TOOL 2. STAKEHOLDER-SPECIFIC ARGUMENTS FOR TOBACCO CONTROL

This tool provides arguments to convince different sectors and stakeholders to support and actively engage in tobacco control and actively participate in the NCM. The tool will also help health ministry officials answer questions from representatives of other sectors, and articulate a clear vision for why a whole-of-government approach is critical for tobacco control and related sustainable development objectives.

Efforts to generate whole-of-government responses to tobacco control typically fail where tobacco is presented as a health challenge only. NCM engagement should be presented as more than just a benefit to, and responsibility of, the health sector. Clear, convincing and sector-specific arguments can take several forms, discussed below. Those involved in tobacco control planning should consider which line of argument or combination of arguments is most likely to persuade in a given context.

The first argument is to emphasize whole-of-government efforts and policy coherence as necessary to fulfill WHO FCTC obligations. Entire governments sign the WHO FCTC, and thus it is legally incumbent upon all relevant government sectors to implement the treaty’s provisions. This means that different sectors are legally obliged to reconcile any contradictions between their mandates and the WHO FCTC. That the WHO FCTC is a legally binding international treaty, with reporting requirements, should be considered in priority setting discussions across ministries. Ministries could also be reminded that: that strengthened WHO FCTC implementation is a specific target within Agenda 2030; tobacco taxation is encouraged in the Addis Ababa Action Agenda on Financing for Development; and heads of state and government have committed to whole-of-government national NCD responses in A/Res/66/2 Political Declaration of the High-level Meeting of the General Assembly on the Prevention and Control of Non-communicable Diseases.1

The second line of argument is audience-specific messaging, demonstrating to different stakeholders how tobacco control would advance their core priorities, and how they can support tobacco control including through NCM engagement. Particularly important is addressing perceived incentive conflicts between the health and economic sectors, including through investment case analyses that weigh the significant costs of inaction (to health systems, productive societies and the environment) against the far lower costs of action. While exact NCM composition is a context-specific decision requiring careful consideration (see Tool 3), Table 2 below lists a range of potential sectors and stakeholders for tobacco control as well as key evidence-based messages for why each should meaningfully engage. While Table 2 includes evidence from various countries and global-level analyses, Parties should supplement and tailor arguments with local evidence where possible. Tool 1, the rapid/general tobacco control situation analysis, can help in this regard. Tobacco control focal points may wish to create and disseminate issue briefs summarizing this information before, during or after bilateral meetings. Before approaching representatives from particular

1 http://www.who.int/nmh/events/un_ncd_summit2011/political_declaration_en.pdf
sectors, focal points may also wish to consult Table 3 to outline potential roles and contributions of different sectors.

Finally, a third and critical advocacy strategy is to identify overarching national priorities to which tobacco control can be tied, and around which all sectors and stakeholders can unify. SDG achievement is the broadest unifying theme, but in some contexts the political priorities may be more specific, for example universal health coverage, decent work and economic growth, raising domestic resources, reducing inequities, and promoting human rights. Tobacco control can be framed as supportive, even vital, to each of these and other development imperatives. In 2017, the Convention Secretariat and UNDP produced a Discussion Paper on the WHO FCTC as an Accelerator of Sustainable Development. The paper includes in-depth analysis and data on how strengthened implementation of the WHO FCTC, SDG target 3.a., would drive progress across Agenda 2030’s 17 SDGs. The paper also provides recommendations for policy and research.\(^2\)

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\(^2\) This analysis complements a set of sectoral briefs by UNDP and WHO on What Government Ministries Need to Know about Non-communicable Diseases. Other useful resources include: UNDP and WHO’s policy briefs on Health Promotion in the Sustainable Development Goals; The Tobacco Atlas (Fifth Edition), produced by the American Cancer Society and World Lung Foundation; the FCA’s advocacy toolkit, How to take ‘FCTC implementation’ from the Sustainable Development Goals (SDGs) and translate it into action in-country; and the NCD Alliance’s infographic, NCDs across the SDGs – a call for an integrated approach.
Table 2) Key messages and evidence for engagement of various ‘non-health’ sectors and stakeholders

<table>
<thead>
<tr>
<th>Tax and Revenue</th>
<th><strong>Key message:</strong> Raising taxes on tobacco products increases tax revenue while reducing the burden of tobacco. Hundreds of studies show: raising tobacco taxes are the most effective and cost-effective measure for reducing tobacco use.4</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓</td>
<td>In Thailand, the Asian Development Bank estimates that 60 percent of the deaths averted from a 50 percent tobacco price increase would be in the poorest third of the population, who would pay just 6 percent of the increased taxes [1].</td>
</tr>
<tr>
<td>✓</td>
<td>A 2017 WHO and UNDP joint report finds that the total annual economic cost of tobacco use to China in 2014 was USD 57 billion, a 1000 percent increase from the year 2000. By increasing the retail price of cigarettes by 50 percent (and sustaining future price increases), China would avert 20 million premature deaths and 8 million cases of impoverishment over 50 years – while generating an additional USD 66 billion in tax revenue annually [2].</td>
</tr>
<tr>
<td>✓</td>
<td>Between 1993 and 2009, South Africa increased total taxes on cigarettes from 32 percent to 52 percent of the retail price, experiencing sizable reductions in tobacco use and also a nine-fold increase in government tax revenues [3].</td>
</tr>
<tr>
<td>✓</td>
<td>The Philippines generated USD 3.9 billion in incremental excise tax revenues during the first three years of its Sin Tax Reform Law, with 80 percent of these revenues from the law’s tobacco component [4].</td>
</tr>
<tr>
<td>✓</td>
<td>The Philippines uses the additional tobacco tax revenue to finance universal health coverage and to support alternative livelihoods for tobacco growers [5].</td>
</tr>
<tr>
<td>✓</td>
<td>Price and tax measures on tobacco are recognized in Paragraph 32 of the Addis Ababa Action Agenda of the Third International Conference on Financing for Development as an effective and important means to reduce tobacco consumption and associated health-care costs, while representing a revenue stream for financing for development in many countries.</td>
</tr>
</tbody>
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<table>
<thead>
<tr>
<th>Environment</th>
<th><strong>Key message:</strong> Tobacco consumption and production cause severe and often irreversible damage to our national resources. One must consider the entire ‘environmental life cycle’ of tobacco production, which releases tons of waste and chemical into our water, air and soil. Tobacco control limits environmental harm, while preserving our natural resources.</th>
</tr>
</thead>
<tbody>
<tr>
<td>✓</td>
<td>Tobacco farming causes up to 5 percent of global deforestation, with 200,000 hectares of natural woody biomass loss each year and LMICs burdened significantly. A 1999 analysis found tobacco farming causes almost one fifth of China’s deforestation [6].</td>
</tr>
<tr>
<td>✓</td>
<td>In 2006, 200 climate change experts warned that, each year, deforestation accounts for 25-30 percent of greenhouse gas emissions globally [58].</td>
</tr>
<tr>
<td>✓</td>
<td>Tobacco growing “may be up to 10 times more aggressive” than all other factors in deforestation (e.g. maize farming) combined [7]. In Bangladesh, 30 percent of deforestation is related to tobacco manufacturing [8].</td>
</tr>
<tr>
<td>✓</td>
<td>In Zimbabwe and the Philippines, curing has been reported as the leading usage for indigenous wood in rural areas [9,10].</td>
</tr>
</tbody>
</table>

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3 Sources provided under ‘References’ section at end of document

4 [http://apps.who.int/iris/bitstream/10665/178574/1/9789240694606_eng.pdf?ua=1&ua=1](http://apps.who.int/iris/bitstream/10665/178574/1/9789240694606_eng.pdf?ua=1&ua=1)
✓ According to the 2015 International Coastal Clean-up Report, cigarette butts are the most common single debris item collected, representing 15 percent of the total pieces of debris collected worldwide [11].
✓ Arsenic, lead, nicotine and ethyl phenol are leached from discarded butts into aquatic environments and soil, with not yet quantified implications for the quality of drinking water [12-13].
✓ Among the pesticides used in tobacco growing is chloropicrin, a lung-damaging agent that was used as a tear gas in World War I and is toxic to fish and other organisms [14].
✓ In countries such as Canada, cigarettes are responsible for some of the most destructive forest fires in history [15].
✓ Evidence suggests that, dating to the 1950s, tobacco and oil companies have employed the same public relations firms, research institutions and researchers to obscure the negative impacts of their respective industries on health and environment [57].

### Agriculture

**Key message:** *Tobacco growing is resource-intensive (and damaging). It harms the health of tobacco farmers while earning them low (or even no) profit. Supporting farmers in shifting to higher value crops or alternative economic activities improves health, increases farmer incomes, and contributes to the sustainability of national resources.*

✓ It has been estimated that 10 to 20 million malnourished people worldwide could be fed if food crops were grown instead of tobacco [16].
✓ According to a 2011 analysis, approximately 1.3 million children (14 and under) are engaged in tobacco farming worldwide, with 500,000 in India alone [17]. Some 10-14 percent of children from tobacco growing families are out of school because of working in tobacco fields [14].
✓ The leachate from one cigarette butt placed into one litre of water will kill half of all marine and freshwater fish which come in contact with it [18].
✓ In the Nueva Segovia department of Nicaragua, where most tobacco farms are close to important rivers, researchers found pesticide contamination in both the superficial aquifer and deep groundwater [19-20].
✓ Studies in Brazil have found excessive agrochemical residues in waterways near tobacco farming communities [21-23].
✓ Tobacco farmers in Kenya who switched to growing bamboo enjoyed rates of return that were 300 percent higher compared to tobacco growing [24].
✓ Less than one in five tobacco farmers in Indonesia report tobacco farming to be profitable [25].
✓ In Kenya, over one quarter of tobacco workers showed pesticide poisoning [26-27], and tobacco-related environmental problems identified in the 1990s [26,28] – including soil erosion, changing of local streams from permanent to seasonal, water pollution and deforestation – were still visible in 2009 [29].

### Employment (labour market: public, private, incl. unions)

**Key message:** *Tobacco products cause immense losses in productivity each year, incurred by workers and employers due to premature mortality, sick leave, smoke breaks, and low performance. Smoke-free workplaces and services to help smokers reduce and quit improve both health and productivity.*

✓ The cost of tobacco to the global economy is estimated to be more than USD 1 trillion per year, approximating 2 percent of global GDP [30,14,31].
✓ Up to half of all tobacco-related deaths occur during the prime productive years (age 35–69)[32,33].
✓ Smokers are significantly more likely to be absent from work or to call out sick [see 34-36]. In the UK, smokers are 33 percent more likely to be absent from work and take 2.7 additional sick days per year on average, costing the UK approximately 1.4 billion pounds annually [34].
✓ In Egypt, approximately 61 percent of indoor workers are exposed to second-hand smoke on the job. Some 59 percent of all these workers are non-smokers [37].
✓ Indoor PM concentrations from smoking have been found to be up to 10-fold higher than PM concentrations from diesel car exhaust [38].
✓ Tobacco farmers in Kenya who switched to growing bamboo enjoyed rates of return that were 300 percent higher compared to tobacco growing [24].
✓ Less than one in five tobacco farmers in Indonesia report tobacco farming to be profitable [25].

Communication (incl. private media, public service)

Key message: The tobacco industry employs predatory tactics, targeting vulnerable populations and distorting the facts in its marketing. The ‘empowered’ lifestyle tobacco proclaims to represent instead leads to death and disability. More communication tools are available now than ever to both counter the industry’s tactics and to help tobacco-users quit.

✓ In Egypt, close to 20 percent of adults who smoke either do not believe or do not know that smoking causes stroke; approximately 15 percent do not believe or know that second-hand smoke causes heart disease [14].
✓ In 2015, there were over 7 billion mobile cellular subscriptions in the world, up from less than 1 billion in 2000 [39], suggesting new opportunities for ensuring people have access to information and cessation support.
✓ In India, WHO launched a national mCessation service in English and Hindi in January 2016. Nearly 2 million tobacco users have registered for the service, which provides tailored SMS (including instant advice on coping) based on users’ habits and background [40].
✓ Industry marketing has been labelled ‘predatory’ as it takes direct aim at the culture and lifestyles of youth and lower socioeconomic groups. In Paraguay, 89 percent of youth (13–15 years old) noticed tobacco advertising on billboards during the last 30 days (according to 2012 data) [14].

Tourism, Food and Catering (incl. wholesale, retail, food and beverage industries)

Key message: Smoking not only harms health – it harms business. Smoke-free restaurants and other areas accessible by the public are becoming the norm and it is a myth that implementing smoke-free laws reduces business and income from tourism.

✓ In 2008, Mexico City implemented a smoke-free law covering restaurants, bars and nightclubs. The ban did not harm city business; in fact, economic evidence suggests a positive impact on restaurants’ income, employees’ wages, and levels of employment [41].
✓ In 2014, 2,248,065 discarded cigarette butts were picked up from beaches and water edges across 91 countries [11].

Local Governments, Urban Planning (incl. transport)

Key message: Tobacco smoke pollutes air quality, reducing the safety of housing, workplaces, and public spaces. Local governments have an extremely impactful role to play: Smoke-free cities and increasing taxes are both effective and revenue-generating.

✓ In 2014, 2,248,065 discarded cigarette butts were picked up from beaches and water edges across 91 countries [11].
Arsenic, lead, nicotine and ethyl phenol are leached from discarded butts into aquatic environments and soil, with not yet quantified implications for the quality of drinking water [12-13].

Globally 570,000 children under five die each year from respiratory infections, such as pneumonia, that are attributable to indoor and outdoor air pollution and second-hand smoke [42].

Indoor PM concentrations from smoking have been found to be up to 10-fold higher than PM concentrations from diesel car exhaust [38].

**Education, Sports and Youth Affairs**

**Key message:** Education is the top priority in protecting our children from the predatory marketing strategies of the tobacco industry. Tobacco use impairs learning and leads to early death in half of its users. Tobacco dependence is also the cause of many children not attending school. Educating children and families leads to better learning and health outcomes.

- In Bangladesh, an estimated 10.5 million malnourished persons could have an adequate diet if money currently spent on tobacco instead went toward food, with the lives of 350 children saved each day [43].
- According to a 2011 analysis, approximately 1.3 million children (14 and under) are engaged in tobacco farming worldwide, with 500,000 in India alone [17]. Some 10-14 percent of children from tobacco growing families are out of school because of working in tobacco fields [14].
- Globally 570,000 children under five die each year from respiratory infections, such as pneumonia, that are attributable to indoor and outdoor air pollution and second-hand smoke [42].
- In Timor-Leste, 66 percent of youth (age 13-15) are exposed to tobacco smoke at home, while 70 percent are exposed in enclosed public places [44].
- Adolescent smoking is associated with attention deficits and increased risk of cognitive impairment later in life [45].
- In Bulgaria, Egypt, Indonesia, Myanmar and Nepal, low-income households often spend more of their disposable income on tobacco than on education [46].
- In Viet Nam, smokers spent 3.6 times more on tobacco than on education in 2003 [47].
- Some 10-14 percent of children from tobacco growing families are out of school because of working in tobacco fields [14].

**Social and Economic Development**

**Key message:** Expenditures on tobacco products and tobacco-related diseases exacerbates poverty all over the world. Expenditures due to tobacco-use causes children to drop out of school and prevents productive employment, trapping many in a vicious cycle of poverty. Tobacco control measures, including access to cessation services, can mitigate the tobacco-poverty dynamic.

- Globally, each year 100 million people are driven into poverty due to out-of-pocket health spending [48].
- In India alone, tobacco consumption impoverished roughly 15 million people in 2004-2005 [49].
- In Thailand, low-income families spend 13.6 percent of their annual income on tobacco products, a proportion five times greater than what high-income Thai families spend [50].
- To purchase ten of the cheapest cigarettes to smoke each day, a smoker in Zambia must expend 18.2 percent of the national median income [51]; in Georgia this number, while smaller, is still a sizable 4.2 percent [52].
✓ According to 2013 data, a Sri Lankan could purchase 83 servings of rice and 65 slices of bread for the price of just one average pack of cigarettes [14].
✓ In Bangladesh, an estimated 10.5 million malnourished persons could have an adequate diet if money currently spent on tobacco instead went toward food, with the lives of 350 children saved each day [43].

**Gender and Family Welfare**

**Key message:** The tobacco industry explicitly targets women, youth and LGBTI and tobacco use is rising rapidly among women and girls. Women are disproportionately exposed to second-hand smoke which not only causes death and disability but can lead to pregnancy complications. Strengthened tobacco control can help close gaps in gender-related policies, programmes and research.

✓ According to data from 2008-2010, in China 53 percent of women of reproductive age were exposed to second-hand smoke at work and 65 percent at home, raising their risk of pregnancy complications such as stillbirths and infant death. [53]
✓ In Viet Nam, second-hand smoke exposure in the home is 72 percent [53]. Globally, second-hand smoke accounted for 886,000 deaths in 2015 [54].
✓ While just two countries in the world have more women smokers than men smokers, 24 countries now have more girls who smoke compared to boys [14].
✓ Water pipe use among Jordanian girls (students) has doubled between 2008 and 2011, from about 25 percent to nearly 50 percent [14].
✓ In the UK, compared to the general population, young lesbian, gay and bisexual people are more likely to smoke, start smoking at a younger age, and smoke more heavily [55].
✓ The tobacco industry targets the LGBT community, ethnic minorities and youth with menthol versions of their products [56].

**Executive and Legislative Branches**

**Key message:** The government is legally obligated to implement all WHO FCTC provisions (if a Party to the treaty). Comprehensive implementation of tobacco control measures is effective in reducing the tobacco burden, but doing so requires strong support from the executive and legislative branches. Reducing tobacco-use increases productivity and saves tremendous costs.

✓ Comprehensive tobacco control will lead to immense savings both in direct health costs and indirect productivity losses. Costs and productivity losses can amount to a significant portion of GDP each year.
✓ High level executive branch leadership and support is crucial to the success both of the NCM and to comprehensive and effective tobacco control measures.
✓ Parties to the WHO FCTC are legally obligated to implement all of the treaty’s provisions. Further, strengthened implementation of the WHO FCTC is a target of the SDGs, and tobacco taxation is recommended in the Addis Ababa Action Agenda on Development Financing.
✓ Signatories to the 2011 UN High-Level Political Declaration on NCDs have committed to reducing the burden of NCDs in their countries and tobacco use is the second leading risk factor of NCDs.
✓ Financial and technical support is available to assist the government in fully implementing the WHO FCTC.
✓ Comprehensive tobacco control which includes both demand and supply side measures -- as set out in the WHO FCTC – are the most effective in reducing the burden of tobacco.
✓ The legislative branch is crucial to effective implementation for many of the WHO FCTC’s provisions, including, among others: banning tobacco advertising, promotion and sponsorship; mandating plain packaging and pictorial health warnings; prohibition of sales to minors; and mandating smoke-free public spaces.

✓ **Investment, Trade and Industry**

**Key message:** *Trade liberalization, foreign direct investment, and transnational tobacco advertising, marketing and promotion are spreading the tobacco epidemic.*

✓ The tobacco industry is not a productive sector to the national economy. Most tobacco companies are multi-national conglomerates which shuttle profits abroad. Reducing tobacco consumption will not harm the economy; rather, it may shift consumer spending to more productive sectors and goods produced by national companies.

✓ National law, but also regional and global agreements related to trade, are essential components of tobacco control and of stemming illicit trade in tobacco products.