

Implementation of FCTC and mpower

履行「菸草控制框架公約」及MPOWER

簡報來源：Professor Judith Mackay
Cross Strait Conference
Hong Kong; 20 October 2009

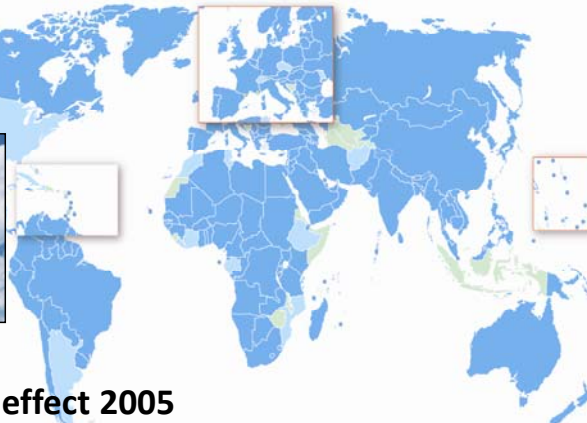
報告者：左偉國醫師
翻譯：董氏基金會



FCTC in late-2009

WHO FRAMEWORK CONVENTION
ON TOBACCO CONTROL (FCTC)
2003

- ratified or acceded
- signed only
- neither signed nor ratified



WHO FCTC into effect 2005

168國(地區)簽署; WHO 192會員國中有167國已締約

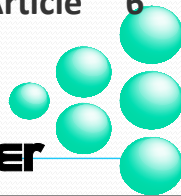


FCTC & mpower

Six Policies To Reverse
The Tobacco Epidemic

- **Monitor** 監測菸草使用和預防政策 Articles 20 & 21
- **Protect** 保護人們免受菸草煙霧危害 Article 8
- **Offer help quit** 提供戒菸協助 Article 14
- **Warn dangers** 警示菸草危害 Articles 11 & 12
- **Enforce bans** 禁止菸草廣告、促銷和贊助 Article 13
- **Raise tax** 提高菸稅 Article 6

mpower



 **WORLD LUNG
FOUNDATION**

2008: MPOWER

Six Policies To Reverse
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- **Monitor** 監測菸草使用和預防政策
- **Protect**
- **Offer help quit**
- **Warn dangers**
- **Enforce bans**
- **Raise tax**

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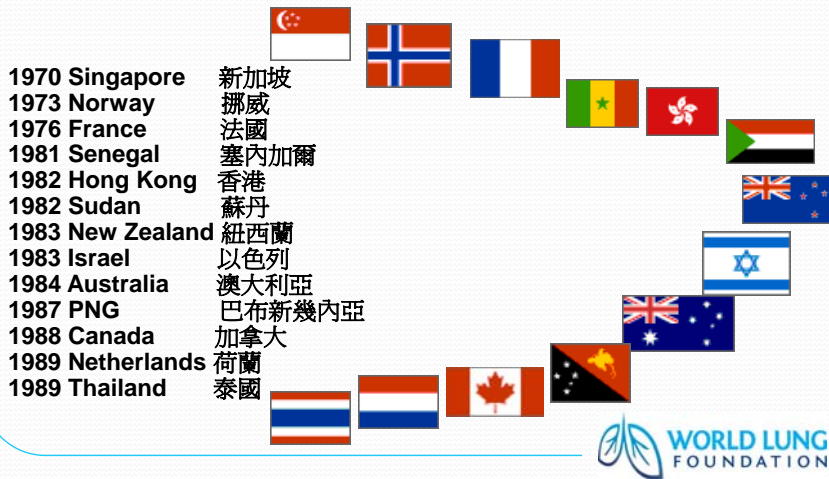


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FOUNDATION**

MONITOR Tobacco Use and Prevention Policies

Long history of policy and legislation (1970-80s)

1970-80年代政策與立法

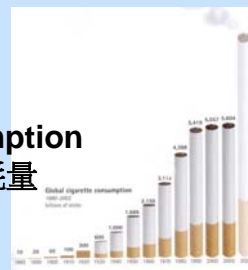


MONITOR

Prevalence Adult
成年人吸菸率



Consumption
菸品消耗量



Prevalence Youth
吸菸率
青少年
School personnel
學校教職員
Health professionals
健康照顧專業人員



Deaths
菸害死亡數

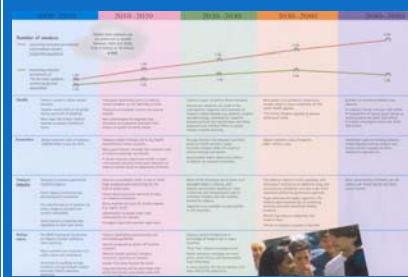


MONITOR

Number of smokers 吸菸人數

1.3 b now -> 1.6 b in 2030

Even if prevalence falls,
absolute numbers will go up
雖然吸菸率下降，但是吸菸人
口仍持續上昇



Increase in smoking
population due mostly to
population increases in low
income countries.

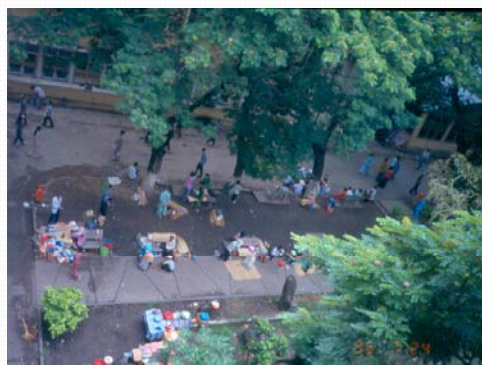
吸菸人口的增加
主要是在低收入的國家



MONITOR

Economic burden of smoking to govts,
workplace & individuals

吸菸對政府、職場和個人的經濟負擔



Ho Chi Minh
Cancer Hospital:
Health Care
Unable to Cope

胡志明癌症醫院：
無法妥善處理所有
的健康照護

MONITOR

↑ Smoking Costs to Employer
吸菸導致雇主的成本增加

HEALTH COSTS 健康成本

Medical and health care costs

醫療照護成本

Higher sickness and absence rates
較高的罹病和缺席率

Loss of skilled workers by premature death
熟練工作者早逝的損失

ECONOMIC COSTS 經濟成本

More time off for 'smoke breaks'
利用吸菸而暫停工作的時間增加

Lower productivity
較低的生產力

Fires caused by careless smoking
不當吸菸而導致火災



MONITOR

↑ Smoking Costs to Employer
吸菸導致雇主的成本增加

HEALTH COSTS 健康成本

Increased early retirement due to ill health
較多人因不健康而提早退休

Second-hand smoke risks
二手菸的風險

ECONOMIC COSTS 經濟成本

Damage to building fabric
對建築物的傷害

Litter of billions of cigarettes, matches, packets, lighters
無數的菸蒂、火柴、包裝和打火機廢棄物

Risk of being sued
被起訴的風險



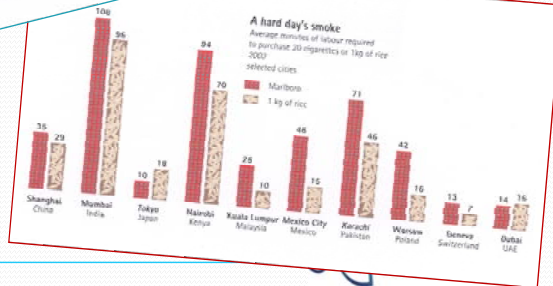
MONITOR

Costs of Cigarettes to the Smoker 吸菸者購菸的成本

一包菸=多少東西

In 2004, for the cost of a pack of 20 Marlboro cigarettes or equivalent international brand, a person could buy:

- ...two and a half small fish in Sri Lanka...
- ...20 litres of milk in Algeria...
- ...just 10 kilograms of apples in Armenia...
- ...seven kilograms of tomatoes in Jordan...
- ...seven kilograms of potatoes in Armenia and Uruguay...
- ...four pairs of cotton socks in Lao People's Democratic Republic...



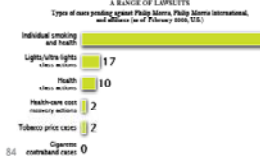
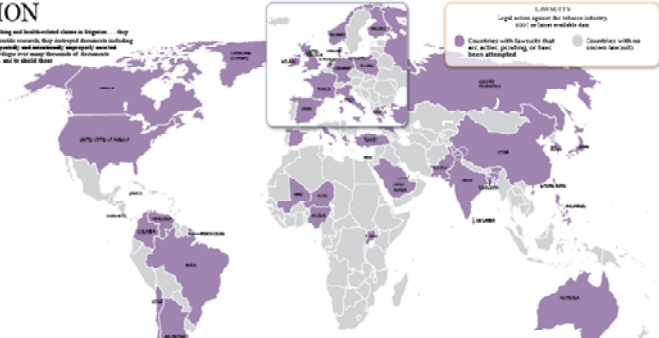
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Litigation 立法

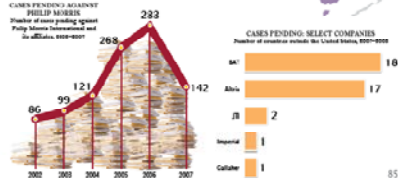
CHAPTER 29 LITIGATION

The wider the public discussion from smoking and health-related issues in Singapore... they... responsible and... (text partially obscured)

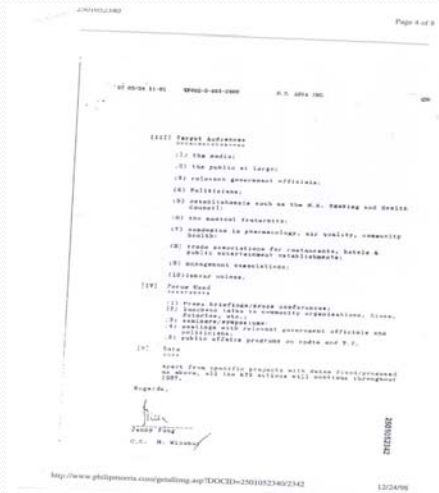
The modern use of tobacco litigation began with a... (text partially obscured)



"There is a... (text partially obscured)"



MONITOR Tobacco Industry Documents 菸業的資料



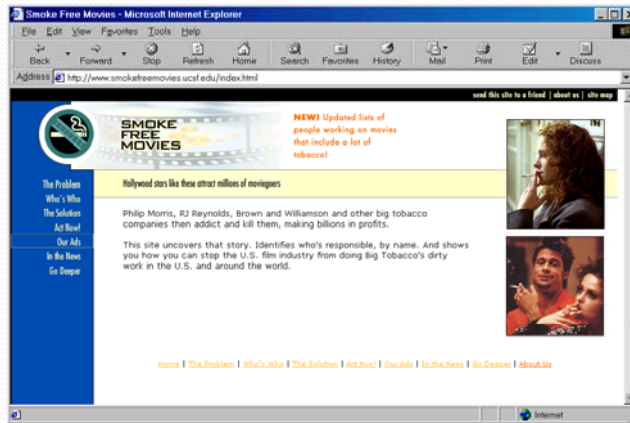
MONITOR Promotion 促銷



PEOPLE'S
REPUBLIC
OF CHINA
中國大陸



MONITOR Smoking In Movies 電影裡的吸菸鏡頭



無菸電影 www.SmokeFreeMovies.ucsf.edu



MONITOR Tobacco Industry 菸業

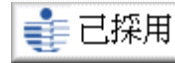


Political Pressures 1997 HK Tobacco Institute of Hong Kong 香港煙草業協會



MONITOR

Tobacco Industry funded Youth Programmes 菸商贊助青少年計畫



2007:

PM 100 菲利普莫里斯有超過100個

BAT 144 英美菸草有144個



M for Monitor – NIGERIA奈及利亞

Monitoring tobacco industry activities in Nigeria

監測奈及利亞的菸商活動

- NGO “Environmental Rights Action/Friends of the Earth” (ERA/FOTE) has identified the industry’s unfair practices toward tobacco farmers and indifference to the use of child labor

NGO指出菸商對菸農和兒童勞工的不公義對待



M for Monitor – NIGERIA奈及利亞

Monitoring tobacco industry activities in Nigeria

監測奈及利亞的菸商活動

- Revealed the existence of industry-sponsored events that appeal to youth where cigarettes and tobacco-related merchandise have been distributed freely

揭露菸商贊助的活動中，對青少年免費發送菸品和相關物品

- Uncovered industry co-operation programs with various government institutions and corporate social responsibility initiatives

揭露菸草公司與不同政府機構的合作以及參與企業社會責任活動

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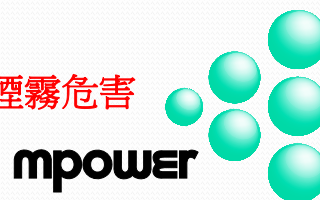


Environmental Rights
Action (ERA/FoEN)

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Six Policies To Reverse
The Tobacco Epidemic

- Monitor
- **Protect** 保護人們免受菸草煙霧危害
- Offer help quit
- Warn dangers
- Enforce bans
- Raise tax



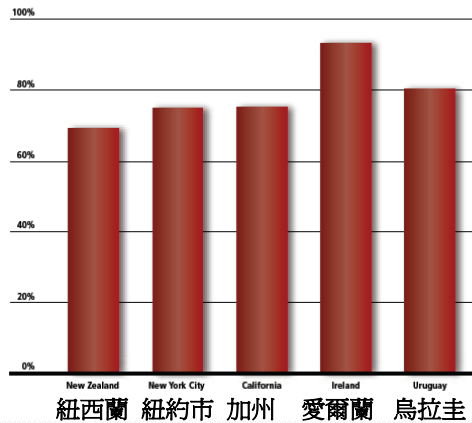
 WORLD LUNG
FOUNDATION

PROTECT People From Tobacco Smoke

SMOKE-FREE AREAS ARE POPULAR

Support for comprehensive smoking bans in bars and restaurants after implementation

對於無菸環境禁令
(如酒吧、餐廳)的
支持度



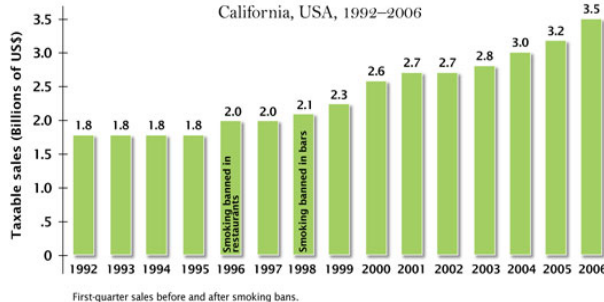
2007



PROTECT People From Tobacco Smoke

NO LOSS OF RESTAURANT AND BAR SALES AFTER SMOKE-FREE INITIATIVE California, USA, 1992-2006

無菸環境並不會降低餐廳、
酒吧的營業量



AND: Hong Kong Restaurant Tax Receipts:
Before ban and 2 years later: UP 31%
 香港餐廳的稅收，在無菸環境實施兩年後增加31%

P for Protect – MEXICO 墨西哥

Mexico Federal District goes 100% smoke-free 墨西哥聯邦特區實施100%無菸環境

- Mexico City, with a population of nearly 9 million, passed a comprehensive smoke-free law in February 2008.

墨西哥城約有900萬人，2008年2月通過無菸環境的立法

- Mexico City serves as a catalyst for similar action throughout Latin America and around the world.
墨西哥城的行動成爲推動拉丁美洲和世界各地類似行動的催化劑



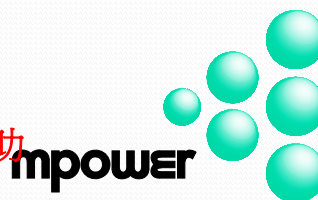
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2008: MPOWER

Six Policies To Reverse
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- Monitor
- Protect
- Offer help quit 提供戒菸協助
- Warn dangers
- Enforce bans
- Raise tax



OFFER To Help Quit Tobacco Use

Even brief cessation advice is effective
提供戒菸忠告是有效的



HK DOH Partnership with the Tung Wah Group of Hospitals 香港衛生署與東華三院合作

- Community-based Smoking Cessation Programme covers: 社區戒菸計畫包含
 - Clinical Service 臨床服務
 - Training 訓練
 - Publicity & Education 宣傳&教育
 - Research 研究



東華三院戒煙綜合服務中心
TWGHs Integrated Centre on Smoking Cessation

O for Offer Help – ENGLAND英國

England provides free, comprehensive tobacco dependence treatment to all

英國提供全民免費且綜合性的菸草依賴治療服務

- Any smoker can go to his or her general practitioner and be referred to specialized treatment, or go directly to a treatment center, at no charge.

吸菸者可先看家庭醫師，然後被轉介至專門治療服務，或是直接去專門的治療中心，而這些服務都是免費的

- Two free national quit lines
兩條免費全國戒菸專線

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O for Offer Help – ENGLAND英國

England provides free, comprehensive tobacco dependence treatment to all

英國提供全民免費且綜合性的菸草依賴治療服務

- NRT is available without prescription through pharmacies and in other stores. NRT and other smoking cessation medications are also available by prescription at a reduced charge.

尼古丁替代療法無需處方籤就可以在藥房或是一般商店購買；如果有處方籤，則可折價購買
尼古丁替代療法或其他戒菸藥



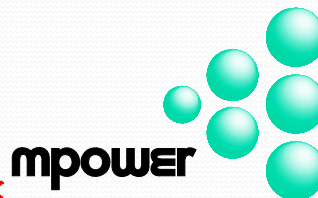
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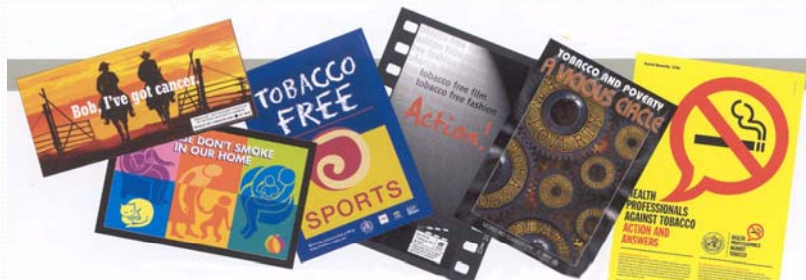
2008: MPOWER

Six Policies To Reverse
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- Monitor
- Protect
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- **Warn dangers** 警示菸草危害
- Enforce bans
- Raise tax



WARN About The Dangers Of Tobacco 警示菸草危害



WARN About The Dangers Of Tobacco 警示菸草危害

World No Tobacco Day 世界無菸日

Annual themes of World No Tobacco Day: 31 May

1988 Tobacco or Health: Choose Health	1995 The Economics of Tobacco	2001 Secondhand Smoke Kills. Let's Clear the Air
1989 Women and Tobacco	1996 Sports and the Arts Without Tobacco	2002 Tobacco-Free Sports: Play it Clean
1990 Growing Up Without Tobacco	1997 The United Nations and Specialized Agencies Against Tobacco	2003 Tobacco-Free Film/ Tobacco-Free Fashion
1991 Tobacco in Public Places and on Public Transport	"United for a Tobacco-Free World"	2004 Tobacco and Poverty
1992 Tobacco at the Workplace	1998 Growing Up Without Tobacco	2005 Health Professionals in Tobacco Control
1993 Health Services, Including Health Personnel, Against Tobacco	1999 Cessation	
1994 The Media Against Tobacco	2000 The Entertainment Industry	

WARN

Graphic Pack Warnings 警示圖文



HK 6 pictorial health warnings

香港6則警示圖文

- Smoking (Public Health) Ordinance 2006 – effective 27 Oct 2006
- All cigarettes to display 50% health warning messages in both Chinese & English

2006年10月27日法令生效，警示圖文需佔菸盒面積的50%，並有中英文兩種語言

WARN

Graphic Pack Warnings 警示圖文



吸煙足以致命

焦油：毫克 尼古丁：毫克



吸煙禍及家人

焦油：毫克 尼古丁：毫克



吸煙引致末梢血管疾病

焦油：毫克 尼古丁：毫克



吸煙可引致陽萎

焦油：毫克 尼古丁：毫克



吸煙引致肺癌

焦油：毫克 尼古丁：毫克



吸煙可加速皮膚老化

焦油：毫克 尼古丁：毫克



W for Warn – IRAN 伊朗

Iran implements strong pack warning labels

伊朗實施強力的菸盒警示圖文

- Iran requires pictorial warnings on all cigarette packages in January 2009
- 2009年1月起，伊朗實施菸盒警示圖文
- Health warnings cover 50% of both the front and back of all cigarette packages
- 警示圖文需佔菸盒正反面面積的50%



WLF Mass Media Resource 媒體資源

www.worldlungfoundation.org/mmr

Personal Consequences
Personal Consequence ads illustrate suffering, and disfigurement, and consequences to family and friends.

Artery
A young man inhales smoke down his trachea, lungs, and into his arteries. The smoke is shown as a red liquid that fills his arteries, making them stiff and narrow. [View ad and profile information](#)

Brain
A young man inhales smoke down his trachea, lungs, and into his brain. The smoke is shown as a red liquid that fills his brain, making it stiff and narrow. [View ad and profile information](#)

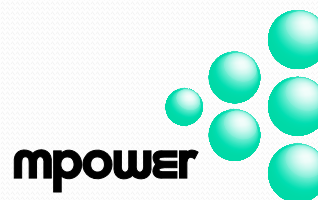
Lung
A woman lights a cigarette outside her office. As she inhales, we follow the smoke down her trachea and into her lungs. A voiceover explains that lungs are like sponges. We see lung membrane being eaten away as smoke goes through it, creating tar-trapped chambers and rotting the lungs. We reverse back up the woman's trachea. [View ad and profile information](#)



2008: MPOWER

Six Policies To Reverse The Tobacco Epidemic

- Monitor
- Protect
- Offer help quit
- Warn dangers
- **Enforce bans** 禁止菸品廣告、促銷和贊助
- Raise tax



E for Enforce bans – PANAMA巴拿馬

Panama bans all tobacco advertising, promotion and sponsorship

巴拿馬禁止所有菸品廣告促銷及贊助

- Even though Panama’s law has been in place for less than two years, levels of compliance are extremely high, ranking 95 out of a possible 100 points.

儘管巴拿馬的法令實施不到兩年，卻有高達95%的遵守度



Signing of the new legislation

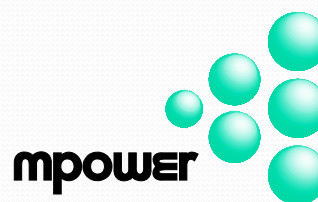
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2008: MPOWER

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- **Raise tax 提高菸稅**

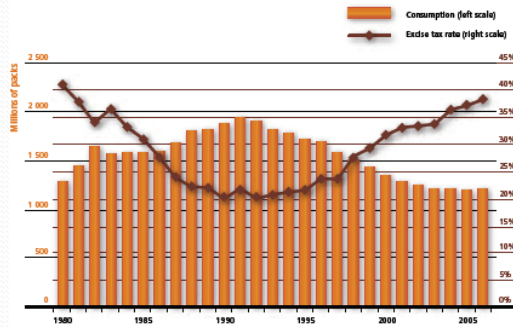


RAISE Taxes on Tobacco 菸稅

菸稅降低菸品使用量
-以南非為例

TOBACCO TAXES REDUCE CONSUMPTION

Relationship between cigarette consumption and excise tax rate in South Africa



使用量
菸稅

Source: van Walbeek C. Tobacco excise taxation in South Africa: tools for advancing tobacco control in the 21st century: success stories and lessons learned. Geneva, World Health Organization, 2003. Additional information obtained from personal communication with C. van Walbeek. (http://www.who.int/tobacco/training/success_stories/eu/berl_practices_south_africa_taxation.pdf, accessed 6 December 2007).



RAISE Taxes on Tobacco

稅率增加，稅收也會增加

TAX REVENUES GO UP AS CIGARETTE TAXES GO UP

Inflation-adjusted cigarette taxes and cigarette tax revenues, South Africa, 1982–2008

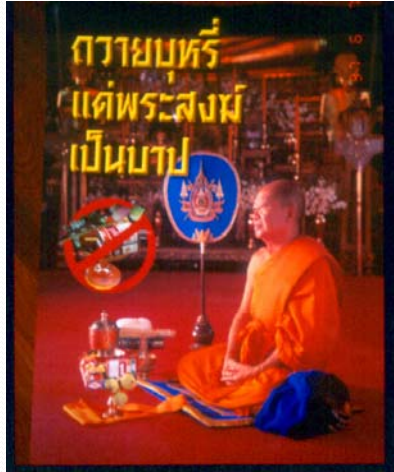


No loss of revenue to governments

政府並不會損失稅收



RAISE Taxes on Tobacco



THAILAND :

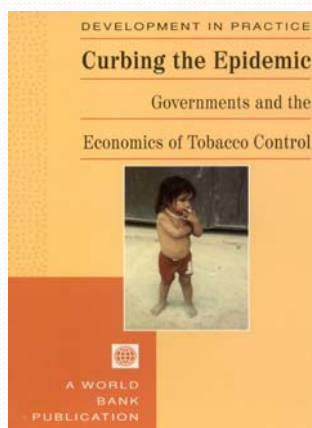
2% of tobacco tax used for tobacco control and health promotion

泰國：

2%的菸品稅收專用於菸害防制及健康促進



RAISE Taxes on Tobacco



KEY ECONOMIC MESSAGES:

主要的經濟警訊

- Tobacco is a debit to the economy
菸品會損害經濟發展
- Tobacco control is cost- effective
菸害防制是具成本效益的
- Price increases are the most effective of all
調漲菸價是所有策略中最有效的



Impact of Interventions

Intervention 介入策略	Initiation 開始吸菸行爲	Cessation 戒菸行爲
Price increases 提高菸價	10% increase=3-10% decrease 每增加10%，可以降低3-10%吸菸率	10% increase=11-13% shorter duration, 3% higher cessation 每增加10%=縮短11-13%的吸菸期及提高3%的戒菸率
Anti-smoking media 反菸廣告	Weak evidence 實證效果薄弱	Increased number of attempts and success 增加戒菸嘗試及戒菸成功數

Source: Ross et al, 2001



Impact of Interventions

Intervention 介入策略	Initiation 開始吸菸行爲	Cessation 戒菸行爲
Advertising and promotion bans 禁止菸品廣告促銷	Reduces experimenting and initiation, higher effects on female 對女性更有效	Complete ban reduces consumption by about 6% 全面禁止可以降低6%的菸品消耗量
Youth access 禁止青少年使用菸品	Weak evidence 實證效果薄弱	No evidence 沒有證據

Source: Ross et al, 2001



Impact of Interventions

Intervention 介入策略	Initiation 開始吸菸行爲	Cessation 戒菸行爲
Smoking restrictions 限制吸菸	Some evidence of lower initiation 初步實施即有一些實證效果	Work and household restrictions most effective 工作場所及家庭的限制最爲有效
NRT 尼古丁替代療法	No evidence 沒有證據	More decisions to quit and higher number of attempts 更多人決定戒菸和更高的戒菸嘗試數

Source: Ross et al, 2001



Some examples from WHO of best practices, 2009 WHO中實施最好的國家範例

	mpower	Issue	Example
m	Monitor	Monitoring 監測	Turkey 土耳其
m	Monitor	Monitor industry 監測菸商	Nigeria 奈及利亞
p	Protect	Smoke-free 無菸環境	Mexico 墨西哥
o	Offer	Treatment/cessation 戒治	England 英國
w	Warn	Health warnings 警示圖文	HK, Iran 香港、伊朗
w	Warn	Mass media 大眾傳播	China, India 大陸、印度
e	Enforce	Ad bans 廣告禁令	Panama 巴拿馬
r	Raise	Tax 稅	Thailand 泰國



"...Parties shall act to protect those policies from commercial and other vested interests of the TI..."(Article 5.3)

在制定和實施菸草控制方面的公共衛生政策時，各締約方應根據國家法律採取行動，防止這些政策受菸草業的商業和其他既得利益影響。(第5.3條)

Case Studies - "firewall" models:

案例-"防火牆"的範例

- Thailand - government engagement with tobacco monopoly 泰國：菸草公賣
- New Zealand - non-tobacco government-owned industry sector 紐西蘭：非菸品的國有產業部門



在制定和實施菸草控制方面的公共衛生政策時，各締約方應根據國家法律採取行動，防止這些政策受菸草業的商業和其他既得利益影響。(第5.3條)

The key approach to management of potential conflicts:

避免潛在衝突的關鍵在於：

to ensure separation of roles so that one agency is responsible for management or oversight of the goal of ensuring a commercial return to government and a separate agency is responsible for regulatory control of the industry (e.g. corporate governance, tobacco control)
確保角色分離，由一個機構負責商業回饋政府的管理或監督，另一個獨立機構負責產業的監管(例如公司治理、菸草控制)

Such a separation exists in China in relation to other (non-tobacco) industries but has not been applied yet to the tobacco industry.

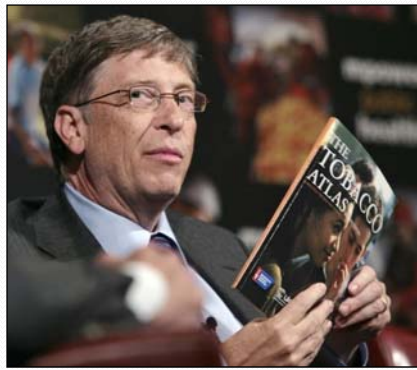
“中國的其他行業(非菸草)已存在這種分離，但尚未應用到菸草業”



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每次1-2年計畫；
每年10,000 至 500,000美金



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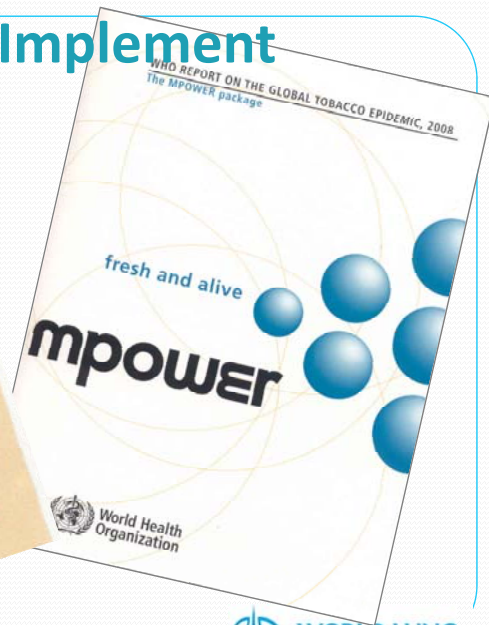


Next Steps for Asia 亞洲下一步

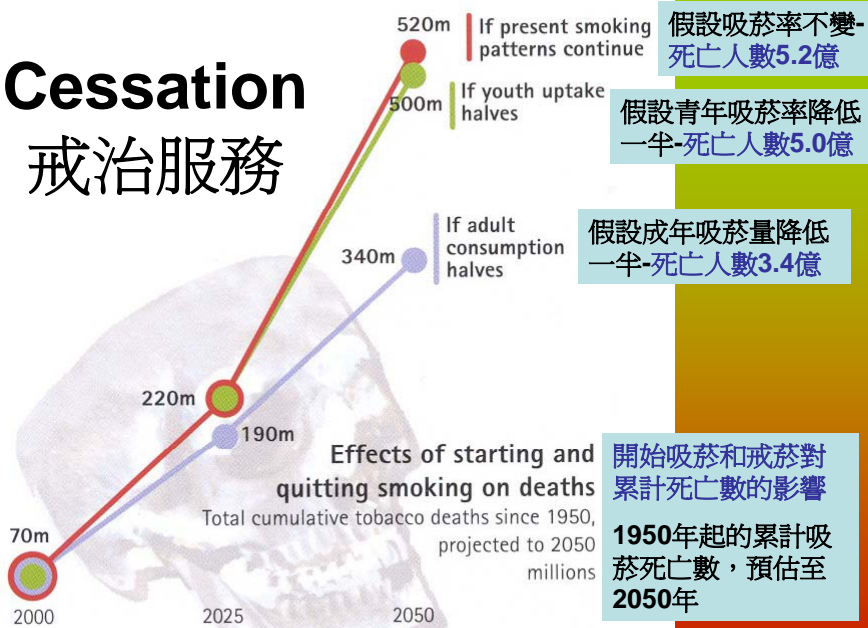
- 降低男性吸菸率
- 避免女性吸菸率上升
- 落實FCTC 及mpower
- 落實 WPRO Action Plan 2010-2014
- 政府應該要有足夠的菸害防制預算
- 政府和民間團體可積極爭取國際贊助
- 發展5~10年的控菸計畫，以避免計畫重複、浪費資源
- 最重要的是提供戒菸服務



Strengthen & Implement 加強和落實



Cessation 戒治服務



New Ideas: Plain Packaging 新想法：素面包裝

