Connected have met to discuss activities, opportunities and have successfully identified ten draft high value actions across the four domains of the framework and now propose the draft action plan (see appendix one) for the HWBB to champion.
- 3.3. It should be noted that there are 'known unknowns' with regards to budgets across a number of organisations and there will be further consideration of the funding position and efforts to secure external funding in the coming months. The draft action is iterative, will flex in response to budget challenges and opportunities and actions will be further prioritised if needed.
- 3.4. The draft actions in the plan have been identified and developed intentionally to build on current work and the plan is not the total of everything that is happening across the four domains in the borough. Actions have been

chosen that are high value, based on evidence and have clear synergies between the domains. It includes actions for organisations across Merton, including LBM, SWL ICB and other partners across the health and care system.

3.5. The HWB should note synergies with other work that is taking place or about to start in Merton, including the following-

3.5.1 Air Quality Action Plan. LBM have a legal duty to monitor air quality and to publish an air quality action plan. Air Quality has a direct impact on respiratory diseases including asthma and COPD. Evidence suggests that increases in pollution, less greenspace and poor living conditions, such as mould and damp significantly impact the quality of life of patients with respiratory illnesses. The current Air Quality Action Plan is due to be refreshed in 2023/24 and will be informed by the work of the HWBB and a consultation that is planned for after the May 2024 election(s).

3.5.2 Smoking, vaping and tobacco control. Following on from the HWBB discussion in March 2023, a full smoking, vaping and tobacco control action plan has been developed. This is being managed by a multi-agency steering group, led by Public Health, and is due to report back to the HWBB in March 2024.

3.5.3 Since the March 2023 HWBB meeting, the Government has announced their plans for creating a smoke free generation. This includes a range of interventions including raising the age of sale for cigarettes so that children turning 14 this year will never be able to be legally sold cigarettes and additional funding for Local Authority Public Health teams for smoking cessation (Merton's allocation is £269,532). Plans for the use of this additional, ringfenced funding, in Merton, subject to the passing of the bill through parliament, are in development and will explore opportunities to build even stronger links to air quality and respiratory health.

3.6. As part of the plans to create a smokefree generation, DHSC are consulting on 3 key areas of the plan; creating a smokefree generation, tackling youth vaping and enforcement. This consultation is open until 11.59pm on Wednesday 6th December 2023 and is accessed at [Creating a smokefree generation and tackling youth vaping: your views - Department of Health and Social Care \(dhsc.gov.uk\)](https://www.dhsc.gov.uk/consult/condetail/creating-a-smokefree-generation-and-tackling-youth-vaping-your-views). The Merton Public Health team intend to respond to the DHSC consultation on creating a smokefree generation and tackling youth vaping, and members of the HWB are encouraged to do so too.

4 NEXT STEPS

4.1. Subject to the endorsement of the draft action plan, a quarterly task and finish group comprised of Officers who have developed the draft plan will be set-up to monitor the delivery against the draft plan and identify any learnings of the approach. It is proposed that this group will report back to the HWBB in 6 months' time.

There will be further consideration of the funding position and efforts to secure external funding in the coming months. The draft action is iterative and will flex in response to budget challenges and opportunities as they arise.

5 ALTERNATIVE OPTIONS

- 5.1. The HWBB agreed to have a focus on the 'bundle' of air quality, tobacco and respiratory health at their meeting in March 2023, including action focussed on healthy workforce and workplace.

6 CONSULTATION UNDERTAKEN OR PROPOSED

- 6.1. There are a number of actions across the four domains that include engagement and consultation with front-line staff and residents including the development of Merton's Air Quality Action Plan and the work engaging young people to understand attitudes and perceptions to vaping.

7 TIMETABLE

- 7.1. Subject to the HWWB endorsement of the draft action plan, actions will be delivered over the coming 12 months, with an update provided in 6 months' time.
- 7.2. The DHSC consultation for creating a smoke free generation is open until 11.59pm on Wednesday 6th December 2023.

8 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS

- 8.1. There are 'known unknowns' with regards to budgets across a number of organisations and there will be further consideration of the funding position and efforts to secure external funding in the coming months. The draft action is iterative and will flex in response to budget challenges and opportunities as they arise.

9 LEGAL AND STATUTORY IMPLICATIONS

- 9.1. LB Merton has a legal duty to monitor air quality and to publish an air quality action plan.
- 9.2. The additional funding provided to Merton Public Health as part of the Governments plans for creating a smokefree generation include terms and conditions that mean that "local authorities must maintain their existing spend on stop smoking services".

10 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS

- 10.1. The HWBB rolling priority will contribute to the reduction of health inequalities in Merton.

11 CRIME AND DISORDER IMPLICATIONS

- 11.1. None.

12 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS

None.

13 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT

- 13.1. Merton HWBB Air Quality, Tobacco and Respiratory Health Action Plan.

14 BACKGROUND PAPERS

- 14.1. Merton Health and Wellbeing Board – Merton Health and Wellbeing Strategy – options for rolling priorities 2023/23. 28th March 2023.

<https://democracy.merton.gov.uk/documents/s49731/HWS%20Priorities%20Report%20Final.pdf>

- 14.2. Merton Health and Wellbeing Board – rolling priorities 2023/24 outline action plan. 27th June 2023.

<https://democracy.merton.gov.uk/documents/s50620/HWBB%20Priorities%202023-4%20outline%20action%20plan%20final.pdf>

- 14.3. DHSC. Stopping the start: our new plan to create a smokefree generation. 4th October 2023. <https://www.gov.uk/government/publications/stopping-the-start-our-new-plan-to-create-a-smokefree-generation>

Health & Wellbeing Board: Air quality, tobacco and respiratory health action plan. Draft - November 2023

Overview

This action plan has been developed by a task and finish group comprising LBM, SWL ICB and Merton Connected, as part of the Merton Health and Wellbeing Boards rolling priority in 2023/24.

The focus of the action plan will focus on these four domains:

- Holistic support & pathways
- Individual & community prevention
- Healthy place & workforce
- Awareness, learning & collaboration.

The table below outlines the draft actions required to deliver on these key themes. For this phase to be successful, it is important to maintain and continue to strengthen the partnership working that has enabled the successful development of the draft plan.

Domain 1: Holistic support & pathways

Action	Task(s)	Timescale	Lead	Notes
1) Love Clean Air and Health	Develop easily understood factsheets that contain information and helpful tips on the impact of external and internal air pollution, and actions that help mitigate the health impact. These will be placed on the Love Clean Air website and health providers websites e.g. community pharmacy and GPs. Health practitioners can signpost patients to the website and/or download copies of the factsheets to hand out during appointments.	Dec-24	Jason Andrews and Fiona White	AQ team to draft guidance and materials, with ICB and Public Health to promote to health and care professionals.
	Explore opportunities to systematically embed air quality into respiratory pathways, including links to the respiratory hub, ardens templates (templates used by clinicians), patient COPD	Jan-24	Fiona White.	Led by ICB, working with LTC steering group and Clinical Leads.

	and asthma annual reviews. Review of progress at 6 months, to identify learning and further actions.			
	<p>Develop and promote alerts e.g. text messages to ensure residents with asthma and COPD are made aware of and can manage their long term respiratory condition, as air quality changes.</p> <p>These to be included and promoted by clinicians as part of patient annual Asthma and COPD management reviews and include a focus on raising awareness of internal air quality, such as the increased pollutants from smoking, burning candles, household damp and mould.</p>	Jan-24	Jason Andrews and Fiona White	<p>Air Quality Team to promote the use of airTEXT and develop draft guidance for health care providers.</p> <p>ICB colleagues advise on implementation and promotion with primary care colleagues.</p>
	Explore opportunities to embed and promote air quality in guidelines, services, training for staff and contracts, as part of the approach to Health in All Policies.	Feb-24	All Task and Finish group members.	
2) Greener Inhalers	Audit of prescribing behaviour and understand patient expectations/wishes to make a swap to the greener inhaler the 'norm' in Merton.	Jan-24	ICB Medicines management and Patient Participation Groups	Led by ICB e.g., medicine management, with support from Public Health team.
	Use audit and insights to identify further actions to continue the switch of asthma inhalers to 'greener' version, that are proven to significantly reduce carbon emissions compared to previous ones, are more cost effective and provide the same drug/dose to patients.	Mar-24	Fiona White and Barry Causer	Ventolin Evohaler® has a carbon footprint 2.4 times higher than Salamol® metered dose inhaler (MDI).

Domain 2: Individual & community prevention

Action	Task(s)	Timescale	Lead	Notes
3) Smoking	<p>Develop a smoking, vaping and tobacco control action plan, with appropriate governance structures, and provide annual updates to the Health and Wellbeing Board on progress, opportunities and blockers. This plan will cover all aspects of smoking, vaping and tobacco control and will be a cross Merton plan, with involvement of LBM, VCS, Housing and ICB colleagues.</p> <p>Where additional resources are made available for tackling smoking, the plans for these will consider links to respiratory health.</p>	Dec-23	Barry Causer and Smoking, vaping and tobacco control steering group.	<p>Approach was confirmed at HWB in March 23, with next update due in March 2024.</p> <p>Request that the HWB member organisations respond to the DHSC consultation on creating a smokefree generation and tackling youth vaping.</p>
4) Vaping and Young People	<p>Vaping is a helpful tool for people to stop smoking, but it should be discouraged in non-smokers, particularly young people.</p> <p>Combination of approaches including</p> <p>1 – Lead on a 12-month programme to explore and understand vaping perceptions and use by children and young people in Merton.</p> <p>2 - Promote existing evidence based materials on vaping e.g. through schools and use Merton insight to develop a suite of tailored tools and resources for young people, schools, parents, wider services and develop an intervention based on insights from young people.</p>	May-24	Rachel Tilford, Young Inspectors and CLLF colleagues.	<p>Involve HWB board members to gather intelligence on Vaping.</p> <p>Request that the HWB member organisations respond to the DHSC consultation on creating a smokefree generation and</p>

	<p>3 - Use the outputs from the insight programme to inform actions at a local and regional level; linked to the smoking, vaping and tobacco control action plan.</p>			<p>tackling youth vaping.</p>
<p>5) Indoor air quality</p>	<p>Raise awareness of indoor air quality and its links to health and wellbeing, including damp and mould to residents, health professionals and housing providers.</p> <p>Combination of approaches including-</p> <p>1 - Develop training sessions for front-line staff who go into people's homes e.g., DFG trusted assessors and Health Visitors to have the confidence and awareness to deliver brief intervention on indoor air quality, linked to compliance with NICE guidance and OHID guidance.</p> <p>2 - Embed indoor air quality in discussions as part of respiratory pathways, including COPD and asthma annual reviews and Merton's standard for private rented property which is in development.</p>	<p>Mar-24</p>	<p>Elliot Brunton, Fiona White, Barry Causer and Jason Andrews.</p>	<p>OHID guidance - Understanding and addressing the health risks of damp and mould in the home - GOV.UK (www.gov.uk)</p> <p>NICE guidance - Overview Indoor air quality at home Guidance NICE and summary visual-summary-pdf-7022755693 (nice.org.uk)</p> <p>Awaab Ishak</p>

	3- Raise awareness of indoor air quality to housing providers including those who provide Houses in Multiple Occupation (HMO).			Coroners report - Awaab Ishak: Prevention of future deaths report - Courts and Tribunals Judiciary
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Domain 3: Healthy place & workforce

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Action	Task(s)	Timescale	Lead	Notes
6) Active and Sustainable Travel Planning	Merton Council have commissioned Project Centre, a multidisciplinary consultant team to produce Merton's Walking and Cycling Strategy and Action Plan (2023-2030), which will set a vision for active travel to 2030, achieving a more sustainable modal share for walking and cycling and re-assessing the allocation of road space and kerbside activities to promote active travel.	Mar-24	Paul McGarry	Engagement due to start in November/December 23 and draft walking and cycling strategy due in early 2024.
	HWB member organisations review and consider staff travel plans, informed by how people travel post pandemic; exploring options for active and sustainable travel including travel to/from work and also any journeys within the working day.	TBC	Paul McGarry and Annalise Johns. Action by all HWB member organisations.	Overall aim is to reduce car dependency, noting that staff contracts may include essential car user rights which will require further HR input and research

				on how to convert any existing staff fleet over to Electric vehicles, cleaner vehicles or the use of E-Bikes
	Promote LBMs ULEZ scrappage scheme, designed to get 1000 vehicles off Merton's roads. This grant is now available to help residents in the poorest areas in our community that are not well connected by public transport and carers.	TBC	Paul McGarry.	LBM's ULEZ Scrappage Scheme launched 11 th September 2023 and has already approved 252 stage 1 applications, 195 stage 2 applications and helped remove 195 higher polluting vehicles off the road.
7) The Mayor of London's Good Work Standard	<p>HWB member organisation to lead by example and apply for accreditation and recognition as leading employers from the Mayor of London's London Healthy Workplace Scheme/Good Work Standard.</p> <p>Promote the schemes, and HWB member organisations case studies, to employers across Merton, learning from previous workplace support programmes</p>	Apr-24	<p>Annalise Johns.</p> <p>Action by all HWB member organisations.</p> <p>Comms to promote via business e-news letter</p>	The Merton Healthy Workplaces programme has been successful in reaching a wide range of businesses in Merton. A particular success was the programme which undertook and completed Health checks addressing blood pressure, referrals and

				confidential chats about health and wellbeing.
8) Schools, Air quality and Asthma	<p>Deliver a project to understand the impact of environmental factors such as air pollution and mould or poor ventilation in homes and schools on primary school students with asthma and to use the findings to improve asthma management pathways.</p> <p>The project will work with pupils with asthma in four primary schools located in two of the borough's air pollution priority areas. It will focus on lived experience and innovative approaches to monitoring air quality including use of personal air quality sensors which track air quality in the home, school and on the journey to school.</p> <p>This project will engage young people, families, schools, GPs, and school nurses and relates directly to the national bundle for asthma deliverables on environmental air quality and will be a blueprint for further roll out and action.</p>	Jul-25	Rachel Tilford, Jason Andrews, Annalise Johns, Fiona White and Mike McHugh	<p>The programme is working with the following</p> <p>St.Marks Primary School, 49-57 St Marks Road, Mitcham, CR4 2LF;</p> <p>St John Fisher RC Primary, Grand Drive, SW20 9NA;</p> <p>Merton Abbey Primary High Path, SW19 2JY;</p> <p>St Peter & St Paul Catholic Primary School, Cricket Green, CR4 4LA.</p>
	Continue the pro-active air quality monitoring in schools in areas of high pollution and reach out to schools to increase the uptake of air quality assessments, engaging with them to promote materials and other interventions e.g. advice on travel to and from school, walk to schools maps to avoid pollution, anti-idling events signs and banners, awareness and education.	Jul-25	Jason Andrews	

Domain 4: Awareness, learning and collaboration.

Action	Task(s)	Timescale	Lead	Notes
<p>9) Communication and Awareness</p>	<p>Develop a communications plan, across HWB member organisations to raise awareness, share learning and increase engagement in the tasks in this action plan. To include</p> <p>1 - exploring opportunities to use new monitoring stations and other surveillance to promote same-day information on air quality, such as through the use of digital advertising screens and other channels; including links to health channels and providers.</p> <p>2- develop awareness and training on the links between air quality, tobacco and respiratory diseases across front-line staff including housing, social care and in primary care, so that staff feel confident to have conversations with clients/patients (a Making Every Contact Count approach), for example through social prescribing routes.</p> <p>3 - promotion of national campaigns in Merton including the #AskAboutAsthma Campaign (Sept 23 and Sept 24) and Stoptober (Oct 23 and Oct 24).</p> <p>4 - Comms launch of the Love Clean Air website, as a central place for resources with target audiences including schools, health professionals and residents.</p>	<p>Jan - 24</p>	<p>Jason Andrews, Chris Nash and Barry Causer</p>	<p>Link to the new monitoring stations and consider how this live information can be used around the borough to change behaviour.</p>

10) Community of Practice - multi-agency learning	<p>Develop a community of practice (CoP) across organisations in Merton to test out different approaches, learn from each other, overcome barriers and share successes. Proposal is that the community of practice will be made up of 2 voluntary sector organisations, 2 GP practices, 2 LBM services and 2 schools.</p> <p>This will focus on supporting staff to take up active travel, enable sustainable travel, such as use of electric vehicles, give up smoking, and manage respiratory conditions. This would learn from recent work that has taken place in Merton, including a Green and Healthy GP practices pilot and school 'superzones' and wider evidence.</p> <p>Once established share and connect with wider CoP across SWL and London, including AQ focus and Public Health networks.</p>	Apr-24	Barry Causer	
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