Smokefree Aotearoa 2025
Action Plan 2015-2018

17 March 2015
At a Glance...

Smoking prevalence has reduced sharply in New Zealand within a generation – from 33% in 1983 to 15.1% in 2013. This has been achieved by sustained efforts to change public attitudes, inspire and support people to quit smoking and to implement innovative policies such as smokefree environments, advertising bans, point of sales restrictions and increasing tobacco prices. However, based on current projections, much more effort is needed to achieve the Government’s aspirational goal of Smokefree Aotearoa 2025 of less than 5% smoking prevalence.

This Action Plan 2015-2018 sets out the key strategic work that the National Smokefree Working Group (NSFWG) identifies to be undertaken over the next three years to place New Zealand on track to achieve Smokefree 2025. The 13 priorities for 2015-2018 are set out below, with those actions requiring immediate and urgent action highlighted in red:

**Increasing Effective Cessation**
1. Deliver comprehensive cessation services tailored to community needs
2. Increase tobacco control mass media
3. Utilise the best cessation technologies
4. Develop a policy response to Electronic Nicotine Delivery Systems (ENDS)

**Effective Legislation and Regulation**
5. Implement standardised tobacco packaging
6. Increase the price of tobacco products through increased taxation
7. Restrict tobacco supply
8. Control tobacco product content
9. Ensure full implementation of the World Health Organisation’s Framework Convention on Tobacco Control (FCTC)

**Increasing Public Support**
10. Continue expansion of Smokefree environments
11. Ensure New Zealanders know about and support initiatives required to achieve Smokefree 2025
12. Raise public awareness about the tobacco industry’s conduct so it mistrusts its information and strategies
13. Raise public awareness of tobacco addiction so people who smoke are not stigmatized

Enabling the implementation of this Action Plan is the biggest challenge:

- A long-term Government strategy that establishes a clear pathway to 2025 is urgently needed. This strategy is essential to ensuring the necessary support within Government to the actions set out in this document, particularly those policy-related actions. **The NSFWG will discuss with Government how and when this strategy will be developed.**
- Specific strategies are needed to ensure New Zealand’s most disadvantaged people receive the specific help they need so they also attain the health and wealth benefits of being smokefree (particularly for Māori, Pacific, Hapū Women and people with mental illness). **The NSFWG will support the development of strategies targeted to priority populations.**
- Every effort is needed to ensure grass-roots engagement by tobacco control workers in advancing the Action Plan, including local support for smokefree places, aligning service funding to the Action Plan priorities and building strong local networks (Appendix 2). **The NSFWG will ensure that we work together and that everyone in tobacco control can contribute.**
Purpose of the Action Plan 2015-2018

Achieving the Government’s aspirational goal of Smokefree Aotearoa 2025 requires a concerted and collective effort by many people across many areas of endeavour. **We all have a role to play.**

This paper outlines the National Smokefree Working Group’s (NSFWG) assessment of key priorities during the period 2015-2018. Generally, we know ‘what’ to do - it is the ‘doing’ that counts. **We must galvanize our efforts to accomplish the most important tasks.**

The NSFWG Action Plan is not a Government Smokefree 2025 Strategy. As such, many of the actions it sets out do not have a direct pathway to implementation and can only be achieved if adopted by Government and its agencies. **Advocacy is needed to ensure key initiatives are understood and accepted, and are comprehensively progressed.**

A key outstanding recommendation of the Māori Affairs Select Committee enquiry on the consequences of tobacco use for Māori that has not been actioned is ‘…Establish a tobacco control strategy and action plan to focus effort to 2025’. The 2015 Review of Tobacco Control Services also reached this conclusion. The NSFWG considers it imperative that a Government Strategy to 2025 is established to ensure a clear route to the goal is planned, new initiatives implemented, and progress monitored and evaluated. **A Government Strategy is urgently needed.**

Despite evidence that many tobacco control policies successfully increase cessation and decrease initiation, New Zealand’s adoption of these strategies has been ad hoc, particularly in respect of tobacco supply constraints, tobacco content regulation and optimising new cessation technologies. **More vigorous whole-of-government use of all the available policy levers is needed.**

The smoking population has changed as overall smoking prevalence has declined, with smoking becoming more concentrated in disadvantaged groups. This means that tobacco control activities and cessation services need to be increasingly targeted to the specific needs of these people, whether these people are Māori, Pacific, Hapū Women or people with mental illness. **Increasingly, the particular needs of people and groups of people must be better met by the services delivered.**

The New Zealand public overwhelming supports initiatives that reduce the harm caused by smoking - the Smokefree Aotearoa 2025 goal reflects strong public sentiment. Leveraging this strong support will provide confidence to decision-makers that they are doing the right thing. **There is strong public support for the actions we pursue.**

Robust research evidence underpins the service innovation, advocacy and policy development across the tobacco control sector. Maintaining a comprehensive and nimble research capacity is vital to ensure a research-led and supported policy environment. **We need the right information in time to support decision makers.**

The World Health Organisation’s Framework Convention on Tobacco Control (FCTC) is a legally-binding international treaty that sets out best-practice in tobacco control. The FCTC has an ongoing process to develop policies, protocols and guidelines, to which New Zealand has the opportunity to contribute to and benefit from, including for our Pacific neighbors. **We need to be at the forefront of FCTC development and implementation.**
Background to the Action Plan 2015-2018

National Smokefree Working Group
The National Smokefree Working Group was established to give national leadership on tobacco control initiatives toward the goal of Smokefree Aotearoa 2025. It uses the strength of its membership to drive actions that reduce smoking rates in New Zealand and to present a collective voice on key issues.

The group is chaired by Dr Jan Pearson, and the following organisations are members: Cancer Society of New Zealand, ASH New Zealand, Quitline, Tala Pasifika, Heart Foundation, ASPIRE 2025, Smokefree Coalition, Mental Health Foundation, T&T Consulting, Asthma Foundation, Stroke Foundation, Inspiring Limited and Te Ara Hā Ora. Representatives from three District Health Boards, Turanga (Auckland University), Health Promotion Agency (HPA) and the Ministry of Health attend meetings as observers.

The NSFWG uses sub-committees to develop and implement the strategies for the priority actions within the Action Plan. Currently, there are sub-committees for tax, plain packaging, smokefree cars, cross-government commitment, cessation and controlling of additives inside tobacco products. Through this structure, the NSFWG can develop strategies to advance each of the priority actions.

Road Map to 2025
Following the establishment of the Government’s Smokefree Aotearoa 2025 goal in 2011, the NSFWG established a summarized ‘Road Map’ or Logic Model setting out key steps needed to get to 2025. This was supported by a comprehensive ‘Next Steps Action Plan 2013-2015’ that set out the priority actions to focus the efforts of the sector. This Action Plan has become the de-facto national strategy in the absence of a strategy developed by Government.

An updated version of the Road Map is attached (Appendix 1). This establishes the linkages between the work that people in the sector undertake and the attainment of the Smokefree 2025 goal. It organises the key tasks into three work streams: Increasing Effective Cessation; Effective Legislation and Regulation; and Increasing Public Support.

Progress reporting
Lead Agents are delegated by the NSFWG to monitor progress on actions set out in the Action Plan and to report both to the Working Group and to the sector. Currently, the leads are: Bruce Bassett (Quitline) for Increasing Effective Cessation; Stephanie Erick (ASH) for Effective Legislation and Regulation; and Prudence Stone (Smokefree Coalition) for Increasing Public Support. Zoe Hawke (Te Ara Hā Ora) and Edward Cowley (Tala Pasifika) were delegated as Lead Agents monitoring outcomes for Māori and Pacific populations.

Updating the Action Plan for 2015-2018
In 2014, the NSFWG considered the actions that needed to be achieved over the critical period to 2018, the Government’s mid-point when daily smoking prevalence must fall to 10 percent and Māori and Pacific rates should have halved from their 2011 levels.

At the instigation of the Chair, the work stream leads undertook a process to assess what needs to be included into the Action Plan 2015-2018. This involved consultation across the tobacco control sector and consideration of key issues and challenges by the NSFWG.
This identified that while smoking rates are reducing in New Zealand, the prevailing view is that both mid-point and full-term goals will not be achieved without further momentum across all of the tobacco control initiatives. Also, the tobacco control environment has changed in recent years:

1. **Inequality.** Census 2013 highlighted that smokers are becoming more concentrated in the most disadvantaged communities, with wide disparities across a number of indicators, whether socio-economic status, urban/rural distribution or ethnicity. Other research indicates much higher smoking rates by people with mental illness compared to general population. As such, the Action Plan needs to recognise, address, and reduce these inequalities by developing and implementing comprehensive population-level policy initiatives. In addition, the Action Plan requires targeted initiatives developed in collaboration with and supported by the communities in question.

2. **Changing Technologies.** New technologies such as ENDS and more effective non-electronic nicotine devices (N-ENDS) can deliver nicotine to addicted people in ways that is likely to be ‘safer’ than combusted tobacco. However, there is considerable uncertainty at present whether these technologies will contribute to, or confound, the attainment of the Smokefree 2025 goal. With this ‘blurring’ of the tobacco control debate, it is essential that a proactive stance is applied in New Zealand so that cessation-oriented regulatory responses are established in either accommodating or controlling these technologies.

The Action plan must respond to the concentration of smoking among disadvantaged communities within New Zealand. Policy measures as well as community initiatives must recognise and respond to the needs of these groups to accelerate smoking cessation and reduce the inequalities they currently experience. Figure 1 below sets out how these specific strategies align with the overall efforts of the NSFWG work programme.

**Figure 1: Incorporating Targeted Strategies within the Action Plan 2015-2018 Work Streams**

- **Increasing Effective Cessation**
  - Māori Strategy - Te Ara Hā Ora the lead agent
  - Pacific Strategy – Tala Pasifika the lead agent
  - More priority populations, e.g. people with mental illness, pregnant women

- **Effective Legislation and Regulation**

- **Increasing Public Support**
## Priority Actions for 2015–2018

### Increasing Effective Cessation

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| Increasing successful cessation by all New Zealanders, and especially those people who are most disadvantaged and face the biggest barriers to quitting. | 1. Deliver comprehensive cessation services tailored to community needs | • Design and deliver services that are effective in meeting people’s stop-smoking needs, including ensuring the provision of the combinations of services that work best for them.  
• Ensuring the full range of cessation services are available (e.g. kaupapa Māori, Pasifika, telehealth, face to face, group-based) and these are funded appropriately, promoted and delivered to clients to utilise.  
• Ensuring that people most in need have the best and most appropriate cessation support for them, particularly:  
  - Māori  
  - Pacific Peoples  
  - Hapū Women  
  - People with mental illness.  
• Developing cessation workforce through appropriate funding of services and provision of training.  
• Making cessation advice and connection to cessation services an essential part of the health and social sector services. | Immediate priority to ensure provision of client-oriented services  
Immediate priority to provide comprehensive service options  
New approaches needed to ensure more effective service delivery to people in need  
Ongoing priority for greater emphasis on service improvement  
New approaches needed to normalize the provision of cessation advice and support by all agencies that contact smokers |
| | 2. Increase tobacco control mass media | • Increase investment in sustained mass media campaigns to best practice placement levels.  
• Develop targeted (or themed mainstream) campaigns for each priority population. | Immediate (2015) priority for current advocacy and policy  
New focus needed on targeted rather than generic campaigns |
| | 3. Utilise the best cessation technologies | • Ensure NRT investment supports the most effective products, in line with new technologies (e.g. inhalers).  
• Ensure new medicines are rapidly bought into use and subsidised as appropriate (e.g. cytisine, nicotine delivery systems, others). | New approaches needed to ensure rapid uptake of best products  
New approaches needed to fast-track innovative medicines and delivery products into use |
| | 4. Develop a policy response to ENDS | • Establish policy process, with comprehensive sector consultation, to establish optimal regulatory response to ENDS under different scenarios (based on a precautionary principle). | New approach urgently needed to ensure effective policy response to ENDS |
| Undertake research | | • Undertake research to systematically underpin each priority action to provide a robust New Zealand-context evidence base for better cessation services and to evaluate progress.  
• Mechanism needed to enable high-cost clinical trial research on key priorities. | Research priorities to be aligned to these actions and funded accordingly  
New approach needed to funding of research trials |
## Effective Legislation and Regulation

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| Advancement of tobacco control policies to limits the harm caused by tobacco products | 5. Implement standardised tobacco packaging | • Progress current plain packaging legislation and advocate for immediate implementation.  
• Review and revise tobacco product health warnings to maximize impact.  
• Enhance plain packaging legislation to address other complementary measures such as dissuasive cigarette sticks. | Immediate (2015) priority with legislative process underway and rapid implementation needed |
| | | | Action as part of the implementation of plain packaging |
| | | | New approaches needed to reduce product attractiveness and highlight product dangers at every consumption point |
| | 6. Increase the price of tobacco products | • On-going annual tax increases with periodic larger step changes.  
• Pricing mechanisms investigated to discriminate against the most harmful tobacco products and to reduce incentives within the tobacco market. | Immediate (2015) priority with advocacy and policy consideration underway |
| | | | New approaches needed to further disincentivize smoking behaviours |
| | 7. Restrict tobacco supply | • Establish a comprehensive policy process with sector consultation to define the suite of supply restrictions, prioritise and implement them, including:  
  o Licensing of retailers  
  o Elimination of duty-free tobacco sales  
  o Enhanced enforcement of point of sale and age limits. | Priority to develop a comprehensive supply restriction policy |
| | 8. Control tobacco product content | • Use existing Smokefree Environments Act provisions to require comprehensive content disclosure of the constituents of tobacco products and tobacco smoke by brand.  
• Establish policy process, with comprehensive sector consultation, to define product constituents to be prohibited or restricted in tobacco products (e.g. flavoring, nicotine levels). | Priority to apply current content reporting laws (Smokefree Environments Act) |
| | | | Priority to establish policy process to regulate tobacco product constituents |
| | 9. Ensure full FCTC Implementation | • Actively participate in FCTC policy processes, including its Conference of the Parties (COP), to ensure New Zealand contributes to, and benefits from, the development of international tobacco control measures. | Ongoing, with Ministry of Health leadership |
| | Undertake research | • Undertake research that supports the above policy initiatives and generates the evidence to support progress, and which anticipates future information needs. | Research priorities to be aligned to these actions and funded accordingly |
## Increasing Public Support

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| Increasing public support to supporting tobacco control policies and increasingly eliminate smoking as a normal activity in New Zealand society | 10. Continue expansion of Smokefree environments | • Broaden implementation of smokefree places as permitted under existing legislation, particularly by local government and local communities.  
• Extend smokefree settings through policy processes, including Smokefree cars.  
• Ensure definitive clarification of a smokefree environment (e.g. bars and restaurants), with documentation of requirements and enforcement. | Immediate (2015) priority to extend the application of current legislation and regulation (Smokefree Environments Act). Priority for advocacy and policy consideration. Priority with advocacy and policy consideration underway. |
| | 11. Ensure New Zealanders know about and support initiatives required to achieve Smokefree 2025 | • Develop and implement a communications strategy for Smokefree 2025 generally and relating to each key initiative requiring public or political support. Priority to be advanced as part of the Action Plan 2015-2018 implementation | Immediate (2015) priority. |
| | 12. Raise public awareness about the tobacco industry’s conduct so it mistrusts its information and strategies | • Develop and implement a communications programme for exposing industry tactics, including political interference, unethical behavior and cynical marketing. | New approaches needed to expose industry conduct. |
| | 13. Raise public awareness of tobacco addiction so people who smoke are not stigmatized | • Develop a strategy for media or industry misrepresentation of people who smoke. | Ongoing. |
| Undertake research | | • Undertake research on the attitudes of New Zealanders to tobacco control initiatives and for use as leverage within advocacy. | Research priorities to be aligned to these actions and funded accordingly. |
NSFWG Road Map to Smokefree Aotearoa by 2025

Smoking Aotearoa by 2025
Aspirational goal established in 2011 that Aotearoa New Zealand is to be a smokefree nation by 2025 (interpreted as less than 5% smoking prevalence).
Includes setting a proportionate challenge for improvement across all demographics to seriously address the higher smoking rates amongst Māori and Pacific communities.

Successful Quitting
Increasing successful cessation by all New Zealanders, and especially by those people who are most disadvantaged and face the biggest barriers to quitting.

Effective Policy
Advancement of tobacco control policies to limit the harm caused by tobacco products.

Reduced Initiation
Increasing public support of tobacco control policies that increasingly eliminate smoking as a normal activity in New Zealand society.

Increasing Cessation
- Deliver comprehensive cessation services tailored to community needs
- Increase tobacco control mass media
- Utilise best cessation technologies
- Develop a policy response to electronic nicotine delivery systems (ENDS)

Effective Legislation & Regulation
- Implement standardised tobacco packaging
- Increase price of tobacco products
- Restrict tobacco supply
- Control tobacco product content
- Ensure full FCTC implementation

Increasing Public Support
- Expansion of smokefree environments, including smokefree cars
- New Zealanders know about and support the Smokefree 2025 goal
- New Zealanders completely mistrust the tobacco industry
- Raise awareness of tobacco addiction

Working Together

Cessation
- Interventions in primary, secondary, tertiary and public health care
- All services are evidence based
- Existing and emerging effective treatments funded
- Whānau ora
- Services to priority populations
- Innovative cessation methods are encouraged

Policy
- Engage national decision makers
- Engage national influencers
- Review relevant existing and overseas laws
- Advise and inform policy processes

Community Engagement
- Local activities to make communities smokefree and protect children from exposure to tobacco
- Engagement with decision makers and media
- Raise local awareness of Smokefree 2025 goal

Research and Evaluation
- Monitoring of tobacco use
- Monitoring of quitting behaviours and attitudes
- Evaluation of interventions
- Monitoring of industry
- Academic research

Monitoring and Enforcement
- Monitoring of retail outlets
- Enforcement of smokefree laws and regulations
- Monitoring of tobacco industry practices, incl. marketing

Marketing
- Unpaid Media/PR
- Paid Media
- Communications
- Signage
- Branding
- Events

Research and Evidence
Comprehensive research and evaluation to underpin policy, advocacy and programme development.

How we make it work

Priority tobacco control actions

Evidence

NSFWG Objectives

Government Goal
Appendix 2

Practical things you can do locally to support Smokefree Aotearoa 2025

The Action Plan 2015-2018 is, by nature, focused on strategic priorities. However, it is equally important that all people within the tobacco control sector know what they can do to support it and to make a real contribution to achieving Smokefree Aotearoa 2025.

Here are some suggestions on things you can do to make a difference:

Increasing Effective Cessation

- If you fund or provide a local cessation service, make sure you are well connected to other cessation providers. Be aware of the service needs of each client – what works best for them. If possible, connect clients with the most appropriate service.
- Be aware of the particular needs of priority populations, and of the extra challenges they face in quitting smoking. What extra effort can you put in?
- Up-skilling is a responsibility we all have. Keep up with the literature and the latest cessation techniques, and use these in your practice. Take advantage of every training opportunity.
- Observe what people are wanting in cessation support – are they seeking e-cigarettes or better NRT? If so, pass that information on and support the debate on these topics. Pressure from the grass-roots can be very influential in advancing policy or resource allocation decisions.

Effective Legislation and Regulation

- While policy processes tend to be centrally-driven, it is essential that the local voice is contained 'loud and clear' within the debate. Be aware of the issues at hand and raise them in your networks, and contribute directly into the policy process. For instance, let your MP know that the plain packaging legislation should not only be passed in Parliament, but that it should be implemented immediately.
- In short, use every opportunity to participate – you can make a difference.
- You can also lend your support to other people or groups who are taking issues forward – it strengthens their position if they have wider support.
- There are ways to act locally on some of these priorities. For instance, use the Tobacco-free Retailer Toolkit to reduce local levels of tobacco supply. Over time, tobacco will get harder and harder to buy.

Increasing Public Support

- There is considerable scope to make a difference locally using existing legislation. For instance, you can advocate with local councils to develop and extend smokefree policies for a wide range of public spaces, e.g. parks, playgrounds, town centers, alfresco dining, events etc. using the Smokefree Councils Toolkit. Use the powers that are already in place.
- You can use existing tools, such as the Smokefree Cars Toolkit to encourage more support for smokefree cars and thereby increase the pressure on decision-makers to make this proposal a reality.
- Tobacco control has tremendously high levels of public support. Think about how you can leverage this support to build the political, policy and operational momentum for initiatives that may be seen as unpalatable, except where there is overwhelming public support.

So,

Keep informed and engaged

There are great networks out there and a lot of ways to get tobacco control information and updates. Universally, people are committed to the mahi, and welcome others to join them.

Be responsive to Calls to Action

Lend your support to the actions of others – your support counts.