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To: <panel_hs@legco.gov.hk>
Cc: [REDACTED]

Date: Tuesday, December 20, 2016 10:30AM
Subject: GWLs. pdf

Dear Panel on Health Services,

Please circulate this self-explanatory non exhaustive information on Graphic Warnings to the members of the Panel.

We have added highlights for those members who wish to see the most salient points more readily.

We also attach a tobacco labelling and packaging Toolkit.

Kind regards,

James Middleton

Chairman

<http://cleartheair.org.hk>

Attachments:

GWLs.pdf

TobaccoLabelling.pdf





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Potential Effectiveness of Pictorial Warning Labels That Feature the Images and Personal Details of Real People

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Received June 2, 2016.

Abstract

Introduction: Pictorial warning labels (PWL) that use photographs and the personal details of real people whose health has been affected by smoking (*testimonial PWL*) provide factual information about the consequences of tobacco use.

Methods: 924 adult current smokers participated in an online experiment that tested responses to four types of warning labels: 1) *non-testimonial text warning labels (TWL)* (currently on packs in the United States); 2) *non-testimonial PWL* (previously proposed by the United States Food and Drug Administration); 3) *image only testimonial PWL* (created for this study); 4) *image + personal details testimonial PWL* (created for study). Participants were randomly assigned to condition and then exposed to up to five warning labels addressing different health effects. Differences between conditions were assessed using emotional responses and a set of intention measures immediately following exposure, and self-reported behavior change at five-week follow-up.

Results: Compared to the *non-testimonial TWL*, all PWL elicited stronger emotional responses and intentions to forgo cigarettes and avoid the warning labels. *Non-testimonial PWL* and *image + personal details testimonial PWL* elicited stronger intentions to quit, whereas *image only testimonial PWL* generated a greater amount of quitting activity in the weeks following exposure. There were no significant differences in responses when comparing the *non-testimonial PWL* with both types of *testimonial PWL*.

Conclusions: PWL that use images of real people convey factual information about the health effects of tobacco use. These *testimonial PWL* may be a promising alternative to the images previously proposed for use on PWL in the United States.

IMPLICATIONS In the United States, the pictorial warning labels developed by the Food and Drug Administration (FDA) in 2011 were found by the courts to be unconstitutional, in part because they were deemed to present an opinion rather than fact. Findings from this experimental study indicate that pictorial warning labels that use the images and personal details of real people to convey factual information about the health effects of tobacco use may satisfy the FDA's requirement for a set of pictorial warning labels that (a) have the

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This Article

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potential to positively impact the determinants of smoking cessation behavior, (b) meet legislative requirements under the Family Smoking Prevention and Tobacco Control Act and (c) may be more acceptable to the courts than the previously proposed and now dismissed pictorial warning labels that carried non-factual images.

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Thailand

Thailand first implemented pictorial health warnings in March 2005. Overall, 55% of the package space was appropriated to health warnings; and a set of 6 warnings were rotated on cigarette packages. Thailand has since updated health warnings regularly. In 2006, a new set of 9 warnings were put in place. In 2009, a new set of 10 health warning images were released.

In June 2014, a Thailand court approved new regulations requiring larger graphic health warnings, and a quit-smoking hotline number on packages. The new warnings are required to **cover 85% of both sides of cigarette packages**. Retailers were given until September 2014 to comply with the new measures.

Thailand prohibits the terms "light" and "mild" from appearing on packages. In June 2011, Thailand released an amendment of previous regulations banning the use of additional words or terms which convey attractiveness such as "cool", "ice", "frost", "crisp", "fresh", "mint", "mellow", "rich", "smooth", "natural", "special", "genuine", "luminous", "extra", "premium" and other terms with similar meaning. These regulations were set to come into effect in December 2011.

Legislation and Regulations

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Health Warnings

2014 to Present**





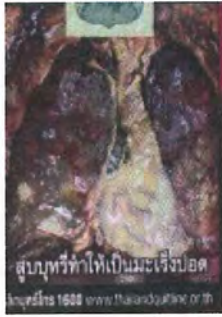
ETS – Baby
Thailand
2014



Health Effects – Death
Thailand
2014



Health Effects – Heart
Thailand
2014



Health Effects – Lung
Thailand
2014



Health Effects – Mouth
Thailand
2014



Health Effects – Mouth
Thailand
2014



Health Effects – Other
Thailand
2014



Health Effects – Other
Thailand
2014



Health Effects – Sex
Thailand
2014



Quitting
Thailand
2014



ETS – Baby
Thailand
2009



Health Effects – Death
Thailand
2009



Health Effects – Lung
Thailand
2009



Health Effects – Mouth
Thailand
2009



Chemicals
Thailand
2009



Health Effects – Mouth
Thailand
2009



Health Effects – Other
Thailand
2009



Health Effects – Other
Thailand
2009



Health Effects – Stroke
Thailand
2009



Health Effects – Vascular System
Thailand
2009



ETS – Baby
Thailand
2006



Health Effects – Death
Thailand
2006



Health Effects – Lung
Thailand
2006



Health Effects – Mouth
Thailand
2006



Health Effects – Mouth
Thailand
2006



Health Effects – Mouth
Thailand
2006



Health Effects – Other
Thailand
2006



Health Effects – Other
Thailand
2006



Health Effects – Stroke
Thailand
2006

2005 to 2006**



ETS – Baby
Thailand
2005



Health Effects – Death
Thailand
2005



Health Effects – Lung
Thailand
2005



Health Effects – Mouth

Thailand
2005



Health Effects – Mouth

Thailand
2005



Health Effects – Other

Thailand
2005

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<https://www.researchgate.net/publication/281147215> Title The effectiveness of the 85 health warning label cigarette pack on responsive smoking behaviors among Thai teenagers in 2015

Title: The effectiveness of the 85% health warning label cigarette pack on responsive smoking behaviors among Thai teenagers in 2015

Conference Paper · August 2015

Conference: Public Health Conference, At Bangkok, Thailand

•
1st Pimpan Silpasuwan

9.9 · Faculty of Public Health ,Mahidol University

Abstract

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Assoc.Prof.Dr. Chukiat Viwatwongkasem,
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Assoc.Prof.Dr. Nithat Sirichotiratana,
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Abstract

Significance and background: The Ministry of Public Health of Thailand planned to increase the size of the graphic health warning (HWG) up to 85% on cigarette pack; however, such attempt was much criticized by major international tobacco companies. Hence, a legal challenge and the court battle has highlighted on whether the increasing of the HWG size is necessary, in other words, whether it be able to help reduce smoking effectively. Then, this field experiment was implemented to test the effectiveness of the 85% HWG size on the reduction of cigarette smoking.

Method: Factorial design was implemented among 724 students from four high schools and five colleges in Bangkok Metropolitan areas in 2015. In June 2015, the research participants were exposed to see eight mock-up cigarette packs, in which, the mock-ups have two size of the HWG (55% and 85%), two types of the cigarette pack (plain pack and branded pack), and two kinds of the selected HWG picture (CA mouth and Weaker sex). All students reported their perceptions, as well as, their intention to quit smoking after seeing eight mock-up cigarette packs via the questionnaire.

Results: The results from the questionnaire revealed that (1) the 85% of CA mouth picture on the plain pack significantly increased the intention to quit smoking among the non-smoke students than the picture of Weaker sex; and (2) the increasing size of The HWG on cigarette pack differently interacted with the intention to quit smoking among smoke students via the fear arousal feeling.

Conclusions: The early indication confirmed that the 85% HWG could help increase the intention to quit smoking; thus, the Thai government policy on changing the HWG size is supported.



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Come April, expect 85% of your cigarette pack to be covered with graphic warnings

Runa Mukherjee Parikh | News18.com [@tweetruna](#)

First published: March 29, 2016, 12:44 PM IST | Updated: March 29, 2016



A packet of cigarettes (C), adorned with an image said to resemble that of Chelsea and England footballer John Terry, stands on a stall in New Delhi on January 3, 2012. Representatives of Chelsea captain John Terry have lodged a complaint over the apparent use of his image for a tobacco warning printed on cigarette packets in India, a report said.

The blurry image that features the head and shoulders of a man resembling Terry above a warning that "Smoking Kills" was created by the government agency the Directorate of Visual Publicity, the Indian Express reported. AFP PHOTO/Findlay KEMBER (Photo credit should read FINDLAY KEMBER/AFP/Getty Images)

India: Large and prominent health warnings have shown to be a cost-effective means of increasing public awareness of the health effects of tobacco use and in reducing tobacco consumption, so the current debate on reducing size of pack warnings, especially on bidis and smokeless tobacco is worrisome.

India implemented Article 11 of WHO Framework Convention on Tobacco Control (FCTC) a few years back, but is still not FCTC compliant for this provision as the tobacco pack warnings occupy only 40% of the principal display area only on one side of the pack i.e. 20% of the total display area of the pack.

India is ranked 136 of 198 countries according to the international status report on Cigarette Package Health Warnings, 2014 and countries ranked after 143 do not display pictorial health warnings at all.

Dr Henk Bekedam, WHO representative to India, in his recent address stated that any reduction in size of pack warnings will be a great setback for public health in the region, as neighboring countries, including Nepal (90%), Thailand (85%), Pakistan (85%), Sri Lanka (80%) and most recently Myanmar (75%) have overcome similar challenges and notified large

pictorial warnings.

As per the Global Adult Tobacco Survey-India (GATS 2010) covering the age group 15 years and above, 71% of cigarette smokers noticed health warnings on cigarette packages and 38% thought of quitting because of the warning label; 62% of *bidi* smokers noticed health warnings on *bidi* package and 29% thought of quitting because of the warning label, and 63% of users of smokeless tobacco noticed health warnings on smokeless tobacco product package and 34% thought of quitting because of the warning label.

Prominent pack warnings also assist in reducing illicit trade and improve tax administration because these products are easy to distinguish from those which do not conform.



On 15 October 2014, the government issued a notification making it mandatory for tobacco companies to display graphic health warning occupying 85% of the principal display area of all tobacco packs. The gazette notification amending Cigarettes and Other Tobacco Products (Packaging and Labeling) Rules, 2008, which was to come into effect from 1 April 2015, is now scheduled to come into force on 1 April 2016.

This implementation will uphold the proud announcement made by the country at Moscow in 2014, during the sixth session of the Conference of the Parties (COP6) to the WHO Framework Convention on Tobacco Control (FCTC). Along with large graphic pack warning, tobacco taxation is a recognized cost-effective and evidence-based population level strategy to reduce tobacco use. Both these measures are easy to implement, with no cost to the government.

In India, nearly a million deaths occur annually due to tobacco and the economic burden attributable every year to tobacco-related diseases is a staggering INR 104 500 crores.



In India, the most commonly used tobacco products are smokeless tobacco and *bidis*. These forms of tobacco are poorly taxed and therefore remain available at very cheap prices, making them very affordable and accessible.

India will be hosting the seventh session of the Conference of the Parties (COP7) in November 2016, so implementation of the 85% pictorial health warnings on both sides of all tobacco packs and the development of a comprehensive tax policy for tobacco products will uphold India's position as a global leader in health and save precious lives.

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cigarettes

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India's health warnings policy was drafted in 2006. After 2 rounds of revisions in 2006 and 2007, a final set of health warnings were released in 2008 and were implemented on all cigarette packages on May 31, 2009. Two warnings were rotated on cigarette packages and a separate warning was rotated on all smokeless tobacco products.

In 2011, India's Ministry of Health and Family Welfare proposed an amendment to the rules which included 4 new pictorial warnings to be used on tobacco and bidi packages, and 4 new pictorial warnings for smokeless packages. Implementation of these rules began on December 1, 2011 and allowed tobacco companies to choose any one picture out of each set of 4 images for smoked and smokeless tobacco products.

On September 27, 2012, India proposed a new round of picture warnings that were to be required as of April 1, 2013, although implementation of these warnings varied. A set of 3 new pictorial warnings were developed for smoked tobacco products, and a separate set of 3 new warnings were developed for smokeless tobacco products. Health warnings were required to cover 40% of the front of all cigarette packages.

On October 15, 2014, the government proposed larger warnings that cover **85% of the front and back of the pack**. The larger warnings were initially scheduled to come into effect April 1, 2015, but the deadline was extended until April 1, 2016.

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April 2016 – Present**

Smoked Tobacco Products



Health Effects – Other

India
2016



Health Effects – Other

India
2016



Health Effects – Other

India
2016



Health Effects – Other

India
2016

Smokeless Tobacco Products



Health Effects – Mouth

India
2016



Health Effects – Mouth

India
2016



Health Effects – Mouth

India
2016



Health Effects – Mouth

India
2016

Smoked Tobacco Products



Health Effects – Lung

India

2013



Health Effects – Lung

India

2013



**WARNING
TOBACCO KILLS**

Health Effects – Mouth

India

2013



Health Effects – Mouth

India

2013

Smokeless Tobacco Products



**WARNING
TOBACCO KILLS**

Health Effects – Mouth

India

2013



**WARNING
TOBACCO KILLS**

Health Effects – Mouth

India

2013



**WARNING
SMOKING KILLS**

Health Effects – Mouth

India

2013

2011 to 2013**

Smoked Tobacco Products



SMOKING KILLS



SMOKING KILLS



SMOKING KILLS

Health Effects – Lung

India
2011

Health Effects – Lung

India
2011

Health Effects – Lung

India
2011



Health Effects – Mouth

India
2011

Smokeless Tobacco Products**



Health Effects – Mouth

India
2011



Health Effects – Mouth

India
2011



WARNING
TOBACCO KILLS

Health Effects – Mouth

India
2011



Health Effects – Other

India
2011

2009 to 2011**



Health Effects – Lung

India

2009



Health Effects – Lung

India

2009



ETS – General

India

2009

Other Warnings used in Testing and Development**



ETS – Baby

India

2006



Health Effects – Death

India

2006



Health Effects – Death

India

2006



Health Effects – Mouth

India

2006



ETS – Baby

India

2007



Health Effects – Death

India

2007



Health Effects – Mouth

India

2007



Health Effects – Mouth

India

2007

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Implications of Graphic Cigarette Warning Labels on Smoking Behavior: An International Perspective

[Minsoo Jung](#)

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Abstract

Go to:

Graphic warning labels (GWLs) have been developed as a representative non-price policy to block such marketing. This study investigated the current state and effect of the global introduction of GWLs and examines the future tasks related to GWLs. We systematically reviewed literatures on GWL and a tobacco control strategy in the past fifteen years. The policy of enforcing GWLs has spread globally based on the Framework Convention on Tobacco Control. GWLs are more effective than text warnings and are implemented in over 70 countries. The policy has showed the impact of GWLs as a preventive effect on adolescents' smoking, inducement of smoking cessation, reduction in the amount of tobacco smoked, and reduction in smoking rates. The success of an anti-smoking policy can manifests itself as an effect of individual policies, the rise of tobacco prices, and the introduction of GWLs.

Keywords: Tobacco use, Smoking cessation, Health policy, Health promotion

INTRODUCTION

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Packaging is tobacco companies' primary means of marketing due to the strengthening of anti-smoking policy worldwide.¹ Graphic warning labels (GWLs) have been developed as a cost-effective policy for simultaneously inhibiting such marketing and conveying information on the health risks incurred by smoking. The introduction of GWLs is effective for attracting smokers' attention and publicizing the harmfulness of tobacco.^{2,3} Article 11 of the Framework Convention on Tobacco Control (FCTC) recommends the introduction of the GWL for at least 50% of the packet cover and enforces countries directly involved to comply within three years of adopting the Convention. In addition, the

third general assembly of the FCTC in 2008 recommended the introduction of plain packaging to prevent the advertising effect through tobacco packs.⁴ Plain packaging can have an effect of deluding consumers and promoting the sales of tobacco. The present study systematically reviews the current state and effect of the global introduction of GWLs and examines the future tasks related to GWLs.

GRAPHIC WARNING LABELS AND RELATED DEBATES

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The GWLs were first introduced to Canadian consumers in 2001. Subsequently, the FCTC took effect in 2005 as an international effort to reduce deaths and illnesses due to tobacco, and rapidly increased the number of countries adopting GWL. In particular, Canada established the Tobacco Products Information Regulations in 2000 based on the Tobacco Act.⁵ As a result, tobacco packaging with GWLs, anti-smoking warning messages, and explanations on the emission and composition of toxic substances became mandatory.⁵ In the early introduction of GWLs, the area on the package was extended to at least 30% of cigar, pipe tobacco, hookah, and smokeless tobacco packaging and to at least 50% for ordinary tobacco packs.⁵

GWLs swiftly spread worldwide. For example, the Thai government in 2004 passed a law making it mandatory to attach GWLs on both the front and back sides, extending to 50% of the entire cigarette packs.⁶ The sizes of the GWLs have expanded to no less than 85% of a cigarette pack. The mandatory attachment of GWLs worldwide exceeds 82.5% in Australia and 80% in Uruguay. Obviously, the tobacco industry has strongly opposed restrictions through GWLs. The industry has argued that the harmfulness of tobacco is widely known already, and that the attachment of GWLs to the packaging violates trademark rights and copyrights and can incite the production of counterfeit tobacco.⁶ Such debates have led to scientific discussions on whether the future introduction of GWLs will reduce smoking rates.

It is reported that tobacco packaging has a greater marketing effect than do other consumer goods because the packaging is not discarded immediately after it has been opened.^{1,5} The packaging is exposed to those around the tobacco users a countless number of times until all of the contents have been used up. In other words, adoption of GWLs is intended more to stop tobacco companies' from marketing than to provide health education to consumers by publicizing the risks and harmfulness of smoking. In fact, tobacco companies have developed tobacco packs with 'cool' or 'feminine' images to attract the attention of the young and women and to strengthen their brand images through stealth marketing.⁵ Consequently, some tobacco companies have lawsuits against the US Food and Drug Administration.⁷ This has led to debates on the introduction of GWL effects.

In spite of the many debates, the effects of GWLs on smokers' attitudes toward smoking seem clear. The fear and anger generated when smokers are exposed to GWLs have a positive effect on smoking cessation and a negative effect on smoking.⁸ According to a recent study published in *Tobacco Control*, the strength of emotional responses

Review Tobacco control: lessons learnt in Thailand. [Indian J Public Health. 2011]

The cigarette pack as image: new evidence from tobacco [Tob Control. 2002]

Do the ends justify the means? A test of alternatives to the [Health Commun. 2015]

Emotional graphic cigarette warning labels reduce the elect [Addict Biol. 2015]

Emotional reaction facilitates the brain and behavioural impac [Tob Control. 2015]

generated after exposure to GWLs determined the effect of GWLs.⁹ When functional magnetic resonance imaging of neural responses generated after exposing smokers to GWLs were analyzed, the images aroused strong emotional reactions, which increase cognitive efforts that accompany information processing.¹⁰ This increases the memory of the images and reduces the desire to smoke.^{9,10} In other words, smokers exposed to GWLs exhibited more fear and a stronger intention to quit smoking than did smokers exposed to simple warning messages.

According to data announced by the Canadian Cancer Society in 2014, GWLs have been introduced to seventy-six countries worldwide as of 2015. After all members of the European Union adopt GWLs in 2016, GWLs will be implemented in at least ninety-four countries.⁵ GWLs were adopted by only five countries in the early 2000s, twenty-nine countries from 2006 to 2010, and forty-two countries from 2011 to 2015.⁵ GWLs are scheduled to be adopted by eighteen countries in 2016. Thus, insertion of the GWLs on tobacco packaging can be seen as a global trend.

SCIENTIFIC EVIDENCE OF GRAPHIC WARNING LABELS

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The introduction of GWLs may induce smokers to quit smoking, and thus lowers tobacco consumption. In the case of Canada, smoking cessation motivation is reported to have increased among half of the smokers since the adoption of GWLs.^{5,11} In Australia, GWLs have aroused smoking cessation motivation among 60% of the smokers.¹² Subsequently, one-third of the smokers have attempted to quit smoking. Likewise, in Thailand, the intention to quit smoking has increased among half of the smokers since the introduction of GWLs.¹³ An increase in smokers' smoking cessation efforts and actual smoking cessation rates after the adoption of the GWL has affected tobacco consumption. In the case of Singapore, 28% of smokers reported smoking fewer cigarette because of GLWs in 2004.¹⁴ In addition, the adoption of GWLs has inhibited the number of new smokers and induced current smokers to quit smoking.¹⁵ Importantly, a major cause in the reduction of tobacco consumption lies in the inhibition by new smokers, including adolescents. According to reports on the population conducted in Australia and Canada, the smoking prevention effects of GWLs amount to a maximum of 60%.^{16,17} The introduction of GWLs more effectively inhibits an increase in the number of smokers than do warning messages. This has been confirmed for adolescents in European countries such as Greece.¹⁸

Second, the introduction of GWLs may decrease the overall smoking rates. In the case of price policy, smoking rates drop according to an increase in tobacco prices.¹⁹ However, tobacco consumption often returns to the normal consumption rate with the passage of time. Yet, the adoption of GWLs exhibits a continuous smoking decrease effect in comparison with price policy.²⁰ In the case of Canada, the introduction of GWLs is estimated to have led to a drop in the number of smokers by approximately 12% to 19%.^{19,20} Of course, predicting a uniform decrease in smoking rates is difficult because the strength of graphic labels and the presence of other warning messages differ by country.

How reactions to cigarette packet health warnings influence quitting [Addiction. 2009]

The impact of pictures on the effectiveness [Bull World Health Organ. 2009]

Adolescents perceived effectiveness of the proposed E [Eur J Public Health. 2009]

Cigarette graphic warning labels and smoking prevalence in [Tob Control. 2014]

The effect of graphic cigarette warning labels on smoking [Nicotine Tob Res. 2013]

Nevertheless, according to research by Huang et al.,¹⁹ smoking rates will decrease by a maximum of 5% if Canada's GWLs are applied to the United States. What is important is that the adoption of GWLs generally leads to a continuous drop in smoking rates. In the case of Turkey, men's smoking rate was approximately 44% in 2008 and dropped to 39.0% in 2010 and 37.3% in 2012 due to the introduction of GWLs.²¹

Third, the introduction of GWLs leads to additional effects such as the conveyance of health information from the perspective of health communication. In Australia and Thailand, the ability to convey information has been strengthened when warning messages were combined with GWLs.¹² In the case of China and Mexico, senior citizens, women, and low socioeconomic status groups have been shown to recognize information more effectively on diseases that are caused by smoking through GWLs.^{2,22} In addition, according to the results of comparative studies among countries, tobacco consumers more accurately recognized diseases due to cigarette smoke substances (3.4 times as much for carbon monoxide and 3.8 times as much for potassium cyanide) and smoking (2.7 times as much for impotence and 1.6 times as much for both strokes and cancer occurrence) with GWLs.²³ The correct awareness of health information has a potential effect of inducing smokers to voluntarily enhance the use of smoking cessation services. In the case of the Netherlands, the number of calls to smoking cessation hotlines has increased by 3.5 times since the introduction of GWLs.²⁴ Brazil and New Zealand have shown similar effects.^{24–26}

Fourth, the adoption of GWLs may create social benefits in diverse ways. However, when smoking rates drop because of GWLs, governments experience a drop in tax. The introduction of GWL policies decreases related diseases, and thus ultimately benefits society. In the case of Canada, the adoption of GWLs has extended the life span, which has yielded a net benefit of approximately four billion dollars.²⁷ In the case of the United Kingdom, the introduction of GWLs has resulted in a decrease in the number of smokers by 0.5% and a net benefit of 206.29 million pounds because of an increase in the economic value of the living population and the curtailment of medical expenses.²⁸ In Australia, a net benefit of 2.9 billion dollars has been generated because of a decrease in smoking rates, extension of the life span, improvement in health, the curtailment of medical expenses, and an increase in the consumption of non-tobacco products.²⁹

SEVERAL TASKS FOR THE FUTURE

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GWLs are cited as the most cost-effective policy from a diverse set of anti-smoking policies.³⁰ GWLs are an evidence-based policy whose effect has been proven by countries that have already adopted them. Consequently, when GWLs are implemented with price policy that raises tobacco prices, they are expected to effectively decrease smoking rates and the number of new smokers, and prevent adolescent smoking.¹⁸ However, several tasks remain.

First is the task of effective application by the FCTC. The FCTC

How reactions to cigarette packet health warnings influence quitting [Addiction. 2009]

Graphic warning labels in cigarette advertisements: re [Am J Prev Med. 2012]

Perceptions of tobacco health warnings in China compared with [Tob Control. 2010]

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Adolescents perceived effectiveness of the proposed [Eur J Public Health. 2009]

stipulates within the scope allowed by the countries respective constitutions, 'comprehensive ban actions,' for the advertisement, and sales promotion and support for tobacco.⁴ For example, India implements comprehensive ban actions on advertisements, sales promotions, and support regarding tobacco in accordance with the FCTC.⁴ Tobacco advertisements are prohibited on the broadcast media such as television and radio, and publications such as magazines and newspapers. On the other hand, signatories of the FCTC have an obligation to implement this clause by modifying their respective laws and institutions related to the packaging and labeling of tobacco products within three years of convention ratification.⁴ Consequently, the states parties have included health warning messages and graphic labels on at least 30% of the packaging and have strongly restricted tobacco packaging, which has been used as a means for marketing tobacco. For example, Australia in October 2011 passed a law that prohibits the inclusion of advertising statements, images, and company logos on cigarette packs.⁴ This law applies so-called 'plain packaging,' and thus requires to uniformize the color of all cigarette packs as drab dark brown and to include chilling images demonstrating the harm of smoking instead of advertising images and company logos.⁴ It is fair to say that the warnings are important for providing useful information to consumers.

Second, developing various and effective GWLs in a sociocultural context and smoking characteristics for each country is necessary. GWLs mainly affect smokers through fear, which can yield disparate effects according to the conveyed contents, themes, and messages. Consequently, the effectiveness and effect of GWLs on smokers for each country must be analyzed meticulously.

Third, longitudinal studies comparing long-term changes in smoking rates before and after the introduction of GWLs need to be conducted. In addition, scientifically reviewing both price policies and various non-price policies that yield the greatest smoking cessation effect is necessary. Such a task will continuously prove the long-term effect of a policy, and thus secure the validity of and justification for the introduction of the policy and expand related future policies. Economic evaluation and cost-benefit analysis must also be conducted. To meticulously grasp the policy effect, it is necessary to consider whether the goals have been achieved by adopting GWLs and who are to be the objects of persuasion. Smokers vs. non-smokers, heavy smokers vs. occasional smokers, and adolescents vs. adults are possible. The effect of GWLs may be most dramatic for occasional smokers or adolescents in their early to mid-teenaged years that have not yet started to smoke rather than heavy smokers who have formed the habit.

CONCLUSION

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This paper attempted to summarize what is happening globally in terms of GWLs, how effective the implementation of GWLs is on decreasing tobacco rates, and what the next steps are for GWLs around the world. The success of an anti-smoking policy can manifests itself as an effect of individual policies, the rise of tobacco prices, and the introduction of GWLs. Success need to be evaluated as an integrated effect of diverse

policies that includes the rise of tobacco prices and the extension of non-smoking areas.

Footnotes

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CONFLICTS OF INTEREST

No potential conflicts of interest were disclosed.

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Cigarette graphic warning labels and smoking prevalence in Canada: a critical examination and reformulation of the FDA regulatory impact analysis.

Huang J¹, Chaloupka FJ, Fong GT.

Author information

Abstract

BACKGROUND: The estimated effect of cigarette graphic warning labels (GWL) on smoking rates is a key input to the Food and Drug Administration's (FDA) regulatory impact analysis (RIA), required by law as part of its rule-making process. However, evidence on the impact of GWLs on smoking prevalence is scarce.

OBJECTIVE: The goal of this paper is to critically analyse FDA's approach to estimating the impact of GWLs on smoking rates in its RIA, and to suggest a path forward to estimating the impact of the adoption of GWLs in Canada on Canadian national adult smoking prevalence.

METHODS: A quasi-experimental methodology was employed to examine the impact of adoption of GWLs in Canada in 2000, using the USA as a control.

FINDINGS: We found a statistically significant reduction in smoking rates after the adoption of GWLs in Canada in comparison with the USA. Our analyses show that implementation of GWLs in Canada reduced smoking rates by 2.87-4.68 percentage points, a relative reduction of 12.1-19.6%; 33-53 times larger than FDA's estimates of a 0.088 percentage point reduction. We also demonstrated that FDA's estimate of the impact was flawed because it is highly sensitive to the changes in variable selection, model specification, and the time period analysed.

CONCLUSIONS: Adopting GWLs on cigarette packages reduces smoking prevalence. Applying our analysis of the Canadian GWLs, we estimate that if the USA had adopted GWLs in 2012, the number of adult smokers in the USA would have decreased by 5.3-8.6 million in 2013. Our analysis demonstrates that FDA's approach to estimating the impact of GWLs on smoking rates is flawed. Rectifying these problems before this approach becomes the norm is critical for FDA's effective regulation of tobacco products.

KEYWORDS: Economics; Packaging and Labelling; Public policy

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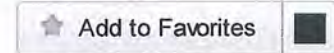
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Graphic warning labels and the demand for cigarettes.

Starr MA¹, Drake K².

Author information

Abstract

BACKGROUND: In 2010, the US Food and Drug Administration (FDA) proposed requiring tobacco companies to add graphic warning labels (GWLs) to cigarette packs. GWLs are large prominently placed warnings that use both text and photographic images to depict health risks of smoking. The companies challenged FDA's authority on First Amendment grounds; the courts accepted that FDA could compel companies to add GWLs, but argued that FDA had not established that GWLs would significantly reduce smoking.

OBJECTIVE: This paper adds new evidence on the question of whether GWLs would have reduced cigarette demand, by examining whether tobacco companies' share prices fell unusually after news indicating a higher likelihood of having GWLs, and rose on the opposite news. Such findings would be expected if investors viewed GWLs as likely to reduce cigarette demand.

METHODS: An event-study approach is used to determine whether the stock prices of US tobacco companies rose or fell unusually after news events in the period when GWLs were proposed, finalised, challenged and withdrawn.

FINDINGS: Tobacco companies' stock prices indeed realised significant abnormal returns after GWL news, consistent with expected negative effects on cigarette demand. Our estimates suggest investors expected GWLs to reduce the number of smokers by an extra 2.4-6.9 million in the 10 years after the rule took effect.

CONCLUSIONS: These findings support the view that the GWLs proposed by FDA would have curbed cigarette consumption in the USA in an appreciable way.

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KEYWORDS: Cessation; Economics; Litigation; Packaging and Labelling; Tobacco industry

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Nicotine Tob Res. 2015 Aug;17(8):898-907. doi: 10.1093/ntr/ntv082.

Assessing the Consequences of Implementing Graphic Warning Labels on Cigarette Packs for Tobacco-Related Health Disparities.

Gibson L¹, Brennan E², Momjian A³, Shapiro-Luft D³, Seitz H³, Cappella JN³.

Author information

Abstract

INTRODUCTION: Population-level communication interventions, such as graphic warning labels (GWLs) on cigarette packs, have the potential to reduce or exacerbate tobacco-related health disparities depending on their effectiveness among disadvantaged sub-populations. This study evaluated the likely impact of nine GWLs proposed by the US Food and Drug Administration on (1) African American and (2) Hispanic smokers, who disproportionately bear the burden of tobacco-related illness, and (3) low education smokers, who have higher smoking rates.

METHODS: Data were collected online from current smokers randomly assigned to see GWLs (treatment) or the current text-only warning labels (control). Participants were stratified by age (18-25; 26+) in each of four groups: general population (n = 1246), African Americans (n = 1200), Hispanics (n = 1200), and low education (n = 1790). We tested the effectiveness of GWLs compared to text-only warning labels using eight outcomes that are predictive of quitting intentions or behaviors including negative emotion, intentions to hold back from smoking, intentions to engage in avoidance behaviors, and intentions to quit.

RESULTS: Across all outcomes, GWLs were significantly more effective than text-only warning labels more often than expected by chance. Results suggested that African Americans, Hispanics and smokers with low education did not differ from the general population of smokers in their reactions to any of the nine individual GWLs.

CONCLUSIONS: The nine GWLs were similarly effective for disadvantaged sub-populations and the general population of smokers. Implementation of GWLs is therefore unlikely to reduce or exacerbate existing tobacco-related health disparities, but will most likely uniformly increase intentions and behaviors predictive of smoking cessation.

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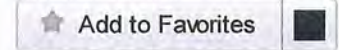
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Toolkit

Tobacco Labelling & Packaging Toolkit

A Toolkit was created to serve as a resource to support implementation of Article 11. It includes a review of evidence, as well as recommendations for designing health warnings on packages. Overall, the Toolkit is intended to simplify the process of developing effective labelling policies and to provide concrete resources for regulators, researchers, and tobacco control advocates. Financial support for the Toolkit was provided by Tobacco Control at The Union (International Union Against Tuberculosis and Lung Disease).

The toolkit can be downloaded in one file by [clicking here](#), or in separate chapters, below.

(Note the file size for the entire toolkit is large.)

[Chapter 1: Evidence Review](#)

[Chapter 1](#) includes a comprehensive review of evidence on health warnings, misleading information on packages (including “light” and “mild” descriptors, and plain packaging) as well as emission and constituent labelling.

[Chapter 2: Designing Health Warnings](#)

[Chapter 2](#) includes recommendations for designing effective health warnings, including pictorial warnings. The chapter provides examples of best practices from countries throughout the world.

[Chapter 3: Designing Emission and Constituent Warnings](#)

[Chapter 3](#) includes recommendations for designing emission and constituent messages, including guidance on removing misleading tar and nicotine numbers from packages. The chapter provides examples of best practices from countries throughout the world.

[Chapter 4: Evaluating Health Warnings & Messages](#)

[Chapter 4](#) provides recommendations for evaluating labelling policies, including focus groups, “test marketing” and other methods that can be used when developing new warnings.

[Chapter 5: Implementation](#)

[Chapter 5](#) provides a brief overview of implementation activities that can enhance compliance and increase the effectiveness of labelling policies.

[Chapter 6: Legislation](#)

[Chapter 6](#) includes general recommendations for preparing legislation for labelling policies and health warnings in particular.

Research Articles and Government Reports

A review of evidence, including research papers, government reports, and other health warnings documents, on the effectiveness of text and pictorial health warnings from 2006-present are listed below:

[Click here](#) to access health warnings documents from 1979-2005.

[Improper Disclosure: Tobacco Packaging and Emission Labelling Regulations](#) (Public Health – Hammond, White)
Australia
2012

[Review of the EU Tobacco Products Directive](#) (RIVM – National Institute for Public Health and Environment – Dutch with English Summary)
Netherlands
2012

[Market Testing of Potential Health Warnings and Information Messages for Tobacco Product Packaging: Phase 2 Front and Back of Pack Graphic Health Warnings](#) (Department of Health and Ageing)
Australia
2011

[Market Testing of New Health Warnings and Information Messages for Tobacco Product Packaging: Phase 3 Refinement of Health Warnings](#) (Department of Health and Ageing)
Australia
2011

[Market Testing of New Health Warnings and Information Messages for Tobacco Product Packaging: Premium Cigars, Cigarillos / Little cigars and Roll your own](#) (Department of Health and Ageing)
Australia
2011

[Smokers' Recall of Australian Graphic Cigarette Packet Warnings & Awareness of Associated Health Effects, 2005-2008](#) (BMC Pub Health – Miller et al.)
Australia
2011

[Mass Media Campaigns Designed to Support New Pictorial Health Warnings on Cigarette Packets: Evidence of a Complementary Relationship](#) (Tob Control – Brennan et al.)
Australia
2011

[Health Warning Messages on Tobacco Products: A Review](#) (Tob Control – Hammond)
Australia
2011

[Canadians Welcome New Graphic Warnings on Cigarette Packages](#) (Canadian Public Opinion Poll)

Canada
2011

[The Appeal of Smokeless Tobacco Products Among Young Canadian Smokers: the Impact of Pictorial Health Warnings and Relative Risk Messages](#) (Nicotine Tob Res – Callery et al.)

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[Does the Effect Go Up in Smoke? A Randomized Controlled Trial of Pictorial Warnings on Cigarette Packaging](#) (PEC – Schneider et al.)

European Union
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India
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[Cigarette Package Health Warnings and Interest in Quitting Smoking – 14 Countries, 2008-2010](#) (CDC MMWR)

International
2011

[Estimating the impact of pictorial health warnings and plain cigarette packaging. Evidence from experimental auctions among adult smokers in the United States](#) (Health Policy – Thrasher et al.)

United States
2011

[Final Rule on Required Warnings for Cigarette Packages and Advertisements](#) (FDA Legal Document)

United States
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United States
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[Plaintiffs' Motion for Summary Judgement and Permanent Injunction on the Required Warnings for Cigarette Packages and Advertisements](#) (Legal Document)

United States
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[Market Testing of Potential Health Warnings and Information Messages for Tobacco Product Packaging: Phase 1 Side of Pack Messages](#) (Department of Health and Ageing)

Australia
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[Market Testing of Potential Health Warnings and Information Messages for Tobacco Product Packaging: Phase 1 Side of Pack Messages](#) (Government Report)

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[Health Warning Labelling Practices on Narghile Waterpipe Tobacco Products and Related Accessories](#) (Shisha, Hookah)
Bahrain
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[Consumer Understanding of Cigarette Emission Labelling](#) (Eur J Public Health – Gallopel-Morvan et al.)
France
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[The Use of Visual Warnings in Social Marketing: The Case of Tobacco](#) (J Bus Res – Gallopel-Morvan et al.)
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[Consumer Understanding of Cigarette Emission Labelling](#) (Eur J Public Health – Gallopel-Morvan et al.)
France
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[Long-Term Benefit of Increasing the prominence of a Quitline Number on Cigarette Packaging: 3 years of Quitline Call Data](#) (NZMJ – Wilson et al.)
New Zealand
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[Cigarette Pack Warning Labels in Russia: How Graphic Should They Be?](#) (Eur J Public Health – Wade et al.)
Russia
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[Relevance of Health Warnings on Cigarette Packs: A Psycholinguistic Investigation](#) (Health Comm – Gygax et al.)
Switzerland
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United Kingdom
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United States
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[Experimental Study of Graphic Cigarette Warning Labels – Final Results Report and Appendices](#) (FDA)
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[Evaluation of the Effectiveness of the Graphic Health Warnings on Tobacco Product Packaging 2008 Executive Summary](#) (Government Report)

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Control – Miller et al.)

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[Illustration-Based Health Information Messages Concept Testing](#) (HC Government Report)

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