

Meeting: Cabinet

Date: 9 June 2026

Wards affected: All wards

Report Title: Tobacco and Vapes Framework 2026 - 2031

When does the decision need to be implemented?

From July 2026 onwards.

Cabinet Member Contact Details: Hayley Tranter, Cabinet member for Adult and Community Services, Public Health and Inequalities hayley.tranter@torbay.gov.uk

Director Contact Details: Lincoln Sargeant, Director of Public Health, lincoln.sargeant@torbay.gov.uk

1. Purpose of Report

- 1.1. The UK Government has set out an ambition for England to smokefree by 2030 (defined as less than 5% of the population smoking).
- 1.2. The tobacco and vapes framework has been developed to set out priorities and areas of work to move us towards this ambition in Torbay.
- 1.3. The decision required is to agree the framework.

2. Reason for Proposal and its benefits

- 2.1. The proposal will help us to deliver our vision of a healthy, happy, and prosperous Torbay by working to reduce rates of smoking, protecting residents from the harms of second-hand smoking and reducing illegal and illicit trade.
- 2.2. The proposed framework will serve to direct and coordinate work across Council departments and partner organisations.
- 2.3. The proposed framework will set the basis for the commissioning of Public Health funded services to support young people and adults.
- 2.4. The proposal will support local progress towards the UK Government's Smokefree 2030 ambition (defined as less than 5% of the population smoking).
- 2.5. The proposal will support the implementation of the Tobacco and Vapes Bill (set to become law from the 1st of January 2027).

3. Recommendation(s) / Proposed Decision

3.1. That the Tobacco and Vapes Framework 2026 – 2031 be approved.

4. Appendices

Appendix 1: Tobacco and Vapes Framework 2026 – 2031

Appendix 2: Torbay Young People's Vaping Research Project Report (March 2026)

5. Background Documents

- Stopping the Start: our new plan to create a smokefree generation (Department for Health and Social Care, 2023) <https://www.gov.uk/government/publications/stopping-the-start-our-new-plan-to-create-a-smokefree-generation/stopping-the-start-our-new-plan-to-create-a-smokefree-generation>
- Smoking in Torbay – a rapid health needs assessment
<https://www.southdevonandtorbay.info/media/pksnmmgv/smoking-rapid-hna-2024.pdf>

Supporting Information

6. Introduction

- 6.1. In October 2023 the UK Government launched the Smokefree Generation 2030 plan. This refreshed the commitment, vision and resource to achieving the target of fewer than 5% of adults smoking by 2030, a target that was originally set out in the tobacco control plan for England in 2017.
- 6.2. Currently, around 15,000 adults (13.8%) in Torbay smoke. To meet the smokefree generation 2030 ambition in Torbay, we need to support around 9,400 adults to stop smoking.
- 6.3. The emergence vaping and other nicotine products has introduced new opportunities to help smokers to reduce and quit, but also new ways of influencing non-smokers towards tobacco use.
- 6.4. Drawing from national survey data, it is estimated that around 12,300 adults (11%) in Torbay may currently vape. Of these, around 3,260 may have been using one for over 3 years.
- 6.5. Data from a local survey undertaken by Engaging Communities Southwest indicated that of the 437 respondents aged 11-18, approximately 61% reported having ever tried a vape. The most common age at which respondents had begun using a vape was 13-14 years old. Similar to national findings, vaping tended to be higher amongst girls than boys.
- 6.6. Data from this local survey indicated that vaping behaviours were influenced by experience of stress and anxiety, curiosity and sharing of devices amongst peers, high visibility in schools, public spaces and on transport, role modelling by family members and ease of access at some local shops and online.
- 6.7. The framework has been developed to set priorities to direct and coordinate action to move towards the smokefree 2030 ambition in Torbay. The five priority areas are:
 - Prevent the uptake of vapes amongst children and adolescents, and support those who vape to stop.
 - Diversify the support available for adults to help them take steps towards quitting smoking and long-term vaping.
 - Create smoke and vape free environments.
 - Support tobacco control efforts.
 - Monitor changes in tobacco use and potential new and emerging harms.
- 6.8. The framework has been developed based on the World Health Organisation's Framework Convention on Tobacco Control and UK best practice from Greater Manchester.

7. Options under consideration

- 7.1. No other options are considered.

8. Financial Opportunities and Implications

- 8.1. There are no financial implications to the proposal to adopt the framework.

9. Legal Implications

- 9.1. There are no legal implications of the proposal to adopt the framework.

10. Engagement and Consultation

- 10.1. Stakeholder engagement has been undertaken with those working across the areas set out in the framework to determine the priorities, areas of work and to ensure viability of them.
- 10.2. Community engagement has been undertaken in conjunction with a specialist behavioural insights organisation and community and voluntary sector organisations to understand smoking and vaping related beliefs and behaviours amongst adults and young people. The feedback will be used to inform how specific areas of work set out are delivered.
- 10.3. On 21 May 2026, the Adult Social Care and Health Overview and Scrutiny Sub-Board considered the Tobacco and Vapes Framework 2026 – 2031 and supported the recommendation as set out above.

10.4.

11. Procurement Implications

- 11.1. There are no procurement implications to the proposal to adopt the framework.

12. Protecting our naturally inspiring Bay and tackling Climate Change

- 12.1. Reducing rates of smoking will have a positive impact on reducing cigarette and vape waste which can contribute to litter and pollution and contribute to reducing air pollution.

13. Associated Risks

- 13.1. Lack of coordination across areas of work which may result in slowed progress towards achieving the smokefree 2030 ambition locally.

14. Equality Impact Assessment

Protected characteristics under the Equality Act and groups with increased vulnerability	Data and insight	Equality considerations (including any adverse impacts)	Mitigation activities	Responsible department and timeframe for implementing mitigation activities
Age	<ul style="list-style-type: none"> 18% of Torbay residents are aged under 18 years old. 55% of Torbay residents are aged between 18 to 64 years old. 27% of Torbay residents are aged 65 and older. 	The proposal will support improved coordination of activities across changing tobacco use trends which will support a reduction in rates across all age groups.	Not applicable	Not applicable
Carers	<ul style="list-style-type: none"> At the time of the 2021 census there were 14,900 unpaid carers in Torbay. 5,185 of these carers provided 50 hours or more of care. 	The proposal neither has a specific positive or negative impact based on this characteristic.	Not applicable	Not applicable
Care experienced	<ul style="list-style-type: none"> As of January 2026, there were 277 former care experienced young people aged 18-24 in Torbay. 	The proposal neither has a specific positive or negative impact based on this characteristic.	Not applicable	Not applicable
Disability	<ul style="list-style-type: none"> In the 2021 Census, 23.9% of Torbay residents answered that their day-to-day activities were limited 	The proposal is anticipated to have a positive impact by reducing exposure to second hand smoke that may exacerbate	Not applicable	Not applicable

	a little or a lot by a physical or mental health condition or illness.	conditions of certain long-term illnesses.		
Gender reassignment	<ul style="list-style-type: none"> In the 2021 Census, 0.4% of Torbay's community answered that their gender identity was not the same as their sex registered at birth. 	The proposal neither has a specific positive or negative impact based on this characteristic.	Not applicable	Not applicable
Marriage and civil partnership	<ul style="list-style-type: none"> Of those Torbay residents aged 16 and over at the time of 2021 Census, 44.2% of people were married or in a registered civil partnership. 	The proposal neither has a specific positive or negative impact based on this characteristic.	Not applicable	Not applicable
Pregnancy and maternity	<ul style="list-style-type: none"> Between 2013 and 2024, the rate of live births (as a proportion of females aged 15 to 44) has been slightly but significantly higher in Torbay (average of 56.0 per 1,000) than the Southwest (53.4) and broadly in line with England (56.3). For the period 2022 to 2024, rates in Torbay (44.6) have been significantly below England (50.0). 	<p>The proposal is anticipated to have a positive based on this characteristic.</p> <p>By reducing first- and second-hand smoke exposure, we might reduce negative impacts on maternal and foetal health including the risk of miscarriage.</p>	Not applicable	Not applicable
Race	In the 2021 Census, 96.1% of Torbay residents described	The proposal neither has a specific positive or negative impact based on this	Not applicable	Not applicable

	<p>their ethnicity as the following:</p> <ul style="list-style-type: none"> • 1.6% as Asian, Asian British or Asian Welsh • 0.3% as Black, Black British, Black Welsh, Caribbean or African • 1.5% as being of Mixed or Multiple ethnic groups • 96.1% as White • 0.4% described their ethnicity another way. <ul style="list-style-type: none"> • Black, Asian and minoritised ethnic communities are more likely to live in areas of Torbay classified as being amongst the 20% most deprived areas in England. 	characteristic.		
Religion and belief	<p>The 2021 Census showed that the residents in Torbay identify their religion and/or belief as the following;</p> <ul style="list-style-type: none"> • 48.5% are Christian • 0.4% are Buddhist • 0.2% are Hindu • 0.6% are Muslim • Less than 0.1% are Sikh • 0.1% are Jewish • 0.7% have another religion • 43.2% have no religion • 6.3% did not answer 	The proposal neither has a specific positive or negative impact based on this characteristic.	Not applicable	Not applicable
Sex	<ul style="list-style-type: none"> • 51.3% of Torbay's 	The proposal neither has a specific	Not applicable	Not applicable

	<p>population are female.</p> <ul style="list-style-type: none"> 48.7% of Torbay's population are male. 	positive or negative impact based on this characteristic.		
Sexual orientation	<p>In the 2021 Census, residents described their sexuality as follows;</p> <ul style="list-style-type: none"> 89% as Straight or Heterosexual 1.7% as Gay or Lesbian 1.1% as Bisexual 0.1% as Pansexual 0.1% described their sexuality another way 7.4% of people didn't answer the question 	The proposal neither has a specific positive or negative impact based on this characteristic.	Not applicable	Not applicable
Armed Forces Community	<ul style="list-style-type: none"> In 2021, 3.8% of residents in England reported that they had previously served in the UK armed forces. In Torbay, 5.9% of the population have previously served in the UK armed forces. 	The proposal neither has a specific positive or negative impact based on this characteristic.	Not applicable	Not applicable
Additional considerations				
Socio-economic impacts (Including impacts on child poverty and deprivation)	<ul style="list-style-type: none"> Torbay is ranked as the 39th most deprived upper tier local authority in England in the Index of Multiple Deprivation 2025. 	<p>Higher rates of smoking tend to be observed amongst those living in deprived areas, working in lower wage occupations and amongst those who are long term unemployed.</p> <p>By supporting timely and accessible smoking support and reducing illegal and</p>	Not applicable	Not applicable

		illicit trade, it is anticipated that this will support both health and social inequalities.		
Public Health impacts (Including impacts on the general health of the population of Torbay)	<ul style="list-style-type: none"> For the five-year period 2020 to 2024, data shows there is a 6-year life expectancy gap between males who live in Torbay's least and most deprived areas and, a 3-year gap for females. 	Reducing the prevalence of smoking will have positive impacts on reduction of hospital care to manage long-term illnesses including respiratory conditions, chronic obstructive pulmonary disease, and some cancers.	Not applicable	Not applicable
Human Rights impacts		Reducing smoking rates within the population supports the human right to breathe clean air.	Not applicable	Not applicable
Child Friendly		By reducing rates of smoking, the proposal will support an improvement for children growing up in smokefree homes and enjoy smokefree outdoor spaces.	Not applicable	Not applicable

15. Cumulative Council Impact

- 15.1. The proposal supports work within Licensing and Planning teams on promoting smokefree environments and tobacco control efforts. Therefore, the proposal is expected to further extend the beneficial socioeconomic impacts of these teams.

16. Cumulative Community Impacts

- 16.1. The proposal supports work across Anchor Institutions and other local businesses which is expected to have positive impacts on reducing short- and long-term adverse health outcomes related to smoking that affect business productivity.
- 16.2. By improving smokefree environments and reducing illegal and illicit trade, the proposal is expected to contribute to improving the safety of communities across Torbay.