



**OBSERVATORY
STRATEGIES
INDUSTRY
OF TOBACCO
CETAB/ENSP/FIOCRUZ:
4 YEARS IN ACTIVITY
2016-2020**

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Acronyms

ACT Health Promotion - Alliance for Tobacco Control and Health Promotion

CETAB - Center for Tobacco and Health Studies

CVLR/FIOCRUZ – Coordination of Surveillance and Reference Laboratories at Fiocruz

CONICQ - National Commission for the Implementation of the Framework Convention on Tobacco Control

COP - Conference of the Parties

FCTC- Framework Convention on Tobacco Control

ENSP - Sergio Arouca National School of Public Health

FIOCRUZ - Oswaldo Cruz Foundation

GGTC - Global Center for Good Governance in Tobacco Control

INCA – Brazilian National Cancer Institute

PAHO - Pan American Health Organization

SE-WHO/FCTC- Secretariat of the WHO Framework Convention on Tobacco Control

SEATCA - Southeast Asian Tobacco Control Alliance

STOP - Stopping Tobacco Organizations and Products

UNION - International Union against Tuberculosis and Lung Disease

UCSF - University of California San Francisco, USA

UERJ - State University of Rio de Janeiro

UFRJ - Federal University of Rio de Janeiro

WHO - World Health Organization

1 Introduction

Smoking is a severe public health problem related to more than eight million deaths each year worldwide (WHO, 2020)¹. Tobacco smoke contains more than seven thousand toxic substances.²³ Many of them are associated with several types of cancer, respiratory and cardiovascular diseases, and the tobacco industry is these diseases' main vector (TOBACCOATLAS, 2018; PEREZ, 2013).

In 2012, the global health expenditure due to smoking-attributable diseases totaled US\$422 billion. Adding the productivity losses and deaths caused by tobacco consumption, the estimated cost is US\$1436 billion, with about 40% of these costs spent in low- and middle-income countries (GOODSCHILD et al., 2016).

In Brazil, a study published in 2017 estimated that the burden of smoking in mortality, morbidity, and healthcare costs for 15 tobacco-related diseases was 147,072 deaths, 157,126 cardiac arrests; 75,663, strokes; and 63,753, cancer diagnosis. The cost to the health system was R\$ 23,37 billion (PINTO,2019).

Despite the steady drop in tobacco consumption worldwide, the pace of demand reduction is still slow. If efforts for effective control are not intensified, the world will not achieve a 30% reduction by 2025, contrary to the commitment signed globally and strengthened with the adoption of the WHO Framework Convention on Tobacco Control (WHO FCTC)⁴ during the Fifty-sixth World Health Assembly in 2003 to “protect present and future generations from the devastating health, social, environmental and economic consequences of tobacco consumption and exposure to tobacco smoke.”

The Framework Convention on Tobacco Control came into force in Brazil in 2005. Since then, several measures have been taken to achieve an actual reduction in tobacco demand and consumption, making it less common. Monitoring the tobacco industry is one of these measures. Although it is a legally constituted sector, it is necessary to identify which tactics have been used to promote its products. There was significant progress in this subject after the publication of internal documents⁵ that brought the industry to court in the United States and Canada. It made it possible to know the magnitude of the measures taken to avoid regulation

¹ WHO Tobacco. Available at: <https://www.who.int/news-room/fact-sheets/detail/tobacco>. Access in Jan. 2020.

² AMERICAN CANCER SOCIETY. **How much does it cost you?** Available at: <https://www.cancer.org/content/dam/cancer-org/cancer-control/pt/booklets>. Access in June 2020.

³ AMERICAN LUNG ASSOCIATION. **What's in a cigarette?** Available at: <https://www.lung.org/stop-smoking/smoking-facts/whats-in-a-cigarette.html>. Access in June 2020.

⁴ Convenção Quadro para o Controle do Tabaco. Texto oficial. Available at: <https://www.inca.gov.br/publicacoes/livros/convencao-quadro-para-o-controle-do-tabaco-texto-oficial>

⁵ <https://www.industrydocuments.ucsf.edu/tobacco/>

and, consequently, what strategies governments should adopt to prevent and fight against their interference.

The observatories' role in monitoring the tobacco industry activities must be highlighted; here included CETAB/FIOCRUZ Observatory⁶⁷. The monitoring involves a systematic collection of information in the media, such as websites, legislative documents, official reports, and other documents that demonstrate the tactics used to prevent regulation. The observatories' objective is to gather information, make it available in an orderly way, and assist with the formulation of policies to protect the population.

Several organizations perform this type of monitoring, either to expose the tactics used or to know the population's perception of the sector's marketing strategies. The Convention Secretariat informs countries about the sector's new initiatives.

This report aims to present CETAB/ENSP/FIOCRUZ Observatory of Tobacco Industry Strategies' activities, carried out to support the adoption of measures to confront the tobacco industry in Brazil

2 Framework Convention on Tobacco Control: Article 5.3 and its implementation guidelines

The Framework Convention on Tobacco Control (FCTC) was the first international public health treaty (WHO, 2003) and currently⁸ has 182 Parties willing to implement intersectoral measures to foster the decline in tobacco demand and consumption. In Brazil, FCTC came into force through the National Tobacco Control Policy (PNCT), which adopted a set of measures based on the treaty's recommendations (LENCUCHA,2017).

Among its 38 articles, Article 5.3 recommends that:

in setting and implementing their public health policies with respect to tobacco control, Parties shall act to protect these policies from commercial and other vested interests of the tobacco industry in accordance with national law (WHO, 2003).

To raise awareness of tobacco industry interference, governments must take measures to ensure transparency in adopted actions.

The predatory practices that the tobacco industry has been adopting in Brazil since the

⁶ Observatório das Estratégias da Indústria do Tabaco. Centro de Estudos sobre Tabaco e Saúde da ENSP-FIOCRUZ, 2020. Available at: <http://tabaco.ensp.fiocruz.br/pt-br>

⁷ Tobacco industry interference with tobacco control. WHO Framework Convention on Tobacco Control. ISBN 978 924 159734 0, Geneva, 2008

⁸ <https://www.who.int/fctc/cop/en/>

1960s aim to prevent proposals that restrict activities such as promoting new products, sponsoring events, and advertising all products. Digital influencers and the social media are the current resources used in linking brands to social responsibility projects. At the other end, control policies must primarily protect the legislation from this devastating influence.

According to data from the Global Index (2019), which analyzes and establishes “criteria” on how governments face the industry tactics, Brazil has successfully resisted the sector’s interference and has been adopting preventive and legislative measures that resulted in the reduction in smoking prevalence, the ban on smoking indoors, the adoption of health warnings, the increase in prices and taxes and the systematization of information about the industry activities (ASSUNTA,2019).

During the Second Conference of the Parties (COP 2), a working group was set up to develop Article 5.3 implementation guidelines and protect public tobacco control policies. They were then recommended by the third session of the Conference of the Parties (COP3). The guideline adoption was essential, and it ensured that efforts to protect tobacco control were comprehensive and effective. It was suggested that countries prioritize measures in all governmental sectors directly or indirectly linked to the tobacco industry.

Ensuring that tobacco control is not affected by commercial and other interests in this segment reinforces the purpose of the guidelines⁹. The Parties should carry out the measures in all government sectors interested in the issue, or that can affect public health policies for tobacco control. Ultimately, the purpose of those guidelines – drawn up based on scientific evidence and countries' experience in dealing with the industry interference - was to help Parties fulfill their legal obligations under WHO FCTC Article. 5.3. They also apply to people, bodies, or entities that contribute, or can contribute, to the formulation, implementation, administration, and execution of policies, such as representatives and employees of any national, state, municipal, or any other governmental body in any branch (executive, legislative and judicial), responsible for the progress of the tobacco control policy.

Between 2004 and 2008, entities were organized in Brazil to support the tobacco industry in halting the advance of regulatory policies recommended by FCTC – such as the adoption of smoke-free laws or the implementation of alternatives to tobacco growing. These interferences have occurred appealing to arguments as “freedom of choice” and “business freedom,” even if there are losses to society and the population's health.

These procedures are exposed in the report called Crooked Nine, produced in 2019 by

⁹ Diretrizes de implementação do Artigo 5.3 da CQCT. Available at: <https://www.inca.gov.br/sites/ufu.sti.inca.local/files//media/document//diretrizes-para-implementacao-do-artigo-5.3.pdf>

Stopping Organizations and Products (STOP) and Vital Strategy with support from the Bloomberg Initiative, which presents nine ways in which the industry tries to ensure that regulations are weak or ineffective in all world regions.¹⁰

One of the most commonly used tactics is the obstruction of legislative proposals that interfere with their plans; for example, the tobacco industry claims that the policy of increasing prices and taxes on their products does not work and that it has negative consequences, such as the increase in smuggling. It counts on companies and supporters, law and public relations offices, and advertising agencies - all used as front groups to defend its interests. Besides, many Congress members and some government sectors are more porous and vulnerable to the interests of the tobacco industry. The strategies and tactics used are similar in all countries, regardless of geography, population size, GDP, economic development, or governmental system.¹¹

3 The role of Conferences of the Parties in monitoring the tobacco industry

Present since the first COP, which took place in Geneva in 2006, Brazil has demonstrated the adoption of successful public policies not only to reduce the consumption of tobacco products but also to decrease the production of tobacco leaves.

The National Program for Diversification in Tobacco Growing Areas, created in 2005 by the extinct Ministry of Agrarian Development, has become a reference for producing countries and certainly does not please representatives of the tobacco production sector. To protect its image with investors, the industry has been developing corporate social responsibility (CSR) practices in an attempt to oppose control policies.¹²

In the document approved by COP 7 (FCTC; COP 7)¹³, held in India in 2016, the Parties stated the need to strengthen the monitoring of the tobacco industry activities and, thus, monitoring centers (observatories) were established in selected academic institutions.

The observatories' role is to monitor tobacco industry strategies and tactics in their countries and regionally, sharing the information globally to be used by governments, academia, and civil society for policy and advocacy. The information provided by observatories can help countries understand the industry interference with their public health policies and how to address it.

¹⁰ Vital Strategies. Crooked Nine: Nine Ways the Tobacco Industry Undermines Health Policy. New York, NY. Sept 2019.

¹¹ <https://www.industrydocuments.ucsf.edu/tobacco/>

¹² <http://tabaco.ensp.fiocruz.br/pt-br/estrategias-e-taticas/tatica-rsc>

¹³ Report of the seventh session of Conference of the Parties to WHO FCTC. COP 7 documents (FCTC/COP/7/7), 2016



Brazilian delegation, COP 7 in Delhi - India, 2016

4 The creation of CETAB-FIOCRUZ Observatory

WHO FCTC ratification brought an additional challenge for countries. Besides complying with Article 5.3 recommendations, Parties should develop tools capable of monitoring the tobacco industry activities, such as the creation of observatories. It was necessary to identify, document, and support measures to reduce the industry interference in public tobacco control policies.

The Convention Secretariat played a crucial role in creating the observatories in Brazil, South Africa, and Sri Lanka. It also encouraged the creation of similar models offering political, technical, and financial support to other BRICS countries, composed of Brazil, Russia, India, China, and South Africa, which accounts for more than 40% of smokers worldwide. The recommendation was made at the Seventh Conference of the Parties (COP 7) held in India in 2016 and stated in the document FCTC/COP 7. It reinforces the need for Parties to establish control measures to strengthen Article 5.3 implementation, such as creating a Knowledge Hub in Thailand. This document also expressed the need to install a panel of experts to provide Parties with policy-making and capacity-building support.

The Ministry of Health, through Oswaldo Cruz Foundation/Sergio Arouca National School, accepted the challenge and launched the first tobacco industry observatory in a public health institution in 2016. It monitors, gathers, and analyzes documents on the tobacco industry activities and makes them available through a website so that the bodies involved in implementing tobacco control policies can use them to curb industry interference. Fiocruz Observatory¹⁴ was designed as a collaborative surveillance and information center composed of a multidisciplinary technical team that seeks to detect and disclose any intervention carried

¹⁴ O Observatório Nacional da Política do Tabaco, coordenado pela Secretaria-Executiva do Instituto Nacional de Câncer, Ministério da Saúde.

out by the tobacco industry or its front groups in the different spheres of power, and which increases the smoking pandemic in Brazil.



CETAB/ENSP/ Fiocruz Observatory of Tobacco Industry Strategies Launch poster - March 25, 2016.

The project to organize Fiocruz Observatory began at the Center for Tobacco and Health Studies (CETAB/ENSP/Fiocruz) in 2014. As it was an unprecedented project, the challenges to identify partners who could financially and technically support it were huge. One of the allies was the Executive Secretariat of the National Commission for the Implementation of the Framework Convention in Brazil (CONICQ), housed in the Brazilian National Cancer Institute, which understood the relevance of an observatory and promptly offered financial support and file sharing. The Alliance for Tobacco Control and Health Promotion (ACT) has responded to the invitation and supported CETAB/FIOCRUZ Observatory with ideas and sharing of its files, audios and photographic records on the tobacco industry.



Partner organizations' logos

It took two years for the project to be launched (2014- 2016). The Tobacco Tactics website¹⁵, created by the University of Bath (UK) in 2012, was used as a reference and collaborated on the project design and technology choices. Tobacco Tactics investigates the tobacco industry strategies in England and the European Union and also houses the STOP coordination funded by the Bloomberg Initiative. Both Tobacco Tactics and the Observatories

¹⁵ https://www.tobaccotactics.org/index.php?title=Main_Page

have been useful resources for journalists, academics, policymakers, lawyers, and researchers who seek to understand what better bets should be placed against the tobacco industry.

Another important partnership for the Observatory team's training was the University of California San Francisco (UCSF - USA). The UCSF Library¹⁶ hosts more than 14 million documents created by tobacco companies about their advertising, manufacturing, marketing, scientific research, and policy activities and organized The Truth Tobacco Industry Documents (formerly known as Legacy Tobacco Documents Library) in 2002. In 2017, it trained professionals from the Brazilian observatory to research in its archives how and where the tobacco industry has been operating since remote times. Similarly, the University of Bath offered the first training involving the observatories already in operation.



University of California San Francisco (USA), 2017



University of Bath (UK), 2017

The International Union against Tuberculosis and Lung Disease - The UNION, has been another key partner for the success of the Brazilian observatory. It has supported it technically and financially with resources from the Bloomberg Initiative since 2014.



The UNION Logo



Bloomberg Initiative partners' visit to Fiocruz, 2018

As a result, Fiocruz Observatory carries the responsibility of “monitoring the tobacco industry in Brazil.” The launch was highlighted in the national and international media. Since

¹⁶ <https://www.industrydocuments.ucsf.edu/tobacco/>

2017, CETAB/ENSP/Fiocruz has received financial and political-institutional support from the Coordination of Surveillance and Reference Laboratories at Fiocruz (CVLR/Fiocruz).



Launch of the Brazilian observatory at the 46th World Conference of the UNION, 2016



WHO FCTC Secretariat Logo



Dr. Tibor Szilagyi (FCTC Secretariat)'s visit to CETAB, 2017

5 The tobacco industry tactics

Considering the creativity of the tobacco industry and to facilitate the search for documents, WHO released a technical manual¹⁷ in 2012 on how countries should act to protect health policies on tobacco control. Fiocruz Observatory adopted it to better organize the tactics most commonly used by industry. They are:

1. Conspiring to hijack political and legislative processes: tobacco industry often uses the Corporate Social Responsibility (CSR) tactic to increase its credibility and create opportunities to get closer to legislators, political leaders, influencers, communicators, and other allies who may favor it. They also donated to campaigns of candidates to elective office in 2014^{18,19, 20} ;
2. Exaggerating the industry's economic importance: it uses a false argument that there will be a substantial reduction in jobs and, consequently, economic

¹⁷ WHO. Technical resource for country implementation of the WHO Framework Convention on Tobacco Control Article 5.3, 2012

¹⁸ <http://tabaco.ensp.fiocruz.br/pt-br/interferencias/pessoas/politicos>

¹⁹ <http://tabaco.ensp.fiocruz.br/pt-br/search/node/consulta>

²⁰ <https://drive.google.com/file/d/0B4ivOg72nORyT2RnZ1ZuaWVRaU0/view> (pdf)

problems in the countries that adopt the FCTC²¹;

3. Manipulating public opinion to gain the appearance of respectability: smoking kills, but the tobacco industry has influenced public opinion that ultimately governs society's functioning. The industry invests large sums of money in product and corporate marketing campaigns (direct and indirect) to improve its reputation;
4. Front groups: As the tobacco industry becomes less reliable, it needs more actors to defend its interests and give the impression that containment measures are exaggerated or unnecessary; for example, by making alliances with groups of smokers, women's groups, social assistance organizations, diplomatic missions, tobacco growers and other people in the tobacco supply chain, such as retailers and unions. One can mention the Foundation for a Smoke-Free World, sponsored by Philip Morris;
5. Discrediting proven science: this tactic is widely used by the industry to fragment and weaken the scientific community, mainly to depreciate public health studies that demonstrate the harms of tobacco use. A good example of this strategy is the pressure on ANVISA to release electronic nicotine delivery systems (ENDS). The industry has been conducting seminars within universities, leading researchers to counter criticism about the harmful use of these devices;
6. Intimidating governments with threats of litigation: the industry tries, through expensive and lengthy disputes against countries, to hold back its products regulation. Philip Morris' lawsuit against Uruguay started on February 19, 2010 and ended on July 8, 2016. Philip Morris International (PMI) made a claim in the International Center for Settlement of Investment Disputes (ICSID) seeking US\$25 million in compensation from Uruguay for incurring anti-competitive practices and alleged a violation of the bilateral investment treaty between Switzerland and Uruguay. On July 8, 2016, after six years, the ICSID ruled in favor of Uruguay, forcing the demandant to pay the defendant's expenses and court costs.

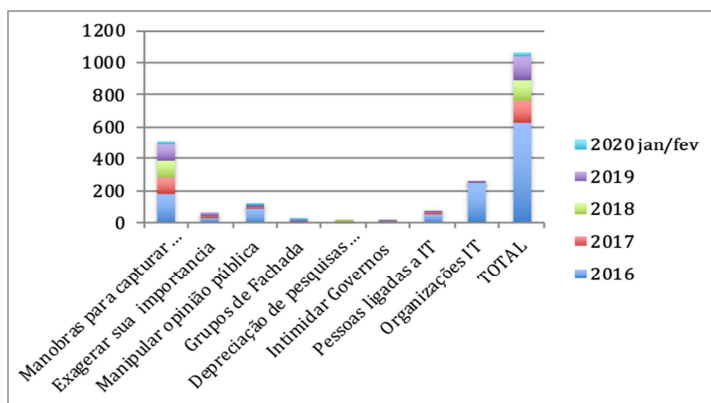
The chart below shows the number of documents indexed on the platform since its

²¹ <http://tabaco.ensp.fiocruz.br/pt-br/estrategias-e-taticas/exagerar-importancia-economica-da-industria>

creation. The strategy named “Conspiring to hijack political and legislative processes” was the one that stood out the most in the period 2016-2020, once the activities that involve corporate social responsibility (CSR) are those in which the industry donates money and inputs to show involvement with the community.

It is not hard to imagine that the COVID-19 pandemic, which plagued the world in 2020, was relevant to the tobacco industry due to the nature of the disease. Respiratory and cardiovascular diseases are known risk factors for severe COVID-19 illness, and they are often related to the use of tobacco products. It is worth mentioning that these products’ consumption automatically directs society’s growing negative attention for the sector. Undoubtedly, the industry uses its standard practices to divert attention to economic issues. For example, in its March 2020 quarterly report, Philip Morris International reported that COVID-19 had many negative impacts on the segment, such as the reduction in cigarette production, distribution, and sales, once stores were closed. Additionally, they started to support the production of articles showing a positive relationship between smoking and COVID-19 to confuse science and influence the scientific debate.

Chart 1: Number of documents indexed on Fiocruz Observatory’s platform per year.



Since 2018, Philip Morris International and Japan Tobacco International have made donations to more than 18 countries that have suffered some disasters such as floods, earthquakes, and epidemics. Fiocruz Observatory has identified several corporate social responsibility initiatives adopted by the tobacco industry in times of pandemic. For example, a company that produces tobacco seeds, linked to Sousa Cruz, donated equipment to diagnose COVID-19 for a laboratory at the University of Santa Cruz do Sul (RS), considered the

“Brazilian tobacco capital.”²² Philip Morris do Brasil created a contingency committee to monitor the epidemic and donated money to hospitals and municipal funds in tobacco growing cities, fabric for face mask making, hygiene kits for vulnerable groups, and hand sanitizers. Also, it made a fleet of company vehicles available for food distribution and offered support to domestic violence victims.^{23,24.}

6 The Observatory’s organization and maintenance methodology

As stated earlier, the Observatory's design project took as its starting point the Tobacco Tactics website that served as a model for elaborating the Brazilian project.

The information technology team at the Sergio Arouca National School of Public Health at Fiocruz, together with CETAB professionals, prepared the first version launched in 2016. Since then, Fiocruz Observatory has been storing original documents available in different formats regarding the tobacco industry activities in Brazil.

The primary sources of search are major or local newspapers, magazines, scientific articles, photos, audios, videos, advertisements, reports from tobacco companies and front companies, and official reports from national or international governmental and non-governmental agencies. These documents must be stored according to the following formats:

- Textual documents in PDF format, with at least 300 dpi, in the case of scanned manuscripts;
- Audiovisual documents in AVI format, without HD or full HD configuration, due to the large storage space required;
- Image documents in JPEG or JPG format. Minimum resolution of 800x640 in image quality is recommended, besides 300 dpi in scanned manuscripts;
- Audio documents in MP3 format, with at least 192 quality in the archive.

The Observatory’s organization and maintenance method follows the hybrid taxonomy logic (cross-referencing internal and external data to the site) and semi-hierarchical (medium structure, allowing some flexibility in content management). Thus, the applied taxonomy gets the following aspects:

²² <http://tabaco.ensp.fiocruz.br/pt-br/search/node/covid>

²³ <https://folhadomate.com/noticias/saude/philip-morris-brasil-fez-o-repasse-de--75-mil-ao-hospital-sao-sebastiao-martir>

²⁴ <http://tabaco.ensp.fiocruz.br/pt-br/search/node/covid>

- Taxonomic terms are used in its organization in the following dimensions: page title and text body, following the logic used in the keyword construction;
- The semi-structured model allows the constant updating and restructuring of the Observatory, specifically the subcategories anchored to the fundamental terms (strategies, organizations, and people);
- Categories (or keywords) should be practical for both experts (involved or not with the taxonomy project) and researchers in general;
- The fundamental categories (strategies, organizations, and people) employ hypertextual logic, that is:
 - The content on strategies refers to the tobacco industry tactics;
 - The content about organizations refers to the type of organization (tobacco companies, organizations related to the tobacco industry and research institutes), type of people (people from the tobacco industry, lobbyists and public relations, politicians, lawyers, scientists, pro-tobacco bloggers, libertarians) and the tactics employed by them;
 - The content on people refers to the type of person (categories already mentioned above) and the types of organizations they belong to (already listed above).

Taxonomy prioritizes extension up to the third level (related to the research execution or the clicks on the site made by the researchers) to provide clarity, speed, and adequacy to the indexing factors (AGNER,2009). However, its organicity requires constant updating and verification of the Observatory content to monitor the applied structure consistency through its categories, references, and other information.

The entry built at the Observatory uses the informative-descriptive format, as the platform summarizes the issues addressed by the documents it cites and provides their full text. Therefore, the summary presents informational autonomy and impartiality and indicates the consulted documents' references (NBR 6028, 2003).

The entries must be shaped with concise, affirmative sentences, without topic enumeration, and summarized in a single paragraph. One should avoid symbols, contractions, formulas, equations, and the like, unless it is commonly known and fundamental to the content. The average number of words should be between 50 to 100 words, getting up to 200 words for lengthy articles or documents.

The references designed to identify and support the Observatory's platform regarding document use and disclosure are based on the technical standards for standardization of

references (NBR 6023, 2018).

The full-text field is an important innovation to disclose a document on a WIKI type of portal. It offers integrity to the information, aggregates and deepens the research carried out at the Observatory and ensures information security and stability since the references with only the record of the link usually show losses (broken links) during the information management employed on WIKI portals. It is recommended to upload these documents, followed by their respective references, with the statement: “full document: PDF, AVI, JPEG or MP3” (depending on the document format), to standardize the Observatory’s content management.

The keyword selection criteria, inherent to the Observatory’s indexing policy, are based on the document about subject selection methods and indexing terms selection proposed by ABNT (NBR 12676, 1992). This categorization proposal considers the following factors: entropy, exhaustiveness, specificity, quality, and cohesion (LANCASTER, 2004). I emphasize that these keywords are based on the Observatory’s taxonomy and may include other content terms, which must be analyzed before their categorization.

Entropy, applied as the Observatory’s degree of information dispersion, is the central control and decision tool for search engines, regardless of their format (printed, digital, virtual, or the like). Therefore, the keyword control policy works in conjunction with the Observatory’s taxonomy to avoid abusive inclusion of terms by content, lack of control in their choice, and dispersion of information (research that returns a vast range of content or even redundant searches).

The documents analyzed and synthesized to be included in the Observatory’s content can assign an average of 1 to 8 terms. These terms can correspond to the fundamental categories (tactics, organizations, and people), their respective subdivisions, or new suggestions discussed by the team.

Regarding specificity, the degree of accuracy in which a term addresses the content, it is recommended to use categories that comprehensively address the content and its relationship with the site structure. If the content described in the Observatory presents an information richness that exceeds a maximum of 5 already discriminated categories, the following rules should be applied in the order shown below:

- Check the presence factor (bibliometrics) of the terms in the documents to be used for the content insertion;
- Search the surplus terms in the Observatory to see if there is a page already written on the subject;
- If there is no content, you must create a page about the surplus term and generate

content, linking the new page to its respective set (tactics, organizations, people);

- If the surplus term already has a page in the Observatory, just turn it on.

Regarding the Observatory quality of document indexation of the and page construction, the following three factors are applied:

- Consistency in the specificity of the terms;
- Exhaustiveness of indexing (abusive use of keywords to content);
- Indexer qualifications (impartiality and knowledge of the area to be indexed).

As for cohesion, the main criterion applied to the Observatory information management is the logic of content accessibility by searching the reference, summary, or keywords assigned to the documents registered on the platform. It is necessary that the content inserted in the Observatory be easily understood by the lay public, without harming the intellectual integrity of the original document. Therefore, it is recommended that research tests (recovery methods that the user uses in the Observatory) and usability (language applied to the Observatory) be carried out so that the information cohesion and, consequently, the quality of the Observatory be proven (NASCIMENTO, 2010).

Initially, both CONICQ and the Alliance for Tobacco Control and Health Promotion (ACT) shared several documents from their archives. Thus, the selection, indexing, and analysis of documents that make up Fiocruz Observatory began.

7 Images speak more than a thousand words

Fiocruz Observatory has documented several images that testify how the tobacco industry never loses the opportunity to promote its interests. Although society has been using tobacco since the 15th century, its use started declining in 1998 when the celebrated Tobacco Master Settlement Agreement (MSA)²⁵ was signed in the United States. This accord changed the course that the tobacco industry had been navigating for decades since it was required to pay more than \$365 billion for violating American law, being involved in organized crime, and using corruption as a tool to achieve its goals. Judge Gladys Kessler's ruling issued in 2006 revealed what lies behind the smoking epidemic and how the industry works together and coordinately to deceive public opinion, the government, the health community, and consumers.

The image below demonstrates this fact by portraying the false oath taken by

²⁵ <https://www.industrydocuments.ucsf.edu/tobacco/>

representatives of major tobacco companies. It is a historic photo taken in the American Senate in 1994 during the sections that resulted in the Tobacco Master Settlement Agreement (MSA).



Photo of the Oath made by the presidents of the largest tobacco companies in the U.S. on the lack of knowledge that nicotine caused chemical dependence, 1994.

The next image shows the tobacco industry seeking support within the legislative branch: a photo taken in March 2016 of a meeting between Senate President Renan Calheiros and a delegation of tobacco industry representatives, led by Senator Ana Amélia Lemos, to request the House to postpone the vote on Bill 769/15, by Senator José Serra, which prohibited additives and implemented standardized packaging of tobacco products.



Tobacco industry representatives and the President of the Senate, March 2016

8 The Observatory's role in disseminating knowledge

Access to information is a fundamental right to guarantee democracy and empower individuals in the exercise of citizenship (ARAÚJO; CARDOSO, 2007). In the health field, informing the population is essential to provide knowledge about their rights to available services and get data on their way of life to formulate public health policies and promote health.

When it comes to an industry that kills more than eight million people each year (more than seven million as the direct result of tobacco use and approximately 1.2 million among non-smokers exposed to secondhand smoke), the need to inform the population becomes more evident (PAHO, 2020).

WHO FCTC Article 5.3 establishes guidelines to protect public health policies from the commercial interests of the tobacco industry. Therefore, the Observatory's publications' objective is to give visibility to the tactics used to misrepresent, create myths, and manipulate information about control policies and disseminate them among partners, the scientific community, and the general public.

Two communication products are currently offered. The first is a fact sheet entitled "Highlights", which has two pages and presents clear and objective information (updated notes) on the tobacco industry's strategies, structured in topics. The second is the Observatory Bulletin, which has a larger structure, composed of an editorial and sections of articles, reports, interviews, and review of relevant topics. Both products have a printed and an online version, in Portuguese and English. They are elaborated in permanent agenda meetings with the Observatory's multidisciplinary team, composed of Fiocruz researchers, librarians, journalists, and lawyers.

The Bulletin online version is released quarterly, and the Highlights, monthly or bi-monthly, depending on the need to produce a newsletter in an agile manner. They are distributed through direct mail to a list of 1,108 electronic addresses from people and institutions in the health area in Brazil (684) and partners from different countries (424). They are also sent to the Fiocruz institutional mail list, which covers the employees in all 16 technical-scientific units distributed throughout the country.

9 National and international activities

The Bulletins and Highlights are also published in the National School of Public Health (ENSP) institutional channels, through "Informe ENSP"²⁶, and circulate in the institution's weekly newsletter, with seven thousand subscribers. The Observatory's publications can also be accessed on Fiocruz portal²⁷ and Fiocruz news agency²⁸ of the Social Communication Coordination of Fiocruz Presidency.

²⁶ Available at: <http://www.ensp.fiocruz.br/portal-ensp/informe/site/>

²⁷ Available at: <https://portal.fiocruz.br/>

²⁸ Available at: <https://agencia.fiocruz.br/>



Dissemination of the Observatory Bulletins on Fiocruz Portal.

The process of creating the communication products of the Observatory of Tobacco Industry Strategies has been presented in several forums; for example, at the 1st FioCruz Health Promotion Conference in May 2019. The scientific event aimed to encourage reflection on the theoretical, practical and innovation challenges in Health Promotion and strengthen the initiatives developed institutionally in this field. The creation process was presented as a poster.



1st FioCruz Health Promotion Conference, May 2019.

The first Bulletin edition (issue zero) brought together articles by experts in the tobacco control and FioCruz president, Nísia Trindade Lima, who wrote about the importance of monitoring the tobacco industry activities. Here are some of the texts: “Health Sentinels”, by Vera da Costa e Silva, former head of the WHO FCTC Secretariat; “Reduction of highly preventable deaths”, by Tania Cavalcante, Executive Secretary of the National Commission for the Implementation of the Framework Convention (Conicq); “Importance of the Observatory of Tobacco Industry Strategies: a year of operation”, by Paula Jonhs, Executive Director of the

Tobacco Control Alliance (ACT).



Bulletin Zero. Published in 2017

The following edition (Bulletin 1) discussed the illicit trade in tobacco products. In addition to the editorial, signed by the Observatory's coordinator Silvana Rubano Turci, there was an interview with Roberto Magno Iglesias, a consultant to the World Health Organization (WHO) and the World Bank, with an Oxford University DPhil in Economics. In the interview, he highlighted Brazil's performance in the Paraguayan cigarette production complex.

Other editions discussed topics such as the presence of toxic additives in tobacco products and their risks to children and teenagers, the importance of monitoring the industry - an interview with WHO FCTC knowledge management team leader, Dr. Tibor Szilagyi, Brazil's performance at the Eighth Conference of the Parties, the meeting with Bloomberg Philanthropies' leaders at Fiocruz, the creation of a working group to assess taxation on tobacco products, among others.

Bulletin No. 6, published in July 2020, provides relevant information on how the industry has appropriated the terms "corporate social responsibility" in times of Covid-19 to improve its image with consumers

The bulletins always publish current and relevant information that displays how Brazil monitors tobacco industry activities. They are all available at <http://tabaco.ensp.fiocruz.br/pt-br>

“BRASIL É O PRINCIPAL FORNECEDOR DO COMPLEXO PRODUTIVO DO CIGARRO PARAGUAIO”



Foto: Raphael Dumas

Roberto Magno Iglesias
 Consultor da Organização Mundial da Saúde (OMS), do Banco Mundial e doutor em Economia pela Universidade de Oxford

Roberto Iglesias confronta o discurso da indústria fumageira quando o assunto é o mercado ilegal de tabaco. Na opinião do especialista,

“o comércio ilícito integra uma das diversas estratégias para comprometer as ações de controle e o aumento de impostos.”

Em entrevista ao *Boletim do Observatório sobre as Estratégias da Indústria do Tabaco*, Iglesias desmascara a vitimização das empresas, lembra que o comércio ilegal teve grande incentivo da própria indústria na década de 1990 e afirma ser o Brasil o principal fornecedor no complexo de produção do cigarro paraguaio. Confira.

2

Photo: Roberto Iglesias, WHO in the Editorial of Bulletin n. 1.



“Highlights” in English, August 2017.



Bulletin 6 in Portuguese, August 2020.

The Observatory also has a Twitter profile with more than 200 followers. The profile @observatoriotab has proven to be an essential tool to disseminate the platform monitoring and its products and interact with national and international tobacco control partners. In the last 30 days (April and May 2020), the profile tweets have gained 1,300 impressions.



The Observatory’s publication on Twitter.

In 2017, the magazine *Cadernos de Saúde Pública* published a special supplement with 18 unpublished articles on tobacco control policy in Brazil, the industry strategies, and research results highlighting the harm caused by the tobacco industry.



Special supplement of *Cadernos de Saúde Pública* on tobacco control policies (2017).

The Brazilian observatory team contributed to the preparation of the guide to design and implement observatories.



Launch of the guide to conduct industry monitoring during COP 8, 2018

Investigative journalists have joined the Observatory team and revealed the profound relationship between the tobacco industry and tobacco growing city managers. The book “Roucos e Sufocados,” published by Elefante publishing house in partnership with ACT in 2018, offers a unique portrait of Vale do Rio Pardo in Rio Grande do Sul, the heart of tobacco growing in Brazil. That’s where the narrative and the lobby in defense of cigarettes come from. The authors analyze the rhetoric that mixes small farmers’ survival with megacorporations’ interests in search of increasing profits, exposing how this articulation is used to curb public health policies and tobacco control. Behind the smokescreen are politicians, the media, unions, organizations that say they fight smuggling, and even fake internet profiles. Deputies and senators, mayors, former ministers, members of the Supreme Court, and former secretaries of the Internal Revenue Service: a vast and powerful network of favors arises in the disguised defense of an economic sector that kills half of its consumers.



Cover of the book “Roucos e Sufocados”, released in 2018.

In 2019, high school students from Joaquim Venâncio Polytechnic School (EPJV/Fiocruz) were able to participate in CETAB research activities. The Observatory offered them the opportunity to collaborate in a data survey on strategies the industry uses to influence young people to consume its products.



EPJV/Fiocruz fair.

Since its creation, CETAB has offered refresher courses for professionals on topics related to chronic disease risk factors: tobacco, alcohol, inadequate diet and physical activity and also on tobacco control policies. The courses have received more than 150 students from Brazil and other countries such as Cape Verde, Bolivia, Argentina and Portugal.



Photo: Cape Verdean students who participated in the refresher course on tobacco control policies in 2019.

10 Publicizing the Observatory

The creation of the Observatory in a public health institution attracts the attention of several partners around the world. The strengthening of partnership with organizations working to optimize FCTC implementation has offered opportunities to share the Brazilian project and make it even more successful.

In 2017, WHO FCTC Secretariat's Knowledge Hub on Article 5.3, which is under the responsibility of the Thammasat University, Thailand, brought together experts from around the world to discuss best practices to adopt in tackling the industry and implementing FCTC Article 5.3.



Expert Meeting on Article 5.3, Thailand, 2017.

In December 2018, the Center for Disease Control and Prevention Foundation (CDC Foundation) held a meeting with experts to discuss the development of a global tobacco industry surveillance/monitoring system from the tobacco control perspective. One of the conclusions

was that many efforts must be made to develop systems capable of monitoring and carrying out sustainable systematic surveillance.



Expert Meeting on Article 5.3 promoted by CDC (USA), 2018.

The Observatory team was also present at several conferences discussing the challenges and showing the efforts to advance in monitoring the industry and adopting measures to counter its tactics.



UNION World Conference, Hague (Netherlands), 2018.

As stated earlier, the tobacco industry is always ready to manipulate public opinion and take advantage of legislative loopholes to promote its products. And that is exactly what happens with the electronic nicotine delivery systems (ENDS). Although its production and commercialization has been prohibited in Brazil by Anvisa Resolution N° 49 (RDC 49/2009) since 2009, the industry has been pressing Anvisa to review its decision. The Observatory

collaborates by demonstrating that the tactics used in Brazil to approve these products are the same adopted in several countries.



Panel on electronic nicotine delivery systems (ENDS) promoted by Anvisa, Brasilia 2018.

And so it has been: countries come together to discuss and define tactics so that governments do not give in to the industry narrative. Sri Lanka gives an example of this type of initiative by launching Tobacco Unmasked, an evidence-based information portal on the tobacco industry strategies, with detailed tobacco companies' profiles relevant to Southeast Asia.



Seminar promoted by the Center for Combating Tobacco (CCT), Colombo - Sri Lanka, 2019.

In Brazil, ACT Health Promotion was founded in 2006 under the name of the Tobacco Control Alliance. Its purpose is to fight for the implementation of evidence-based public policies to control smoking, following FCTC recommendations. In 2014, it expanded its scope and included the promotion of policies for healthy food, alcohol consumption, and physical activity. ACT promotes annual seminars where CETAB/ENSP/Fiocruz contributes to the interinstitutional debate.



Alliance for Tobacco Control and Health Promotion Seminar, Brasilia 2019.

Part of Fiocruz Observatory team's agenda is the participation in educational programs showing how civil society and governments should act to monitor and curb the tobacco industry.



Salto para o Futuro Program - TV Escola, 2019.



Sem Censura Program, TV Brasil, 2019.

Fiocruz Presidency and the WHO FCTC Secretariat have been very present in promoting activities related to the role of academic institutions that work in tobacco control.



Photo with Nísia Trindade (Fiocruz president), Valeska Figueiredo (CETAB coordinator), Vera da Costa e Silva (Head of FCTC Secretariat), and Silvana Turci (responsible for Fiocruz Observatory) at the launch of the WHO Report on the Global Tobacco Epidemic, Tomorrow Museum, Rio de Janeiro, 2019.

11 Monitoring the tobacco industry as a cross-cutting policy

In a dynamic and challenging environment created by the tobacco industry (TI)

interference, evolving tactics continue to put the industry profits ahead of millions of lives. In the past, the industry focused on liaising with retailers, tobacco growers, and researchers to curb and delay tobacco control measures. However, TI does not stand the reduction of its activities, which leads it to manipulate markets and strengthen relations with front groups and third parties, including companies, foundations, charities, universities, and politicians (JONES, 2020). Measures to block, delay, and weaken tobacco control legislation are developed mostly in low and middle-income countries that tend to have weaker and less stable governments than high-income countries (BHATTA et al., 2019).

The tobacco industry interferes with health science using various methods such as suppressing unfavorable outcomes and funding research that diverges on the causes of tobacco-related illnesses. TI also interferes with research by building coalitions to influence science policies' development (BONEVSKI, 2019).

Some advances in monitoring the tobacco industry are noteworthy, such as the one proposed by Ulucanlar, Fooks, and Gilmore (2016). After a systematic literature review, they used the policy dystopia model (PDM) to identify discursive and instrumental strategies that the tobacco industry uses to oppose marketing bans and taxation. Discursive strategies are based on the industry's arguments to exaggerate the potential cost of a proposed policy, denying or discarding its potential benefits. Instrumental strategies are practices to influence policymakers and other stakeholders against tobacco regulation. The use of the model can anticipate and curb the tobacco industry interference, where it is more aggressive. PDM can also guide advocates and governments to engage in media campaigns to expose tobacco industry strategies (BHATTA et al., 2020).

Acknowledging that the tobacco industry interference is not easily identified, understood, or regularly monitored and fought by governments, the Southeast Asia Tobacco Control Alliance (SEATCA) developed a tool to support the implementation of Article 5.3 guidelines. It is called the Tobacco Industry Interference Index²⁹, where a set of indicators determine the level of industry participation in policy development; government participation in the tobacco industry so-called corporate social responsibility activities; benefits granted to the tobacco industry; forms of unnecessary interaction with the tobacco industry; transparency of established relationships; conflicts of interest; and preventive measures against tobacco industry interference (ASSUNTA; DOROTHEO, 2016).

The formation of a transnational tobacco control network, composed of civil society

²⁹ Tobacco Industry Interference Index. Available at: <https://globaltobaccoindex.org/#:~:text=The%20first%20Global%20Tobacco%20Industry,bodes%20well%20for%20the%20country>

groups, lawyers, and international and philanthropic organizations, plays a significant role in enacting and implementing convergent tobacco control laws. Among the strategies used are effective coordination, education, communication, and public awareness, as highlighted in FCTC Article 12, and the litigation against the TI, as reinforced by FCTC Article 19 (BHATTA et al., 2019).

Several countries report the importance of Article 5.3 and its implementation guidelines in raising awareness about TI interference and guiding strategies to curb it, with different levels of effectiveness. Kenya has incorporated provisions for almost all measures under Article 5.3 guidelines and presents the most comprehensive regulations in the African region. Brazil, the United Kingdom, Turkey, Republic of Korea, Pakistan, and the Philippines indicated that Article 5.3 and its implementation guidelines influenced the development of internal guidelines for government officials' interaction with the tobacco industry, but that more substantial measures to curb TI interference are necessary (GRAIG et al., 2019).

In all low- and middle-income countries, technical, financial, and educational support is needed to optimize advocacy and protect them from TI's ongoing efforts to weaken tobacco control legislation. Strong political engagement and the judicial branch's involvement are necessary at all levels to get a successful tobacco control policy. Policy coherence and inter-sectoral coordination are essential for FCTC implementation. The TI tactics are well known, and countries need to prepare and defend their legislation and its implementation (BHATTA et al., 2019). Considering that the TI generally exerts more power and influence at the national than at subnational levels, it is recommended to enact legislation on tobacco control at subnational levels (TUMWINE, 2011).

The tobacco industry's reaction to the Brazilian measures to ban additives (litigation, mechanisms to prevent regulations, front groups, lobbying, arguments about increased illicit trade, and fake news) is a lesson in how countries should prepare to face TI opposition. Mechanisms used to avoid transparency and stakeholder participation can be used by the TI to prevent new regulations on this topic.

Governments must adopt mechanisms to avoid undue pressure on their public health policies. The judicial branch should also be encouraged to reflect on its essential role in preserving the population's health (Silva et al., 2019). The Australian experience with standardized cigarette packaging shows that the media is also vital in this process. Large volumes of TI misinformation can be confronted and undermined by public health advocacy, based on scientific evidence, and get media coverage (MILLER et al., 2018).

The importance of monitoring the industry's efforts to secure high-level access to health

and economic authorities must be emphasized. An aspect that is widely recognized, but still little explored, is TI's political strategy of diluting the priority given to health in tobacco control governance and the efforts to increase the number of delegates at COP meetings that are not involved with public health, besides the powerful lobby at these meetings (WILLEMSEN; FOOKS, 2019). The industry often encourages certain government groups, such as those in the fields of agriculture, and commerce and industry, to participate in the drafting of comprehensive tobacco control laws, which may have competing priorities with those in the health sector and, consequently, result in ineffective regulations for tobacco control (MUNZER, 2013)

Industry interference remains a significant obstacle to global progress in tobacco control. Although the implementation of FCTC Article 5.3 has provided evidence about the industry's practices and led governments to develop codes of conduct and political actions in several countries, tougher measures are needed to oppose TI's interests (CRAIG et al., 2019). Emerging transnational tobacco companies hold a fierce competition for market share, which probably favors a scenario of falling prices and intensified innovation and marketing of tobacco products, encouraging consumption (LEE; ECKHARDT, 2017).

Good governance, preventive regulatory measures and effective mechanisms to counteract conflicts of interest between politicians and government actors are also needed. WHO Framework of Engagement with non-State Actors can be applied in the general context of prevention and control of non-communicable diseases (TANGCHAROENSA et al, 2019).

More research is also essential to deepen the understanding of the relationship between the legal and illegal tobacco trade, highlighting the actors and transnational networks involved. In this sense, the effective implementation of FCTC Article 15 and the Protocol to Eliminate Illicit Trade in Tobacco Products is necessary. If the protocol were fully implemented, tobacco company employees could no longer claim that, after selling to distributors, they are not responsible for the subsequent illegal sale of the products (GOMIS et al., 2018).

In this context, WHO FCTC Secretariat highlights the relevance of tobacco industry observatories concerning the lessons learned and challenges: (WHO FCTC SECRETARIAT'S KNOWLEDGE HUB ON ARTICLE 5.3, 2018):

- Cooperation and coordination with relevant government institutions to gain their support for establishing observatories is beneficial. This adds credibility to the project, provides potential for direct information exchange, and mitigates some political risks.
- Setting up an observatory based on the best existing models (e.g., Tobacco Tactics) requires sufficient financial resources, time (minimum one year), and project management approach.
- Even within established tobacco control groups, it is challenging to allocate time and designate

a team to conduct a large-scale national monitoring.

- Using MediaWiki or another free platform for an observatory seems to be a better option for information sharing and “data interoperability”.
- Observatory side events, such as trainings, workshops, consultations, and so on can be beneficial to advance WHO FCTC implementation in a given country, especially in regard to Article 5.3.
- The lack of technical capacity remains a challenge for Parties establishing tobacco industry monitoring.
- Financial resources to support the long-term operations of observatories remain as the main challenge since they are fully dependent on funding.
- Technical expertise and networking support for observatories are highly necessary. It is why much expectation may be placed on the newly established Knowledge Hub on Article 5.3.

Although many countries have problems, the tobacco epidemic is on a downward trend in the Americas. However, continued industry interference and the emergence of new products, such as electronic cigarettes, emphasize the need to renew the political will to protect achievements and continue advancing (REYNALES-SHIGEMATSU et al., 2019). In Brazil, the tobacco industry employs illegal advertising, propaganda, and sponsorship practices at musical events and social media.

Inspection by the State is essential so that the industry is not successful in maintaining tobacco products' consumption and encouraging the initiation of young people and children (SZKLO et al. 2020). Health professionals are also instrumental in countering tobacco industry interference. Silva et al. (2020) pointed out recommendations on this:

- See smoking and tobacco-related diseases as a communicable pathology and the tobacco industry as its vector;
- Consider the industry strategies when planning and implementing measures to prevent and treat;
- Do not participate in research funded directly or indirectly by the industry, considering its history of undermining science (remembering that many journals do not accept publications financed by the industry or its front groups);
- Avoid reproducing the industry narrative and positions without conducting studies or discussing with researchers in the area;
- Do not recommend conventional or electronic tobacco products to patients, even if they have claims of reduced risk or supposed support for the treatment of smoking. Besides the lack of

proof of these claims, these products are prohibited by the Brazilian legislation and have the potential to cause harm to and reverse tobacco control policies;

- Offer smoking cessation as part of the treatment, even in patients with diagnosed malignancies, as tobacco components affect the effectiveness of cancer therapies;
- Support actively tobacco control policies, especially the legislative and regulatory measures, either directly or indirectly through professional societies or unions.

10 Final considerations

Fifteen years after the Brazilian government's right decision to adopt FCTC, there is still much to be done. The work of fully implementing the entire treaty will still take some time. It must be done without interruption or neglect. It is necessary continuous focus to avoid setbacks

This policy's success results from the commitment of people linked to governmental and non-governmental institutions, who came together to truly improve the population's quality of life and health. They certainly went against the tobacco industry's interests, as it always seeks to gain greater advantages to the detriment of people's lives, and therefore, needs to be continuously monitored.

In 2020, with the Covid-19 pandemic, one can once again note how the tobacco industry acts to defend its interests. It has donated money and inputs to less-favored countries. This goes against what the treaty states, and it put these governments in debt with these companies. Governments should take this opportunity to recover the costs of damages caused by the tobacco industry, such as treatment for cessation and treatment of tobacco-related diseases. It would also be legitimate to create a "fund" to give farmers who grow tobacco new agroecological sustainable opportunities. As signaled by FCTC, tobacco consumption will be reduced worldwide and, if alternatives are not offered, tobacco growers will perish. Likewise, they could finance recovery plans accruing with the COVID-19 pandemic, such as health and economic costs, compensating any donations made in the name of corporate social responsibility.

Finally, this publication of the four years of activity of Fiocruz Observatory of Tobacco Strategies shows through its records how the tobacco industry moves. It also invites everyone to participate in the construction of a public policy that leads to the population's health.

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