

# EXPANDING FISCAL POLICIES FOR GLOBAL AND NATIONAL TOBACCO CONTROL

**Nirmalya Syam & German Velasquez**

*Final Technical Report*

**30 December 2013**

**South Centre**

**IDRC Project Number:** 106412-005

**IDRC Project Title:** *Expanding Fiscal Policies for Global and National Tobacco Control*

**Name of Research Institution:** South Centre

**Address of Research Institution:** Chemin du Champ d'Anier 17-19, 1211 Geneva 19, Switzerland

**Members of the Research Team:** German Velasquez, Deborah K. Sy, Nirmalya Syam, Viviana Munoz, Vicente Yu

**Contact Information of Research Team Members:** Tel: +41227918050; Fax: +41227988531; Email: [gvelasquez.gva@gmail.com](mailto:gvelasquez.gva@gmail.com); [debbysy1@gmail.com](mailto:debbysy1@gmail.com); [syam@southcentre.int](mailto:syam@southcentre.int); [munoz@southcentre.int](mailto:munoz@southcentre.int); [yu@southcentre.int](mailto:yu@southcentre.int)

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## Abstract

**Background:** Mobilization of financial resources for implementation of the WHO Framework Convention for Tobacco Control (FCTC) is at the core of sustainable measures that are necessary to implement the FCTC. A decade after the adoption of the treaty, such a financial mechanism has yet to be established. The issue of resource mobilization will be examined by the WG which will submit its recommendations to COP6 in 2014. In the meantime, through the innovative financing mechanisms like the Global Fund and UNITAID, the international community had already participated in contributing to global public goods to fight infectious diseases. There is a clear opportunity to integrate such experiences in tobacco control.

**Research Objective:** The research seeks to analyze the funding gap at domestic and global level, opportunities for further global cooperation, and develop a set of feasible options for innovative financing mechanisms to support implementation of the FCTC in developing countries as well as to augment resources for treaty financing.

**Methodology:** The study explored these issues through a review of literature as well as surveys and key informant interviews; and simulations to project amounts raised / required were made for selected innovative financial mechanisms.

**Results:** The study points out the funding gaps at both country and global levels and the common challenge of insufficiency of data to accurately measure the needs. However, experience shows that developing nations have been able to pinpoint needs through proposals in light of available grant money.

Tobacco control focal points appreciate the much needed technical and financial assistance, value the importance of international cooperation to promote multisectoral collaboration within the country, welcome incremental funding, recognize the need to explore financing mechanisms, and are open to the idea of establishing a global fund.

Incremental funding could have a positive impact in strengthening ongoing global activities to support tobacco control. Even without incremental funding, some agencies could provide further support at the request of the countries, subject to the availability of funding.

Ideal financing mechanisms should be tax based, preferably on tobacco, must not substitute ODA, consider legal issues, cost effective and identifies uses and Solidarity Tax Levy (STL) and Tax on Repatriated Tobacco Profits (TRTP) may qualify. Even if only a handful of countries participate, these mechanisms can raise significant amounts with minimal contributions (at most 2 cents per high income country). Amounts raised can be modest. For instance, 20M is almost double the FCTC Secretariat's budget and is practically half of the developmental assistance for tobacco control in 2009.

**Conclusions:** The need for funding in tobacco control cannot be overemphasized. There is interest in innovative means to charge tobacco companies for the unusual burdens it causes both society and governments and this needs to be threshed out in a proper forum. STL and TRTP would be a good starting point for discussion. A deeper understanding of the political concerns would surface and can possibly be addressed only if the ideas are allowed to be debated on in the appropriate forum. Many of the FCTC Parties have already participated in at least one form of innovative financing mechanism; the support and participation of a handful of parties and the openness of the rest is sufficient to successfully develop an innovative financing mechanism.

**Keywords** tobacco, tobacco control, FCTC, innovative financing, solidarity tobacco levy, tax on repatriated tobacco profits



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## Research Problem

While there has been some decline in tobacco consumption in developed countries, tobacco consumption has been increasing in developing countries which account for about 70 per cent of the global consumption of tobacco. It is estimated to cause 8.4 million deaths by 2020, and the majority of these fatalities are projected to be in developing countries. Therefore, there is an urgent necessity to enable these countries to take adequate and effective measures for tobacco control and implement the WHO Framework Convention on Tobacco Control (FCTC). Availability of adequate and sustainable financial resources for implementation for tobacco control measures is of critical importance in this context. The need for sustainable source of funding for implementation of the Framework Convention on Tobacco Control (FCTC) at the national level has increased immensely. For developing nations, there is a clear recognition that funds are direly needed not only to implement national tobacco control measures but also to address disparities and inequities in health promotion.

As far as treaty implementation is concerned, the Conference of Parties (COP) to the FCTC has been dealing with increasing challenges in resource mobilization in view of the international standards and instruments that are simultaneously being developed, the need to support states faced with tobacco industry's legal challenges, and the need to actively interface with other IGOs such as WTO, WCO, etc., in accordance with the multidisciplinary nature of tobacco control. Under Article 26 of the FCTC, financial mechanisms of assistance are projected to support developing nation's efforts in meeting treaty obligations. The said provision also recognized the possibility that the Conference of the Parties (COP) may "establish a voluntary global fund or other appropriate financial mechanisms to channel additional financial resources, as needed, to developing country Parties and Parties with economies in transition to assist them in meeting the objectives of the Convention."

However, a financial mechanism mandated under Article 26 is yet to be established. The Convention Secretariat has been promoting access to available resources and mechanisms of assistance and providing support in needs assessment, project development and submission of proposals for funding. In response to the decision of COP 4, the Convention Secretariat submitted a review of progress in the mobilization of resources and the performance of the mechanisms of assistance to support implementation of the WHO FCTC, and urged Parties to provide resources and contribute to implementation assistance and to encourage the Convention Secretariat to continue to play its coordinating role, in cooperation with the relevant departments and offices of WHO, in facilitating support by relevant stakeholders and development partners for implementation of the Convention; It also urged Parties to request stakeholders and development partners to take into account the "needs based" approach in the provision of such assistance.

In response, the COP 5 established a working group and mandated it, among others,

- to identify new tools to support Parties to implement Article 5.2 of the WHO FCTC
- to identify and recommend best practices to access international resources for tobacco control through bilateral and multilateral cooperation and other opportunities in development cooperation
- to provide recommendations on how to promote the WHO FCTC in wider international fora.

In this context, this research project seeks to identify innovative solutions to fill the funding gaps in the implementation of the WHO FCTC. The objective of this research is

- to estimate the scale of the financing needed,
- to identify some of the potential sources of financing and
- to provide an indication for the use and governance of such additional funds.

As an output, the research team sought to develop a set of feasible options for sustainable financing mechanisms to support implementation of the FCTC in developing countries. Specifically, the research team expected to:

- Introduce potential financing mechanisms and review their applicability to the WHO FCTC implementation
- Make recommendations that could assist Parties/COP in evaluating options for elaborating and implementing Article 26 of the Convention

## Research Objectives

The purpose of the research was to develop a set of feasible options for sustainable financing mechanisms to support implementation of the FCTC in developing countries as well as to augment voluntary contributions in treaty financing. In this regard, the research sought to explore the following research questions:

### Summary of Research Objectives and Methodology:

Research Objective	Methodology	Topic
1. a. To determine how much incremental funds are needed in developing countries to implement tobacco control by conducting a survey and reviewing FCTC budget and party reports	Review literature on developmental assistance for tobacco control, analyze the FCTC budget, compile FCTC party reports relating to budget	Funding Gap/ Potential Benefits of Incremental Funding
1. b. To determine the need for funding and <b>challenges in mobilizing resources</b> , as well as views about innovative funding mechanisms.	Conduct online survey supported by key informant interviews of the WHO TFI and the FCTC Secretariat, supplemented by key informant interviews of other international organizations	Challenges in Resource Mobilization
2. To define potential areas of <b>international cooperation</b> and to identify opportunities to promote integration and <b>multi-sectoral coordination</b> consistent with Art. 2 of the FCTC	Conduct key informant interviews with international organizations working on tobacco control and supplement the data with the views of tobacco control focal persons; review of literature on IOs, regional groupings and other mechanisms that can contribute to tobacco control and expanding fiscal policies for FCTC implementation	Role of International Cooperation and Multi-sectoral Coordination

3. a. To review global funding mechanisms and <b>recommend best practices</b> and ideal design elements in developing financing mechanisms for purposes of <b>accessing resources for FCTC implementation</b>	Conduct key informant interviews with experts on financing from ministries of finance as well as relevant international organizations and supplement the data with views of tobacco control focal persons.	Views on Financing Mechanisms, potential sources, and ideal design (Characteristics, governance)
3. b. To determine the potential impact of making incremental funding available through proposed financing mechanisms	Review literature on the impact of implementing cost effective measures, project funds that could be raised using proposed models, and estimate the impact if additional funds were available	Potential Impact of Incremental Funding

**Research Objective 1a: To determine how much incremental funds are needed in developing countries to implement tobacco control by conducting a survey and reviewing FCTC budget and party reports.**

*Research Questions for Tobacco Control Focal Points (Ministries of Health/MOH):*

1. How much incremental funds are needed to fund development and implementation of tobacco control measures in developing countries? What is the potential impact of funding such measures?

**Research Objective 1b: To determine the need for funding and barriers in mobilizing resources, as well as views about innovative funding mechanisms.**

*Research Questions for Tobacco Control Focal Points (Ministries of Health), WHO TFI and FCTC Secretariat*

2. What is the potential impact of making incremental funding available?
3. What are the areas of treaty implementation where innovative funding should apply (eg protocol development, assistance to developing countries, regional assistance, global efforts, promoting NCDs etc.)?
4. How much incremental funds are needed to fund development and implementation of tobacco control measures in developing countries? What is the potential impact of funding such measures?
5. How can future Article 6 Guidelines, Decisions relating to Article 26, or UNGA Resolutions serve to encourage nations to explore innovative financing mechanisms for tobacco control?
6. Taking into account that the novel funding source may not provide a stable stream, how should these be prioritized, eg., how should funds be allocated and how much of collected funds should be allocated for each objective?

**Research Objective 2: To define potential areas of international cooperation and to identify opportunities to promote integration and multi-sectoral collaboration consistent with Art. 2 of the FCTC**

*Research Questions for Ministries of Health and International Organizations that may contribute to international cooperation (IO Cooperation)*

7. What are the areas of treaty implementation where innovative funding should apply (eg protocol development, assistance to developing countries, regional assistance, global efforts, promoting NCDs etc.)?
8. What is the potential impact of making incremental funding available?

9. How can financial assistance to other international organizations (WTO, WCO) support implementation of the FCTC. (eg funding for ACWL to provide legal support to developing countries on WTO cases relating to tobacco control measures, WCO's RILO program on illicit trade of tobacco)?
10. How can financial assistance to regional networks/ institutions support the implementation of the FCTC (eg., ASEAN's Smoke Free initiative)?
11. What are the existing mechanisms and structures in the region that can support implementation of such mechanisms?

**Research Objective 3a: To review global funding mechanisms and recommend best practices and ideal design elements in developing innovative financing mechanisms**

*Research Questions for Ministries of Finance representatives and experts on Finance (MOF) and International Organizations that have expertise in innovative financing or global funds (IO Financing)*

1. How can existing global fund administration structures, serve as a model for fund administration principles.
2. How should the current structures be improved?
3. What are the common barriers, ie constitutional/fundamental (eg. sovereignty, governance) and international economic laws (eg WTO, investment laws, tax treaties) to innovative financing mechanisms introduced in international fora?
4. What are the existing mechanisms and structures in the region that can support implementation of such mechanisms?
5. How can the existing global health partnerships support in the administration of such funds?
6. Details on governance of funds
  - a. How can transparency and accountability be ensured in the administration of such funds?
  - b. What institutional arrangements and reporting mechanisms are required for the administration of global funds?
  - c. How can the mechanism ensure equity in fund allocation and fund collection?
7. How can future Article 6 Guidelines, Decisions relating to Article 26, or UNGA Resolutions serve to encourage nations to explore innovative financing mechanisms for tobacco control?
8. What is the potential impact of financial mechanisms on ODA? Will it result in scaling down ODA?
9. What factors can contribute to a possible conflict of interest? How can this be avoided?
10. What are the pros and cons of market-based mechanisms?
11. What are the considerations for states with state-owned tobacco companies?
12. Special Considerations
  - a. What are the special considerations for large developing nations such as China, India and Brazil?
  - b. What are the special considerations for non-parties to the FCTC with corporate headquarters (US, Switzerland) and with interests in tobacco agriculture (eg Malawi, Indonesia)?

**Research Objective 3b: To determine the potential impact of making incremental funding available through proposed financing mechanisms**

*Research Questions for Ministries of Health and International Organizations  
Survey MOH/ KII IO/ Economic Projections)* **What is the potential impact of making incremental funding available?**



## Methodology

Aside from a thorough review of literature, the research team understood that key informant interviews and focus group discussions among experts from various disciplines such as economics, finance, health policy, governance, foreign affairs, political science, and law will be necessary to elicit accurate details relating to the literature as well as to generate a more robust discussion paper.

Particularly, surveys and key informant interviews were used to enrich this study. Survey instruments and questionnaires were developed and administered accordingly. Some economic projections were also undertaken.

Questions pertaining to details on funding needed, priorities, anticipated impact (national, global, regional level), feedback on financing concepts and constitutional limitations, were addressed to country representatives (Ministries of Health in coordination with Finance Ministers coursed through the mission representatives and references from survey respondents and interviewees).

Questions relating to how funding can be used to strengthen support of other international organizations were targeted to secretariats and experts from multilateral organizations such as WTO, WCO, FAO, UNCTAD, WIPO, UNESCO, UNICEF, UNICEF, UN Women, UNDP, Interpol, multilateral and regional development banks such as the World Bank and Asian Development Bank, regional organizations such as ASEAN and their pertinent programs / committees/ departments.

Questions relating to global fund management, administration/ collection and governance were targeted to be asked of experts in World Bank, UNITAID, Global Fund, ADB, the Global Environment Facility), ODA, Article 6 Working Group Members, the Bill and Melinda Gates Foundation, Bloomberg Philanthropies, etc.

Estimates and projections were made based on existing literature and data as well as consultations/ Key informant interviews international organizations and civil society organizations (CSO) active on tobacco control. Particularly, questions of the following topics were asked:

- Proposed types in mechanisms, classification, limitations and stream of funding
- Possible funding allocations and budgets
- Global fund administration and governance
- Projected Impact on ODA

Method of estimating costs of implementation of the treaty was based on published costs and projections using such costs. Published costs were derived from a review of the budget and estimates of the FCTC Secretariat which forms part of COP documents. The research team also tried to gather further data relating to costs incurred by WHO TFI in assisting countries implement FCTC. With respect to national level implementation of the FCTC, current estimates can be derived from national budgets or Party's reports on the FCTC. Supplementing this would be costs incurred by CSOs most of which are currently funded by Bloomberg Philanthropies and Gates Foundation projects on tobacco control.

A brief analysis of the feasibility of options from the point of view of developed countries/ donor countries were explored. Such analyses and comparisons would be useful in determining the feasibility of options for the global financing mechanisms.

## *Data Gathering and Limitations*

Four sets of data were collected:

- Tobacco Control Focal Points (Ministries of Health/ MOH)
- Ministries of Finance representatives and experts on Finance (MOF)
- International Organizations that may contribute to international cooperation (IO Cooperation)
- International Organizations that have expertise in innovative financing or global funds (IO Financing)

After initial consultations with stakeholders (primarily with the FCTC Secretariat, the WHO TFI, and CSO representatives familiar with the issue) and a comprehensive review of literature, the team documented a list of questions that need to be asked and identified target respondents for the key informant interviews and surveys. Criteria for choosing the respondents and corresponding responses to requests for data are as follows:

### Tobacco Control Focal Points (Ministries of Health/ MOH)

A survey that gauges the Tobacco Control Focal Points' assessment of the country's needs as well as his perception about innovative financing and the need for funding at the global level was prepared. A researcher sent out an email invitation for an online survey to the identified focal points and gave them 30 days to fill up the survey. The survey period was extended to 90 days to accommodate requests for extension by participants. The survey was also translated and made available in French and Spanish. The survey contained the following confidentiality clause

“The information provided by you in this questionnaire will be used only for research purposes. It will not be used in a manner which would allow identification of your individual responses without your permission. All information obtained in this study will be kept strictly confidential and anonymous. Access to the research dataset will be exclusively limited within the research team, though the data will be used in our research findings, presentations and publications.”

The target respondents for tobacco control focal points are based on countries that are active during the previous COP discussions in general and in particular on financing as well as members of the Working Group on Sustainable Measures to Strengthen Implementation of the FCTC (Working Group). The sample is chosen based on the likelihood of contributing to the discussion. Membership in the Working Group represents interest and openness to discuss the issue of sustainable resources. (see Annex B: Target List of Respondents: Countries)

With inputs from the FCTC Secretariat, the Framework Convention Alliance (FCA) and other civil society groups, and country missions, the research team identified the initial list of focal points. Notably, the set of such target respondents is not representative of all the FCTC parties and there is no geographic representation nor representation by income class. Nevertheless, the target respondents could represent the most influential voices in the COP discussions on the issue of financing. However, the number of actual respondents is not sufficient to make this representation.

Apart from the target list, the list was also expanded to include South Centre member countries in order to gauge their interest in engaging on this issue. Out of the 32 South Centre member countries invited to participate in the survey, 10 responded positively to filling up the survey. 2 South Centre member countries which did not respond to the survey however responded positively to request for key informant interview.

Out of 37 requests to fill up the online survey, only 18 responded positively and only 13 completed the survey. The online survey platform allowed tracking the progress of respondents, and follow up communications were undertaken with the respondents. Some of the respondents conveyed their readiness to complete the survey but could not respond within the extended timeline. Some respondents indicated the need for prior authorization before they can respond to the survey.

The following table provides a geographic and income distribution of countries that responded and completed the survey.

**Table 2: Survey Respondents**

<i>Country</i>	<i>Region</i>	<i>Income Distribution</i>	<i>Completion Status</i>	<i>W=WG member S=SC member</i>
Bhutan	SEARO	Lower-middle income	Complete	
Bolivia	AMRO	Lower-middle income	Complete	W; S
Cameroon	AFRO	Lower-middle income	Incomplete	W
Costa Rica	AMRO	Middle income	Incomplete	
Congo	AFRO	Low income	Complete	W
Gabon	AFRO	Low income	Complete	S
The Gambia	AFRO	Low income	Incomplete	
Georgia	EURO	Lower-middle income	Complete	W
Iran	EMRO	Middle income	Complete	S
Mauritania	AFRO	Lower-middle income	Complete	
Namibia	AFRO	Middle income	Incomplete	S
Panama	AMRO	Middle income	Incomplete	S
Philippines	WPRO	Lower-middle income	Complete	W; S
Suriname	AMRO	Middle income	Complete	S
Tanzania	AFRO	Low income	Complete	W; S
Thailand	SEARO	Middle income	Complete	W
Turkey	EURO	Middle income	Complete	W
Tuvalu	WPRO	Middle income	Complete	

The survey responses were further supplemented by key informant interview data from ministry of health and tobacco control focal persons in 2 countries (which were not participants to the survey). The KIIs were conducted on the basis of the following confidentiality rules:

“The information provided by you in this Key Informant Interview will be used only for research purposes. It will not be used in a manner which would allow identification of your individual responses without your permission. All information obtained in this study will be kept strictly confidential and anonymous. Access to the research dataset will be exclusively limited within the research team, though the data will be used in our research findings, presentations and publications.

Everything you tell us will be confidential. To protect your privacy, we won't connect your name with anything that you say.

At any time during our conversation, please feel free to convey if you have any questions or if you would rather not answer any specific question. You can also stop the interview at any time for any reason.

Please remember that we want to know what you think and feel and that there are no right or wrong answers.

If you permit, we would like to audio record the interview to supplement note-taking.”

To provide a counterpoint to the views of the low and middle income country participants, the research team also interviewed donor countries although these countries did not respond positively to the request on filling up the survey. The top two tobacco control philanthropists were also approached but only one responded positively.

It bears stressing that the survey responses do not constitute a sufficient representative sample of the most influential voices in COP discussions or the Working Group membership (21 members), nevertheless, the survey results reveals the views of 8 focal persons in low and middle income countries that participated in the WG. None of the respondents to the survey are from high income or donor countries.

### Ministries of Finance representatives and experts on Finance (FIN)

A list of ministry of finance and experts on innovative financing from international organizations was prepared by the research team based on the participation of government representatives in discussions on finance in other fora such as the Leading Group on Innovative Financing for Development and the UNFCCC. Government delegates in the FCTC Article 6 Working Group were also approached. During interviews, key informants were also requested to suggest experts in ministries of finance who could be approached to learn about their experience of financing mechanisms.

The KIIs were conducted according to the following confidentiality rules:

“The information provided by you in this Key Informant Interview will be used only for research purposes. It will not be used in a manner which would allow identification of your individual responses without your permission. All information obtained in this study will be kept strictly confidential and anonymous. Access to the research dataset will be exclusively limited within the research team, though the data will be used in our research findings, presentations and publications.

Everything you tell us will be confidential. To protect your privacy, we won't connect your name with anything that you say.

At any time during our conversation, please feel free to convey if you have any questions or if you would rather not answer any specific question. You can also stop the interview at any time for any reason.

Please remember that we want to know what you think and feel and that there are no right or wrong answers.

If you permit, we would like to audio record the interview to supplement note-taking.”

### *Ministries of Finance*

A major limitation of the research has been the lack of KII data from ministry of finance experts. Experts from ministries of finance or development cooperation from both recipient and donor countries were approached by a researcher with a background document explaining the scope and objectives of the research and the relevance of interviews with ministries of finance.

A list of 13 potential respondents were targeted (9 from MOF and 4 from funding organizations),. However, most of the interview requests did not yield a positive response. Out of 13 interview requests only 3 responded positively. The 3 respondents that agreed to the KII demonstrated expertise on innovative financing mechanisms and grant administration for tobacco control. Other target interviewees declined to be interviewed due to lack of expertise relating to tobacco control related financing, lack of authority or inability to identify the appropriate expert within the ministry or agency.

### *Organizations that have expertise in innovative financing or global funds (including CSOs)*

An initial list of IOs and other entities with expertise in financing was prepared based on a google search of relevant terms. Organizations with publications on the pertinent topic were selected. Key informants or representatives of these organizations were identified based on a snowball approach.

The research team identified organizations and individuals that team members have worked with on the issue of financing and then asked the contacts for referrals.

A request for interview was sent to key informants by phone or by email. The interview focused on the challenges and opportunities in innovative financing including political dynamics in developing a new mechanism.

Out of 15 requests for interview, 12 responded positively. Accordingly KIIs were held with these agencies including one regional development bank, one multilateral development bank, one UN programme, an organization working exclusively on innovative financing for development, former representative of an international taskforce on innovative financing for health, a UN specialized agency with expertise on health systems financing, an international health funding agency, a multilateral environmental financing organization, a private philanthropic organization which supports tobacco control interventions, and a private funds grant administering agency . However, a philanthropic organization which is the largest contributor to tobacco control development assistance globally declined to be interviewed without giving any specific reasons.

### International Organizations that may contribute to international cooperation (IO Cooperation)

The research team prepared a list of International Organizations to be interviewed in respect of international cooperation. The list included some organizations cooperating under the UN Inter-Agency Task Force on Tobacco Control.

A researcher sent interview requests to 21 International Organizations out of which 10 agreed to be interviewed. Experts to be interviewed in each organization were identified based on the tobacco-control related research produced by these organizations and contacts suggested by the FCTC Secretariat.

A request for interview was made either by phone or by email and key informant interviews were conducted. The key informant discussion guide contains questions pertaining to current activities and missed opportunities in international cooperation to advance FCTC implementation.

The KIIs were conducted on the basis of the following confidentiality rules:

“The information provided by you in this Key Informant Interview will be used only for research purposes. It will not be used in a manner which would allow identification of your individual responses without your permission. All information obtained in this study will be kept strictly confidential and anonymous. Access to the research dataset will be exclusively limited within the research team, though the data will be used in our research findings, presentations and publications.

Everything you tell us will be confidential. To protect your privacy, we won't connect your name with anything that you say.

At any time during our conversation, please feel free to convey if you have any questions or if you would rather not answer any specific question. You can also stop the interview at any time for any reason.

Please remember that we want to know what you think and feel and that there are no right or wrong answers.

If you permit, we would like to audio record the interview to supplement note-taking.”

The table below provides an overview of the International Organizations targeted for key informant interviews and their response.

**Table 3: Data Set Summary**

Type of	Target	Actual	Data	Comments
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Respondents		Size	Gathered through	
MOH	42	22	Survey, some interviews	Does not constitute a representative sample of FCTC Parties, but responses confirm trends from review of literature
MOF	13	3	Key Informant Interviews	Lack of adequate responses. Identifying the right expert was a major challenge
IO Financing (including CSOs and donor organizations))	16	12	Key Informant Interviews	Some donor organizations declined to be interviewed without any specific reason.7 donors were included
IO Cooperation	18	10	Key Informant Interviews	Some organizations in the UN inter-agency task force on tobacco control declined to be interviewed due to lack of work on tobacco control or without any specific reason.

### *Data Storage*

The data which consists of survey forms and KII transcripts and recording are kept in a common dropbox folder shared by the team. After processing the data, it will be kept in a central folder that is password protected accessible only to the South Centre administrator.

### *Data Processing*

There are two types of data that were processed:

- Survey
- Key Informant Interviews

### Survey

The Survey Questionnaire is attached as Annex A of the research study (see Annex 1). The research team was guided by the following general rules in interpreting the survey data:

**Questions (Q) 3 to 6** and partly Q27 form part of the profile of the respondent. In some cases, this determines if the respondent has a role in making recommendations relating to tobacco control implementation. The survey responses may be disqualified if the answers to these questions reveal that the respondent does not acquire or have access to pertinent information.

**Q7-9** informs the research team of the respondent's extent of knowledge with respect to tobacco control budget since the information may be verified through party reports. At the same time, it also fills gaps in case party reports do not supply the information. **OPTION:** Respondents will be given an

opportunity to clarify Inconsistencies between answers in the party report and the answers to this question.

**Q10-11** related to the current adequacy and proportionality of funds for tobacco control

**Q 12** establishes the general perception of a focal person on the need for additional funding for tobacco control

**Q13** gives an indication of the specific area of tobacco control implementation that the tobacco focal point may prioritize. Specific comments or additional items added by the respondent may suggest that the item is just as important as or even more important than the choices listed. It must be noted that the answers to these may be biased based on the respondent's background. Hence, results may additionally be categorized according to the respondent's background or the type of country. (e.g., tobacco growing, tax haven, port/ porous borders). See also comments on Q 25

**Q14** indicates the respondent's ability to quantify the amount that will be needed for certain key aspects tobacco control.

**Q15-16** indicates the respondent's view of the areas of international cooperation in the FCTC that would best support domestic implementation.

**Q17-18** indicates the respondent's view of the importance of specific forms of potential areas of international cooperation that have been done/ discussed in the past but are currently not in the budget or unfunded. This is with exception sub-items 12-13 which are potential areas of collaboration in relation to innovative financing; areas that have not been explored in the past. The provision of choices (general examples of possible collaboration) may have created bias in favor of giving a positive answer. Moreover, the listing is not exhaustive and those that are not listed should not be interpreted as unimportant.

**Q19-21** refers to the respondent's view of features that may be important for innovative financing mechanisms for tobacco control. Some features are considered important while others are not. It is just as important to note those that are not considered important. Neutral is interpreted to mean that the respondent is ambivalent with respect to this feature.

**Q22-23** indicates the respondent's view of where additional funds can be used: for domestic or global use depending on whether it is from own funds or from other country's funds. An additional point highlighted is the focal points view of the importance of contributing to NCDs funding via a vis tobacco control

**Q24** indicates the respondent's view of how important it is to narrowly or broadly describe the use of a global fund and whether this need to be done at an early stage or at a later stage

**Q25** provide specific examples of the potential use of additional funding at the global level. The answers here is a means to verify the answers to the previous question. Typically, this should be consistent. If defining a narrow area is preferred, then one of these narrow goals will be ticked as important. In addition, this is also an indication of the respondent's view of areas of tobacco control that are considered important and needs to be cross checked for consistency with answers to Q 13 and generally, Q 15-18

**Q26** reflects the respondent's general views on the reliability of the IO, intergovernmental organization (IGO) or an independent body. Examples of institutions like Global Fund, WHO, and COP, were provided for clarity. This may have created biases in the responses that depend on the respondent's impression of the institutions cited. The answers may also be ranked based on preference when some are considered reliable while others are very reliable.



**Q27** seeks additional comments and the answers are compiled in a list then categorized. The comments are also used to further interpret the respondents' answers to other questions.

**Q28** as well as Q1 refers to the identity of the respondent and his contact details. These are classified and are kept in a separate directory.

**Q29** as well as Q2 refers to consent of the respondent to contribute to the research. The data gatherer verified that all the evidence of consent is available and has been properly stored.

### Key Informant Interviews

The interviewer organized qualitative data into major categories. These categories are generally the interview questions that were asked. The result is a document with all the interviewees' discussions organized under each question. Then categories are developed based on the discussion, then notes are pasted into the corresponding categories.

The categorized data was mapped against published information and available literature, and then variances were highlighted. The research team analyzed the variances. Stakeholder inputs were sought to fill gaps in the analysis of variances.

### *Discussion of Results*

The results are divided into the following topics to answer the clusters of research questions discussed previously:

Part 1: Country Implementation: Funding Gap, Potential Benefits of Incremental Funding, Challenges in Resource Mobilization

Part 2: Global Activities: Funding Gap, Potential Benefits of Incremental Funding, Challenges in Resource Mobilization

Part 3: Role of International Cooperation and Multi-sectoral Coordination

Part 4: Views on Financing Mechanisms, potential sources, and ideal design (Characteristics, governance)

Part 5: Potential Impact of Incremental Funding

The results are discussed in the research study attached in Annex 1.

### **Project Activities**

The following activities were undertaken in course of this project:

1. A research consultant was included in the research team under a Special Service Agreement. The Research Consultant is Deborah Ko Sy from the Phillipines.
2. An extensive review of literature was undertaken. The literature survey includes both primary and secondary sources. Primary sources include various reports and decisions of the Conference of the Parties to the FCTC, needs assessment reports by some Parties to the FCTC, various Party Reports on FCTC implementation and data



available in the FCTC implementation database. Approved budgets and financial statements of the WHO Secretariat are also relevant sources of data regarding allocations for tobacco control under relevant WHO programmes. However, the research team encountered the following data gathering limitations: a) the research team could only access the FCTC resources database towards the end of the project by virtue of its participation in the Working Group on Measures to Strengthen Implementation of the FCTC, since access to the database is generally available only to FCTC Parties; b) limited access to needs assessment reports since these are confidential reports and could only be made available with the consent of the relevant country involved. Only Ghana has made its needs assessment report publically available.

3. As a part of the literature survey, some secondary sources such as WHO publications, journal articles, published monographs and compendiums have also been accessed by the research team. Most of these publications have been accessed from public databases and libraries and also from various key informant interviewees. Some of these publications were also purchased.
4. Preliminary discussions and key informant interviews were held with experts from the FCTC Secretariat, the Framework Convention Alliance, Smoke Free Canada, SEATCA, as well as the WHO-TFI, to understand the various perspectives on appropriate financing mechanisms for tobacco control and FCTC. Based on these discussions, and the literature survey, the research team developed a set of questions to be used for further key informant interviews during interactions with various delegations during COP 5.
5. Three members of the South Centre research team – German Velasquez, Deborah Ko Sy and Nirmalya Syam - participated in the Fifth Session of the Conference of the Parties to the FCTC in Seoul, South Korea in November 2012. In addition, the South Centre delegation to COP 5 also included Alberto Villarreal, Consultant to the South Centre on tobacco control issues in relation to trade and investment agreements.\* The South Centre was formally granted observer status by COP. The discussions in Committee B provided valuable inputs to the research team. The research team also held side meetings with some government delegations and NGO representatives. Most of these meetings were held bilaterally with individual delegations. The South Centre also hosted a lunch meeting for some delegations. Specifically, the research team met the delegations from India, Brazil, Nigeria, South Africa, Ghana, Qatar, the Philippines, and Thailand. The research team also met representatives from NGOs such as FCA, Campaign for Tobacco Free Kids, Corporate Accountability International, and Public Health Foundation of India. During these meetings, the delegations were introduced to the research project being undertaken by the South Centre and delegations were invited to share their perspectives on this issue. Contacts were established with a number of delegations that expressed interest in this issue, and follow up interviews are being undertaken with these delegations post COP. The

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\* The participation costs of the consultant, Alberto Villarreal, was not covered under the budget of this project.

discussions during COP also contributed to further refinement of the questions for key informant interviews. The South Centre was also invited to make a brief presentation about the research project by the AFRO and SEARO Groups. The research team also briefed the President of the COP about its research work. There was savings under the Budget categories related to COP 5 (Travel Budget to COP 5 and side events during COP 5). While the budgets were for 4 South Centre staff representing at the COP5, there were savings since one of the South Centre staff could not travel and another consultant joined the South Centre delegation but his travel costs were not covered under the project budget. However, these savings have been fully absorbed on account of additional translation costs incurred due to additional project outputs.

6. The South Centre published a Policy Brief on “Trade and Investment Agreements – Barriers to National Public Health and Tobacco Control Measures”, Policy Brief 12, November 2012. The Policy Brief has been translated into French and Spanish.
7. Following COP 5 the research team conducted key informant interviews with tobacco control focal persons or officials from ministries of health. The project supervisor also made a presentation at a conference organized by the Harvard School of Public Health on “Governance of Tobacco in the 21st Century: Strengthening National and International Policy for Global Health and Development” in February 2013 where contact was also established with a number of national tobacco control focal persons.
8. However, responses to interview requests were very irregular and only two national tobacco control focal persons agreed to be interviewed over a period of 3 months. The research team felt that a change of approach was required in view of the low responses to the interview requests. Accordingly, the research team developed a questionnaire survey which was further tested and modified.
9. The South Centre also organized a meeting on 27 May 2013 at the South Centre during the World Health Assembly in Geneva on “Financing Mechanisms for Implementation of the WHO Framework Convention on Tobacco Control.” Delegates from a number of national health ministries participating in the World Health Assembly and delegates from permanent missions participated in the meeting. The research team gave presentations about the research project and requested participants to provide responses to the research questions raised in the survey. Participants expressed their interest in participating in the survey and also shared their contacts.

10. Based on the contacts thus established, the survey questions were transmitted to all the contacts in national health ministries or tobacco control focal points identified by the research team based on interactions during COP 5, the conference at the Harvard School of Public Health, the World Health Assembly and the South Centre meeting. Additional national tobacco control focal persons were also identified from the FCTC Party reports and civil society groups such as FCA and Corporate Accountability International.

The survey was translated into French and Spanish in the interest of receiving a higher level of responses. Invitations to the survey were sent out by using a web based survey platform “Qualtrics.” The survey was also transmitted through missions of some developing countries in Geneva.

Respondents were given the opportunity to respond to the survey by 30 June 2013. The online survey platform enabled the research team to track progress of the respondents. Periodical

reminders were sent to the respondents through the survey platform as well as over telephone. Some respondents sought more time to respond to the survey and accordingly the survey was extended till 30 September 2013.

The research team also conducted key informant interviews with representatives from ministries of health, Geneva based missions of some donor countries, as well as experts from relevant intergovernmental organizations relating to their activities to support implementation of the FCTC. Some interviews were also held with ministries of finance/development cooperation agencies of some donor countries. Interviews were also conducted with experts from intergovernmental organizations relating to innovative financing, as well as funding organizations and CSOs. All interviews were conducted over telephone on the basis of absolute confidentiality regarding identity of the interviewee. Most interviews were recorded with the consent of the interviewee. The transcripts are stored in a password protected folder accessible exclusively to the research team.

Based on the research findings, the research team prepared two analytical notes on 1) resource mobilization for implementation of FCTC and 2) innovative financing mechanisms – in preparation for the meeting of the Working Group on Sustainable Measures to Strengthen Implementation of the FCTC. The Analytical Notes were disseminated to all members of the Working Group. The South Centre was also invited to participate in the Working Group and accordingly a presentation on the research findings was given to the Working Group. The South Centre also held an informal briefing with the key facilitator and Chair of the Working Group. Though there was no consensus in the Working Group regarding exploring innovative financing mechanisms or raising additional finances for FCTC implementation, some members of the Working Group expressed strong support for discussions on raising additional resources and also for exploring innovative financing mechanisms.

Following discussions in the Working Group, the final research study has been prepared. The study is attached in Annex 1. The research study will be sent for peer review by all stakeholders interviewed during the research as well as survey respondents. The study will be open for peer review till 20 January 2014. At the end of the peer review period the final report will be formally published. The executive summary of the study will be translated into both French and Spanish. Research findings will also be disseminated through South Centre Policy Briefs and South Bulletin articles. A South Centre research paper will be developed drawing from the study.

## Project Outputs

Type of Outputs	Output Name or Title	Author(s)/Responsible	Date (planned or completed)	Link document to	Comment
Working Paper	A Review of Innovative Financing Mechanisms: Increasing Funding for FCTC Implementation	Nirmalya Syam, Deborah K. Sy, German Velasquez	October, 2012	Annex 2	This paper was prepared with the objective of presenting an overview of innovative financing mechanisms to participants in COP 5

Analytical Note	Financing Mechanisms for Treaty Implementation	Nirmalya Syam, Deborah K. Sy, German Velasquez	November 2012	Annex 3	This paper analyzed the state of financial support available for implementation of the FCTC in preparation for COP 5
Policy Brief	Trade and Investment Agreements - Barriers to National Public Health and Tobacco Control Measures	Carlos Correa, Nirmalya Syam, German Velasquez	November 2012	Annex 4	This policy brief analyzed the impact of bilateral investment treaties on public health and tobacco control measures. This was disseminated in COP 5
Analytical Note	Resource Mobilization for FCTC Implementation	Nirmalya Syam, Deborah K. Sy, German Velasquez	October, 2013	Annex 5	This analytical note presents the research findings on the state of resource mobilization at the country level and for treaty implementation. Disseminated to Members of Working Group on Sustainable Measures to Strengthen Implementation of FCTC
Analytical Note	Innovative Financing for Development: Opportunities for Tobacco Control	Nirmalya Syam, Deborah K. Sy, German Velasquez	October, 2013	Annex 6	This analytical note presents the research findings on the potential of innovative financing mechanisms for tobacco control. Disseminated to Members of Working Group on Sustainable Measures to Strengthen Implementation of FCTC
Research Study	Financial Resources for Implementation of Tobacco Control Measures: Potential of Innovative Financing	Nirmalya Syam, Deborah K. Sy, German Velasquez	15 December 2013	Annex 1	The final research report will be sent for peer review. Following peer review in January 2014, it is expected to be published in English and the Executive Summary will be translated into French and Spanish. The final publication will be disseminated through South Centre's dissemination channels and also submitted to IDRC

					library.
Presentation	Financial Implications of Emerging Challenges for Implementation of the FCTC	Germàn Velasquez	26-27, February, 2013	Annex 7	This presentation was made at a conference on "Global Governance of Tobacco in the 21st Century", organized by the Harvard School of Public Health
Presentation	Financial Mechanisms and Mechanisms of Assistance	Deborah K. Sy	27 May, 2013	Annex 8	This presentation was made at a meeting by the South Centre on Financing Mechanisms for Implementation of the WHO FCTC.
Presentation	Innovative Financing: Potential for FCTC Implementation	Nirmalya Syam	29-31 October, 2013	Annex 9	This presentation was made at the meeting of the Working Group on Sustainable Measures to Strengthen Implementation of the WHO FCTC

## Project Outcomes

### *Capacity to Conduct and Use Research*

The project has contributed significantly towards building the capacity of the South Centre to conduct policy oriented research on tobacco control as a development issue. The research team in the South Centre had very little knowledge about the various activities that are involved in tobacco control and the multisectoral nature of tobacco control interventions. In course of this research, the research team was enlightened about the need to address tobacco control as not just a public health priority but also as a priority for economic development.

With the assistance of the research consultant and guidance from IDRC, the research team had identified a group of stakeholders from WHO TFI, the FCTC Secretariat, and CSOs such as the FCA, Physicians for a Smoke Free Canada and SEATCA who provided substantive inputs about the issues pertaining to financial resources for FCTC implementation. These consultations provided valuable suggestions about how the research could be best utilized by Parties in their discussions in the COP. These consultations also assisted the research team in identifying countries that have been active or could be influential in discussions on issues of resource mobilization in COP.

The research was based on a review of literature which was supplemented with key informant interviews (KIIs) and surveys with national tobacco control focal points, ministries of health, finance or development assistance. KIIs were also conducted with international organizations regarding the scope of international cooperation and the potential of innovative financing mechanisms for tobacco control. As the South Centre has been new to tobacco control, there

was a need to establish the credentials of the South Centre with the target interviewees. In this regard, the suggestions from stakeholders, and the South Centre's participation in COP 5 as an observer was useful in establishing contact with some national tobacco control officials. A limitation of the KII approach was that target interviewees would have been limited to only a few English speaking countries. Thus, views from governments were primarily collected through surveys that were also translated into French and Spanish. It was also realized that there is a need to persistently follow up with survey respondents to encourage them to return responses. Follow up to survey requests was particularly important as the South Centre is not a familiar organization in the area of tobacco control. For instance, it was learnt that some survey respondents sought to confirm the credentials of the South Centre with the Convention Secretariat. One respondent observed in a follow-up phone call that he was not responding as he was unfamiliar with the South Centre.

A workplan was developed allocating responsibilities within the research team. The workplan was useful in assessing progress of the research based on the short term goals, and was useful in identifying constraints that would delay the realization of those outcomes. For example, the timelines for conducting KIIs and surveys as determined in the workplan were delayed due to difficulties encountered in the process of conducting KIIs and surveys. The workplan also had to be adjusted in view of developments that were not anticipated at the outset of the project. For example, the establishment of a Working Group on Sustainable Measures to Implement the FCTC with its first in October 2013 made the Working Group a very important forum for dissemination of the research. In preparation for the Working Group the research team had to develop additional research outputs that were not originally envisaged. For undertaking these activities the workplan had to be adjusted. It was also important to ensure that all project activities are undertaken within the available budget. Fortunately, due to efficient utilization of the budget for participation of the delegation from South Centre in COP 5, there were some savings which could be allocated to support the cost of additional research outputs. However, there was a lack of resources for translation of the additional project outputs. It will be important, therefore, to selectively prioritize research outputs to be translated.

The IDRC focal person provided very useful mentorship in all stages of the research from conception to implementation. Knowledge references and contacts of other researchers on tobacco control issues were very helpful for the research team in the process of conceptualization and design of the research project. Periodic consultations with the IDRC focal person and interim technical and financial reports to the IDRC were very useful in assessing the progress of the research, and in considering possible approaches to overcome constraints in undertaking research activities.

Interactions with the FCTC Secretariat were very useful in furthering the awareness of the South Centre about issues pertaining to tobacco control. The FCTC Secretariat sought the assistance of the South Centre in briefing the G77 about ensuring that tobacco control remains a priority as the UN Ad Hoc Inter Agency Task Force on Tobacco Control was broadened to the UN Task Force on NCDs, in the ECOSOC session in June 2013. The FCTC Secretariat also expressed its interest in cooperating with the South Centre on South South cooperation as well as in peer review of research undertaken jointly with UNCTAD on the implications of investment agreements on tobacco control.

### *Knowledge Generation*

The research originally sought to produce a discussion paper for COP5 and the final research report an in-depth discussion of the need for financing for tobacco control, a comprehensive listing and description of existing and potential international financing mechanisms from their establishment or conception to actual or proposed administration of funds and recommendation on which among the existing and proposed financing mechanisms (in-country, regional, and international) will be best suited for tobacco control. During interactions with stakeholders before COP5, the research team sought to gauge the type of knowledge output that could be relevant for delegates in COP5. The research team had undertaken a preliminary review of literature and produced an analytical note on financial resources for implementation of the FCTC and a working paper reviewing existing innovative financing mechanisms was published as a background document for interaction with delegations in COP 5. These outputs were disseminated to delegations during COP5 by members of the research team as well as with the support of the Framework Convention Alliance. During interactions with delegates in COP5, the research team walked delegations through these analytical notes and working papers. These papers were also used as background documents in briefing meetings with the SEARO and AFRO regional groups during COP 5. Some countries expressed their appreciation for these documents and looked forward to the findings of the research.

After the establishment of the Working Group on Sustainable Measures to Strengthen Implementation of the FCTC by COP5 with a mandate to discuss resource mobilization, the research team particularly stressed on interacting with Parties that were interested in participating in the Working Group. An expert from the delegation of Thailand which is a key facilitator of the Working Group particularly mentioned that the Analytical Note was very encouraging and that it will be important to consider mechanisms to promote raising money to promote increases of taxes earmarked for tobacco control. The Analytical Note was also shared with delegations during the World Health Assembly in Geneva in May. Delegates from 8 countries were given a presentation about financial mechanisms and mechanisms of assistance by the South Centre on the sides of the World Health Assembly.

In preparation for the Working Group on Sustainable Measures to Strengthen Implementation of the FCTC, the research team produced two analytical notes on the state of resource mobilization and on the potential of innovative financing mechanisms. These papers were disseminated to all the government officials who were interviewed or took part in the research survey. The papers were also disseminated through civil society networks of FCA and Corporate Accountability International. The papers were also disseminated among members of the Working Group, including the Chair of the Working Group and was shared with the FCTC Secretariat. A member of the research team also briefed the Chair of the Working Group. Some delegations such as Thailand and the Philippines expressed an interest to learn about the findings of the research. A member of the research team gave a presentation to the Working Group on the potential of innovative financing for resource mobilization.

During interactions with delegations it was realized that availability of the research publications in French and Spanish will be important for effective knowledge dissemination among non-English speaking members of the Working Group, some of whom have expressed concern about the inadequacy of financial resources and the need to explore mechanisms of raising resources. The research study along with French and Spanish translations of the executive summary will be disseminated to members of the Working Group and other Parties to the FCTC before the second session of the Working Group in 2014.

The research study will be also sent for peer review and comments to all stakeholders who were interviewed or participated in the research survey.

### *Policy Influence*

The objective of the research was to present a set of options relating to innovative financing mechanisms for tobacco control to encourage FCTC Parties to discuss and explore mechanisms of raising additional financial resources for tobacco control. Interactions with stakeholders suggested that the interest in exploring innovative financing mechanisms is limited to a few countries. While some countries expressed support for discussing innovative financing mechanisms as means of raising additional resources in the Working Group, there has been no agreement in the Working Group on this. Rather, the Working Group has decided to further explore barriers and successful experiences in resource mobilization which will be gathered through a questionnaire survey.

Indeed, it was observed in stakeholder consultations by the research team that the Working Group is likely to focus on sharing experiences in resource mobilization and efficient utilization of available resources. The Chair of the Working Group had suggested during informal interactions with a member of the research team that the issue of exploring mechanisms of raising financial resources would have to be preceded by an assessment of the financial needs.

In this context, key stakeholders had suggested that it will be important to view the discussions in the Working Group as the beginning of a process of engagement on resource mobilization where opportunities for policy influence over the medium term could be explored. Some stakeholders viewed the research to be important in the process of this engagement. Some CSOs have strongly supported the research and have expressed willingness to use this as an advocacy tool with policy makers.

## **Overall Assessment and Recommendations**

The mentorship of the IDRC from the conceptualization to the implementation of the research was very useful for the research team. This not only contributed positively towards developing the knowledge base and capacity of the South Centre in the field of tobacco control, it also facilitated the establishment of network relationships with other stakeholders involved in discussions on tobacco control. In course of this research, relationships were established with Physicians for a Smoke Free Canada, HealthBridge, Framework Convention Alliance and Corporate Accountability International. Consultations with CSOs was very important in the process of determining the research design as well as in determining the nature of research outputs and dissemination strategy. Moreover, CSOs provided very useful assistance in contacting national tobacco control focal persons with whom the research team was unfamiliar.

The project sought to present innovative financing as a potential mechanism for generating additional financial resources for tobacco control. The research highlights that the multisectoral nature of tobacco control relates to various development challenges pertaining to trade, agriculture, health, etc. and goes beyond public health.



The research points to the lack of adequate data on the extent of financial resources available for tobacco control at the country level in terms of national budgets for tobacco control as well as ODA dedicated for tobacco control. It is also not clear whether the needs assessment exercises conducted by the Convention Secretariat has specified the financial needs at the country level. Though FCTC Parties have consistently highlighted the need for incremental funding and financial assistance, the failure to identify the specific amounts needed is a severe flaw. Hence, it is recommended that the Party reports should include information on funding estimated to be required for tobacco control activities as if there is a pool of funding available to be tapped. Similarly, the amount of ODA support dedicated to tobacco control must also be monitored with a view to ensuring that the principle of additionality is observed.

Research reiterates the documented claim that additional funding is required for tobacco control activities to implement the FCTC. However, it also reveals that many focal points are not sufficiently familiar with the budget to provide estimates or gauge the magnitude of the problem. Therefore, there is a clear need to build capacity of focal persons on tobacco control to fully understand the issue of financing and to be able to think of means to promote sustainable financing for tobacco control not only for country level implementation but also to support global activities that are much needed to promote multisectoral collaboration.

Nevertheless, proving the exact amount of funding needed is not a precursor to exploring innovative financing mechanisms and in providing incremental funds. In climate change innovative financing, R&D financing, financing for development, and Global Fund discussions, the failure to fully conduct a needs assessment did not preclude discussions to move forward with innovative financing. Therefore, the COP must consider proceeding with discussions specifically on innovative financing mechanisms through another working group or within the same working group as long as the topic is given sufficient attention and time proportionate to the complexity and breadth of the issue.

Thus far, aside from the failure to examine tobacco taxes/charges as a potential source to fill the funding gaps for activities at the country level and global level, the FCTC Parties have not collectively considered other forms of innovative financing for development, such as the use of incentives and novel means to pool private and public funds to generate and disburse funds. The possibility of establishing a voluntary global fund if necessary was enshrined in the FCTC but the discussion surrounding this provision has been limited. The mandate of the Working Group (WG) on mechanisms of assistance to identify new tools and to review best practices to strengthen development cooperation could be an opportunity to explore mechanisms beyond the traditional constraints. However, the overall mandate of the WG is too broad. It is not clear if the much needed focus on the rather technical issue of financing mechanisms can be threshed out in that forum.

The research recommends that priority must be given to exploring proposed innovative mechanisms like solidarity tobacco levy (STL) and tax on repatriated tobacco profits (TRTP) since these place the burden on the tobacco industry to yield incremental funds. However, there can be reluctance on the part of finance ministries and sometimes, although rarely, legal or constitutional limitations to earmarking or hypothecating specific revenues for tobacco control. Given that ministries of health in developing countries greatly rely on WHO's advice or on international instruments to guide them in the implementation of the FCTC, parties to the FCTC must work together to remove these barriers and to ensure sustainable funding for tobacco control in the face of historically low funding priority and tobacco industry interference.

There is need for greater international cooperation, including through joint activities by the Convention Secretariat/ WHO TFI and relevant intergovernmental organizations. This research provides only a glimpse of joint international activities and opportunities in international cooperation and cannot be exhaustive without involving the authority of the Convention Secretariat. The Convention Secretariat may be able to map out these activities, illustrate the potential and actual impact of such global activities and, in coordination with the appropriate agencies, make an estimate of the amount that may be needed for these activities.

The research also pointed out the need for additional financial resources to support core activities by the Convention Secretariat. Small amounts of contributions and participation by a handful of countries in an innovative financing mechanism can greatly contribute to the meagre funding of the Secretariat for its core activities or for joint activities with pertinent multilateral agencies that have the greatest potential to promote multisectoral collaboration like the UNDP, WCO and FAO. In many cases, the amounts are not so substantial to merit a whole mechanism but it can promise a stable stream of funding. FCTC parties should also be encouraged to seek assistance from these multilateral agencies in undertaking tobacco control activities, such as requesting the FAOs support to promote alternative livelihood for farmers.

A major limitation of the research has been the very limited response from ministries of finance. The research study can have a greater impact if ministries of finance are sensitized to the issue of the need for generating additional resources for tobacco control. In course of the research, the Leading Group on Innovative Financing for Development, which is a forum involving finance ministries from various countries for discussing innovative financing concepts, expressed its interest in discussing the research in the Leading Group forums. Presentation of the research in the Leading Group forums can offer opportunities for interacting with finance ministries on this issue.