



## Chapter

# 12

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*“In 2002, the Norwegian Directorate for Health and Social Affairs commissioned a report from credible Norwegian scientists on effective strategies to reduce youth smoking. The report was very useful in showing politicians and other key decision makers that there was a sound science base for mass media campaigns, and it was without doubt an important reason that we secured funding for our campaigns for the next five years [starting in 2003]. Another key reason we were able to sustain funding was that there was strong ongoing public support for the campaigns.”*

Siri Christin Naesheim, Advisor, Tobacco Control Department, Directorate for Health and Social Affairs, Norway.

## Funding Campaigns

Smoking and other tobacco use can be effectively reduced through the combination of effective public education efforts, tobacco control marketing, community and school-based programs, quit smoking services, increases in the price of tobacco products through taxation, and strict enforcement of laws that establish smoke-free areas and restrict youth access to tobacco products. Research and experience show that these individual elements work much more effectively when they are integrated into a comprehensive program. For example, programs established in California, Massachusetts, Oregon, Florida and other U.S. states show that comprehensive tobacco control programs, when adequately funded, substantially reduce tobacco use, save lives, and cut smoking-caused costs. However, program funding must be sustained over time both to protect initial tobacco use reductions and to achieve further progress.<sup>1-4</sup> Recent research in the United States shows that the more states spend on comprehensive tobacco control programs, the greater the reductions in smoking—and the longer they invest in such programs, the greater and faster the impact.<sup>5</sup>



Tobacco control advocates must play a key role in helping to ensure that program funding is sustained over time. To sustain funding, those who work for tobacco control must not only do the programmatic and policy work, they must constantly educate their communities about their work and their achievements. While this chapter highlights strategies used primarily in the United States because that is where the majority of the campaign funding analysis has been done, the general guidance regarding securing and sustaining funding should be relevant to almost any country or situation.

## Funding Sources for Tobacco Control

Information collected by the U.S.-based Campaign for Tobacco-Free Kids found that the **typical funding sources for tobacco control marketing campaigns in the United States** are:

- Litigation (such as the Master Settlement Agreement between 46 states and several large tobacco companies)
- Tobacco excise tax revenue
- General funds from state budgets

A number of strategies have been used to secure and sustain funding. Regardless of the source used to sustain campaign funding, helping the public, the media and policy makers understand what your campaign is doing and the impact it is having on the general health and well-being of your population is crucial to the long-term success of the campaign and the overall tobacco control program.<sup>1</sup>

### Litigation

In the United States, the Master Settlement Agreement (MSA) between 46 states and the major tobacco companies in 1998 set an important precedent for holding tobacco companies accountable for their actions and trying to reduce the harm caused by tobacco use. As part of the Master Settlement Agreement, participating states received payment for the costs of treating illnesses related to tobacco use, both in the past and in the future.<sup>1</sup>

Each state decided individually how to use the funds it received from this litigation. Some states established endowment funds to finance future tobacco control initiatives and deposited MSA income into the funds. These states often specified how the endowment funds were to be spent over time, for example, 25 percent expended annually for a tobacco control program. Other states deposited the MSA income directly into their state's general funds so the money could be used in a number of different ways.<sup>1</sup>

Some countries, such as Australia, Guatemala, Venezuela, Bolivia, Nicaragua and France, have initiated litigation against tobacco companies.<sup>6</sup>

### Tobacco Taxes Revenue

Funding tobacco control programs through tobacco excise taxes (taxes on the sale of cigarettes and sometimes other tobacco products), as is the case in California, United States, appears to be a preferred funding scenario. In this case, funding for tobacco control is directly tied to taxes on cigarette products—a set percentage of all of the income from the tax on cigarette packages goes to the health department's tobacco control program. Legislation prevents these funds from being used for purposes other than tobacco control. This model is also used in Finland, Iceland, Korea, Poland, Qatar and Slovenia.<sup>7</sup>

Another model for funding tobacco control programs is one that is used in Thailand, where an independent health foundation was developed to receive funds from tobacco taxes. The Health Promotion Act of 2001 states that the foundation, Thai Health, must address issues regarding the harm caused by tobacco, alcohol and other dangerous substances. The Republic of Estonia and the Australian states of Victoria and Western Australia also use this model. In Australia, funds for tobacco control are earmarked from general consolidated revenue, not tobacco taxes alone.<sup>6</sup>

In areas where governments have not earmarked a portion of tobacco taxes for tobacco control, policy makers can spend the dedicated tax revenue on any number of issues, health related or not. To ensure tobacco control is adequately funded, several countries have passed legislation that dictates that tobacco control be a funding priority. This is the case in the Australian states of Victoria and Western Australia. In some cases, the arrangement is not a law but a contractual agreement with the independent health foundation that receives tobacco tax funds. For example, the New Zealand Ministry of Health established tobacco control as a priority through a contractual agreement with the New Zealand Health Sponsorship Council, the recipient of dedicated tobacco tax funding.<sup>6</sup>

## General Funds from Government Budgets

Like most countries, most states within the United States use general funds from state budgets to fund tobacco control programs, including media campaigns. In general this approach is seen as the most vulnerable since there is no legislative, policy or contractual agreement outlining the level of funding that should be committed to tobacco control on an ongoing basis. In Canada, tobacco control programs are likewise funded through general provincial or national revenue, not dedicated funds.



### Resource for Using Tobacco Taxes for Sustainability

An important resource for developing health foundations for tobacco control activities based on tobacco taxes is available from the WHO Western Pacific Regional Office: *The Establishment and Use of Dedicated Taxes for Health* is available at [http://www.wpro.who.int/publications/PUB\\_9290611715.htm](http://www.wpro.who.int/publications/PUB_9290611715.htm).

## Strategies for Sustaining Funding

To sustain tobacco control campaigns, educational and informational efforts about the need for the overall tobacco control program and the specific campaign and the expected benefits from it should begin even before a campaign starts and should continue throughout the life of the program. These efforts should include a variety of activities and target multiple audiences in order to gain maximum awareness of the campaign and the program. To be most effective, information about the need for the campaign and its results should flow continuously to policy makers and the general public. Waiting until there is a crisis or controversy to share information about your program may mean that your message is overshadowed by other needs. In addition, information to explain and defend tobacco control activities should be shared on the local and regional levels on a regular basis.<sup>1</sup>

In this section, five strategies are described that have been proven particularly effective in helping to explain and ultimately sustain tobacco control programs.

## Collect Information

You can use information that shows the negative impact of tobacco use and the positive impact of your program to educate the general public, including government officials. Most people are uninformed about the real negative financial impacts of tobacco use on government, business and society as a whole. Find or generate statistics on what tobacco use costs your local community in health care costs, decreased worker productivity, smoking-caused fires and cleaning costs. Then contrast those numbers with the relatively modest costs of funding a tobacco control program or a specific campaign and show the cost savings that accrue if there are fewer smokers in the community.<sup>1</sup>

To fully describe the tobacco problem in your community, you will need information about:

- tobacco use in your area over time,
- tobacco-related death and disease in your area over time, and
- tobacco-related policies and laws in your area.<sup>1</sup>



### Estimating Tobacco Control Program Benefits: Canada

In Canada, several provincial tobacco control coalitions commissioned economic studies with funding from Health Canada to determine the costs of tobacco use to the provincial budgets. The main purpose was to promote smoke-free legislation. However, similar research could be used to present information about the impact and cost of tobacco use in the community, generally, and the benefit of tobacco control campaigns, specifically. Issues addressed through these studies were:

- Status of smoking in the province
- Costs attributed to smoking in the province (health consequences, economic costs of smoking with respect to medical care and losses in productivity)
- Benefits of smoking cessation
- Economics of tobacco control

These studies were conducted by Genuine Progress Index for Atlantic Canada and can be accessed at <http://www.gpiatlantic.org/publications/health.htm>.

You can collect information from existing sources or you can generate information through surveys and studies. Make sure that the information you collect is from reliable and verifiable sources. Do not try to re-configure the data collected if the sample size will be too small to allow for meaningful analysis. If you are conducting surveys or studies to generate new information, be sure that your methods are consistent with the standards for similar activities and consider how you will describe the methods to the public when you use the information you have generated.<sup>1</sup> The Global Adult Tobacco Survey, the results of which will become available around 2009, and *The Tobacco Atlas* are examples of resources that include statistics from around the world that can be used to demonstrate the harm of tobacco.

In addition to information about tobacco use in your country or region, you will need information about your program's stop smoking services. Track use of those services and quitting rates and, if possible, obtain the following specific information:

- number of requests for services,
- number of pregnant women who have been provided services,
- geographic and demographic information about the people using the services, and
- specific stories from people who successfully quit by using the services.<sup>1</sup>

This information is particularly important to demonstrate how the program benefits individuals in your community. Making the information clear and relevant to local communities keeps the program's impact more understandable and important.

In addition, if policy makers know that their friends and neighbors are benefiting from smoking cessation services, they may be more likely to support paying for those services and they may recognize the consequences of not supporting funding for these services.<sup>1</sup>

To educate your community about your campaign or overall tobacco control program, you need to have information about your program's activities and accomplishments. This information will help the public understand your campaign's impact and help policy makers make informed decisions.<sup>1</sup>

Be ready to share information on the effectiveness of mass media campaigns and other program elements. Decision makers often want to see evidence that what they are funding actually works. See **Appendix 12.1** for a compilation of data on the effectiveness of mass media public education campaigns.

Compile information about supporters who have lost loved ones because of tobacco use, and supporters in various fields, such as media, politics, business, health care, education and government. Also, identify people who are trying to quit or who have successfully quit. Personal stories can have a powerful impact and these people can serve as spokespersons for your campaign and the need for stop smoking services.<sup>1</sup>

## Raise Public Awareness

To develop support among residents of your community, you must first make them aware of your program and how it benefits the community. You can raise awareness through many activities, which fall into these three categories:

- earned media,
- advertising, and
- special events and promotions.<sup>1</sup>

### Earned Media

To generate news stories about your program and campaign, first develop a list of contacts in various media outlets. Try to include as many media outlets as possible in your list, such as Web-based outlets and neighborhood or ethnic radio or newspaper shows. Note what areas each reporter generally covers, such as health, government or business. You can learn more about generating these media lists in **Chapter 8: Public Relations**.

Keep these journalists informed about developments in your campaign, new research and other information about tobacco control. Establish your program as a trusted source for reporters, especially on deadline, by returning calls promptly and helping them find the information they are seeking. Develop a list of national and international sources that you can share with reporters who are covering such stories. Work with other tobacco control groups in your country, or internationally, to find local angles on national or international tobacco control news.<sup>1</sup>

Be creative when pitching stories about your campaign. Try to find a fresh approach for stories, have photographs or make arrangements for photos whenever possible, and keep an up-to-date list of former smokers and other tobacco control "success stories" available for interviews. Journalists are interested in human interest stories such as a quitting success story or a profile of a local youth leader. Remember to develop story ideas that address what the campaign or

overall program is missing because funds are lacking, and what else could be done if more money were devoted to the tobacco control effort. Write short, accurate press releases about your program and campaign activities. Include a brief standard paragraph about your organization, program and the campaign in every press release. Send the releases to all of the media outlets you can. Encourage supporters to write letters to the editor and call in to talk radio shows to share their thoughts and feelings about the program.<sup>1</sup>

### Advertising

While most programs do not spend significant amounts of their budgets on advertising to promote the program or campaign, you may consider spending a limited amount of funds on advertising specifically targeted at the media vehicles that funding decision makers read, watch and listen to. Include information about the accomplishments of your program.<sup>1</sup> You may also want to consider a direct mail campaign in which you send key decision makers more detailed information about the program's or campaign's accomplishments plus positive news stories, testimonials of community support for the program and results from program or campaign monitoring. See *Chapter 6: Campaign Management* and *Chapter 7: Advertising* for detailed information about developing and placing advertising.

### Special Events and Promotions

Sponsoring special events and promotions allow you to reach a wide audience in a variety of settings and can be a useful way to share information about your campaign or program with the community, reinforce your campaign's message and gain support for your work.<sup>1</sup> Here are a few suggestions to help you get the word out:

- Sponsor community events and display banners with your program's name or your advertising slogan.<sup>1</sup>
- At big events, such as fairs, staff a booth or display with friendly, knowledgeable staff members who can talk about your campaign and distribute small items, such as pencils, with your program's name imprinted on them.<sup>1</sup>
- Sponsor a well-known speaker or seminar on a topic related to your campaign. Advertise the event and invite key community leaders to participate or attend. To generate press attention, arrange for the speaker to be interviewed by local reporters.<sup>1</sup>
- Have an open house to introduce your program to the community, or hold an ad launch party to celebrate the start of your advertising campaign. Publicize the event in local media outlets and offer refreshments.<sup>1</sup>

For more information about using these strategies to raise public awareness, see *Chapter 7: Advertising*, *Chapter 8: Public Relations* and *Chapter 10: Community-Based Marketing*.





## Personal Plea Makes Public Policy: South Korea

South Korea has one of the highest smoking rates in Asia, and the tobacco industry is a state-owned monopoly, so not even an order from the South Korean president for administrative action to lower South Korea's adult male smoking rate generated much interest. The situation changed early in 2002 when Lee Joo Il, an extraordinarily popular South Korean comedian, went public with his battle against lung cancer.

Beloved by many in his country, Lee Joo Il publicly announced that his lifelong smoking habit had caused his terminal lung cancer. His illness shocked the South Korean people. He became the first major celebrity in South Korea to speak publicly about his tobacco-related cancer.

Lee spent the remainder of his life encouraging Koreans to stop smoking. Through television and newspaper advertising, and posters and leaflets, Lee pleaded with South Koreans to stop smoking. Lee's advertisements, many showing him in his hospital bed, looking ill and weak with rubber tubes helping him to breathe, had a sobering effect on the Korean people. In one appeal, Lee stated, "I have been telling people, please do not smoke—you will end up like me. I was healthy before, but now, I am counting the days until I die." In interviews, Lee said "I regret smoking as now I am dying because of it," and "My fellow citizens, please quit smoking or you may end up like me." A particularly moving moment was when Lee, a self-proclaimed soccer fanatic, appeared at the opening of the 2002 World Cup in Korea, one of the first smoke-free international sporting events.

After Lee publicly spoke about his battle with lung cancer in February 2002, tobacco control campaigns gained momentum in South Korea. New smoke-free legislation was passed and workplaces announced support for smoking cessation. In 2004, the government increased the dedicated taxes on cigarettes significantly, with the taxes going to a public health foundation with a mandate to address tobacco cessation and control.

Just one year after Lee Joo Il's public plea for Koreans to stop smoking, the smoking rate among adult males dropped to 60.5 percent, almost a 10 percent drop in just one year. South Korean tobacco control advocates credit the "Lee Joo Il Syndrome" with this rapid decline in adult male smoking rates. The South Korean government awarded Lee Joo Il the Order of Civil Merit after his death for his contribution in leading the anti-smoking campaign and raising awareness of the dangers of cigarettes.

Jin Sook Choi, Secretary General, Korean Association of Smoking and Health, South Korea.

More information about Lee Joo Il and the South Korean tobacco control efforts is available at: <http://news.bbc.co.uk/1/hi/world/asia-pacific/1870627.stm>.



## Involve and Educate Policy Makers

Share your program's accomplishments with policy makers on an ongoing basis. Policy makers are often the people who will make funding decisions and, therefore, need to understand the value of your campaign and the benefits it brings to the community. Develop regular written materials—such as newsletters and annual reports that describe your program's goals, activities, successes and obstacles—as well as identify local community partners. The report should also include information about how program funding is distributed, what you are not able to do because of funding shortages and what you could do with additional money. Disseminate newsletters and annual reports widely.<sup>1</sup>

Another important way to deliver information to policy makers is to share media coverage of your program (newspaper clippings, or radio or television tapes). Just as with journalists, you will want to establish your program as a trusted source for policy makers. Use your national and international sources to provide added perspective on local tobacco control issues.<sup>1</sup>

Policy makers also respond to information and requests from the people who elect them.

- Ask supporters to contact their representatives and share their stories about how the campaign affected them.<sup>1</sup>
- Send policy makers statistics about their constituents who are affected by tobacco: those who have quit and those who have not.<sup>1</sup>
- Distribute stories about people who have benefited directly from your program. Consider hosting events at which supporters of your program can speak directly with policy makers, such as one-on-one or small group meetings; local programs, breakfasts or dinners at which you present special awards; and annual tobacco control conferences.<sup>1</sup>

For more information about involving and educating policy makers, see *Chapter 9: Media Advocacy*.



### Demonstrating Impact to Policy Makers: United States

In the United States, the Center for Tobacco Research and Intervention (CTRI) at the University of Wisconsin School of Medicine and Public Health provides tobacco cessation interventions to Wisconsin residents through the Wisconsin Tobacco Quit Line and the CTRI Education and Outreach Program. To keep state legislators informed about the work of the tobacco cessation programs, the center developed one-page briefing notes that documented the number of interventions provided to citizens in each legislator's area, calculated the health care costs saved through these efforts, reported tobacco use prevalence in the area, and outlined partnerships and general community interventions to support tobacco cessation and reduce overall prevalence. A sample of this briefing paper is in *Appendix 12.2*.

## Develop Partnerships

Just as partners can help you develop and implement your tobacco control campaign, good partners will help you in your efforts to sustain program funding. Building partnerships with non-traditional partners can be a good way to expand your base of support. For example, faith leaders may be interested in helping their members escape tobacco addiction and would likely be willing to help you raise awareness of your program and the need for stop smoking services. Also, faith leaders are often influential community members and are, therefore, good allies. Consider sharing your campaign materials with labor groups, employers and business owners, educational organizations and parent groups, and health associations.<sup>1</sup>

## Develop and Pitch Your Proposal

To get the support of policy makers and other key decision makers, it is important to show them that funding tobacco control programs, or public education campaigns, is a wise investment. One way you can do this is to compile the information you collect into short summary documents that describe the harm caused by tobacco, the costs of tobacco use to the community including businesses, and the public health benefits and cost savings that can be realized by reducing smoking rates through comprehensive tobacco control programs. These documents should be concise, accurate and include information that your audience will find useful. Once created, these written materials can be used with policy makers, key decision makers and other groups from whom you are trying to garner support.<sup>1</sup>

The following materials are examples of materials that could be included.

- **Return on Investment:** one-page document that highlights the accomplishments of the program or the public education campaign. For example, include details about how many people are served or reached through your efforts, the number of people who were aware of your campaign, and information about tobacco use rates before and after implementation of the campaign. Also, be sure to include whatever benefits you expect to achieve from investments in the program, such as number of lives saved, children prevented from starting to smoke, number of adults who will quit, and what this means in terms of lower health care costs.<sup>1</sup>
- **Core Messages:** one-page document that frames your core messages so that policy makers can understand the needs of your organization and the challenges you face to continue to deliver programs and services. This document should include specific information not only about services and programs you are able to provide, but also information about what additional programs and services could be offered with higher funding levels.<sup>1</sup>
- **Proposed Budget:** materials that detail how much funding is needed for you to implement an effective campaign. As you try to determine the amount of funds you will need to conduct an effective campaign, take into account spending of successful campaigns in other countries or regions; the levels of media presence necessary to build awareness and change attitudes and behaviors; and guidelines established by leading organizations. Although campaign spending varies greatly from country to country and region to region, one helpful perspective may be the 1999 *Best Practices* guidelines of the U.S. Centers for Disease Control and Prevention. The U.S. CDC determined that a minimum of \$1 USD to \$3 USD per capita should be spent on tobacco control marketing campaigns in order to affect knowledge, attitudes and behaviors. This guideline was based on spending of proven effective campaigns in the U.S. states of California, Massachusetts, Arizona and Oregon.<sup>1</sup> The CDC guidelines are being updated and will likely increase the dollar level because of inflation.



### Resource

The U.S.-based Campaign for Tobacco Free Kids has developed a tool kit to help organizations secure and sustain funding for their tobacco control programs called, *Sustaining Success: Educating Key Audiences about Tobacco Prevention*. To obtain this tool kit, send an email to [sustainingsuccess@tobaccofreekids.org](mailto:sustainingsuccess@tobaccofreekids.org).

- **Tobacco's Toll:** the burden that tobacco use causes in your community.<sup>1</sup>
- **Effectiveness Data:** concise document that details the evidence that your program (or public education campaign), or others like it, are effective.<sup>1</sup>
- **Materials to Bring the Program to Life:** materials that you can leave behind for decision makers to review. These materials should make your program "real" and help them to make the decision to fund your program.<sup>1</sup>

To make the materials more effective, target them to the interests of your specific audience. This means that you may have to develop different materials to suit different audiences. For example, you may know that one policy maker is primarily concerned with rising health care costs. The materials you share with him should focus on the negative impact that tobacco has on the economy and how your program will help to reduce the health care costs caused by tobacco use.<sup>1</sup>

As you develop materials, discuss successful strategies for presenting the information with tobacco control advocates in nearby communities, countries or regions and think about who are the best people from your organization to convey these messages to the various audiences you are trying to reach. The best way to present this information is through face-to-face meetings where you are more likely to establish a connection and you can fully describe your program and its accomplishments. In addition to the materials described above, you should develop clear, concise and compelling messages to use whenever you are speaking about your program. For example, tobacco use causes substantial human suffering, the economic costs of smoking are very high and tobacco control programs (and public education campaigns) work. These messages, or talking points, should be disseminated to your partners and other allies so everyone who is representing your program can be on message and effectively advocate for the campaign.<sup>1</sup>

## Points to Remember

- Tobacco control programs are funded through a variety of mechanisms. Funding from dedicated tobacco tax revenue appears to be the most sustainable.<sup>1</sup>
- Keeping policy makers and the general public informed about the activities and impacts of tobacco control programs is critical to sustain funding.<sup>1</sup>
- Document information about the negative impact of tobacco use and the positive impact of your program, and be ready to share this information with the general public, policy makers and supporters.<sup>1</sup>
- Putting a personal face on tobacco control efforts, through a person who has been diagnosed with a tobacco-related illness, family members of those who have died from tobacco-related illnesses, or others impacted by tobacco, can be a powerful strategy to “humanize” the tobacco control issue.<sup>1</sup>
- Generate public awareness about your program through news stories, advertising, and special events and promotions.<sup>1</sup>
- Involve policy makers in your program activities on a regular basis. Educate them about tobacco control issues and the impact of your program in particular.<sup>1</sup>
- Develop partnerships with others interested in and committed to tobacco control. Focus especially on non-traditional partner organizations that have members who are affected by tobacco control.<sup>1</sup>
- Develop short summary documents that describe the harms caused by tobacco, the costs to the community, and public health benefits and cost savings that can result from comprehensive tobacco control programs.<sup>1</sup>

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