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Agenda setting, Framing and government's Influence on Tobacco-related News Coverage in China's People's Daily

Hengjun Lin

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**AGENDA SETTING, FRAMING AND GOVERNMENT'S
INFLUENCE ON TOBACCO-RELATED NEWS COVERAGE
IN CHINA'S PEOPLE'S DAILY**

by

HENGJUN LIN

**B.A., JOURNALISM, LANZHOU UNIVERSITY,
2012**

THESIS

Submitted in Partial Fulfillment of the
Requirements for the Degree of

**Master of Arts
Communication**

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Finally, this study is not only the summary of my career as a student in Journalism, but is also the opening of a career as a communication scholar. I don't know what will happen in the future, but I do know being dedicated and the best day will come.

**Agenda setting, Framing and Government's Influence on
Tobacco-related News Coverage in China's *People's Daily***

By

Hengjun Lin

B.A. Journalism, Lanzhou University, 2012

M.A. Communication, University of New Mexico, 2014

Abstract

Tobacco poses one of the most dire public health threats globally. Whereas tobacco control policies and public education in developed countries reduced tobacco consumption in the West, China, as other developing countries, is targeted by the tobacco companies' marketing efforts and is facing increasing rates of tobacco consumption. Previous studies in the western countries pointed at the importance of news coverage of tobacco-related issues on public opinion and agenda setting, but the role of government-controlled newspapers in China was not previously examined. In view of the potential conflict between public health and the importance of local tobacco production to the Chinese economy, its government might have conflicting interests in coverage of the topic. However, previous research did not examine coverage of tobacco-related issues in government-controlled media. The purpose of this study is to examine the extent and nature of tobacco-related coverage in the *People's Daily*, a government-controlled newspaper. The need for this study is grounded in the importance of understanding to what degree this government-controlled newspaper advance the government's tobacco-related policies. Methods include quantitative content analysis of news published online.

Key Words: Health communication, China, media advocacy, tobacco-related coverage.

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Chapter 1

Introduction

Tobacco consumption, and in particular cigarettes smoking has long been a fatal factor that has influenced people's health adversely. Studies show that about half of all persistent cigarette smokers are eventually killed by tobacco (Liu, et al., 1998).

The 2010 Global Adult Tobacco Survey estimated that more than half of men and two percent of women, or approximately 300 million adults smoke in China, and more than 70% of Chinese nonsmokers are exposed to secondhand smoke. Though the World Health Organization (WHO) Framework Convention on Tobacco Control (FCTC) has been in force in China since 2006, there were no national laws prohibiting tobacco use in public settings until 2010 (Gao, Chapman, Sun, Fu, & Zheng, 2012). Further, scholars noted that only about 800 tobacco cessation clinics are available in the country, and limited information is available about their utilization or cessation outcomes (Gao, Chapman, Sun, Fu, & Zheng, 2012). Arguably, as a result of lack of information and clearly enforced public health policies, more and more people, especially adolescents, become smokers in China. Some 60% of smokers begin smoking between the ages of 15 and 20 years. The starting age in 1996 was 3 years younger than in 1984 (Cheng, 1999). With smoking initiation rates on the rise, smoking is increasingly a pressing public health problem (Cheng, 1999).

The extent and the ways in which Chinese newspapers cover tobacco had the potential to advance or hinder public health efforts of tobacco control. The "agenda setting" function of newspaper is well recognized (Durrant, Wakefield, McLeod, Clegg-Smith, & Chapman, 2003). Newspaper coverage frames issues in specific ways, and

influence not only what issues are presented to mass audience, but also how these are perceived, including what importance the public should attach to them (Durrant, Wakefield, McLeod, Clegg-Smith, & Chapman, 2003). Most of this research was conducted in developed countries such as the United States and the United Kingdoms, but newspaper coverage is a key in affecting public's perception of health-related issues in China as well (Liu, et al., 1998; Menashe & Siegel, 1998). Newspapers are crucial part of social environment, calling attention to certain issues by the amount and nature of their coverage (Caburnay , et al., 2003).

In China, although newspaper coverage about health-related issues remains low by international bench marks, newspapers serve as important sources of health information for the public (Gao et al., 2012; Peng & Tang, 2010). A survey of 1,000 randomly sampled residents of Beijing reported that 90% identified mass media as their source of health-related information, which is a much higher rate than other sources. Among those who chose mass media, 63% chose newspapers and magazines. Moreover, 50% of health-related behavior changes in Chinese individuals were attributed to mass media (Liu, Yao, Lin, Jia, & Zhang, 2003). Therefore, examining how Chinese newspapers cover the issue is essential in advancing the knowledge of tobacco control in China. Whereas previous studies examined coverage of tobacco-related issues in Chinese newspapers, no previous studies examined how government-controlled media covered this topic.

Previous research examined tobacco-related newspaper coverage in Chinese newspapers focused between 2000-2010 (Gao et al., 2012). The authors noted that tobacco-related issues have a lower coverage rate in China than in the U.S. and Australia

(Gao et al., 2012). The authors reported that in the examined time frame, coverage concentrated on World No Tobacco Day (Gao et al., 2012). However, in 2013, China's Center of Disease Control Center released a report about its efforts in smoking control. At the time of the release of the report, it also issued a ban on smoking in public spaces (China's Center of Disease Control, 2013). In view of this important event and policy change, it is important to examine government-controlled newspaper coverage about tobacco-related issues before and after this policy change.

In addition, framing of tobacco-related issues has proven to be dynamic, and to reflect, and arguably to shape, changing societal views on the topic (Menashe & Siegel, 1998). The evolving nature of framing provides further support to the importance of examining tobacco-related coverage in *People's Daily* in the past two years.

Finally, in contrast to democratic, Western countries, China has unique political economy, including its media environment. This unique environment has to be taken into account in research. In particular, having a government-controlled newspaper provides the government with the ability to directly affect content of media coverage. Hence, analysis of the *People's Daily* provides scholars with the knowledge of the policies and frames that the government is trying to advance in ways that are not possible in other countries with different political systems. However, past research did not examine this coverage.

The goal of this research is to bridge this gap in the literature by examining the extent and nature of tobacco-related coverage in the *People's Daily*.

1.1. Aims of study

This research has four aims. The first aim is to assess the extent and nature of newspaper coverage of tobacco-related health issues in People's Daily from 2012 to 2013. The second aim is to compare coverage before and after the no-smoking ban in the People's Daily. The third aim is to find out how tobacco-related health issues were framed in People's Daily in the examined time frame. The fourth aim of this study is to explore how the Chinese government communicates its policies and agenda through the coverage of tobacco-related issues in the People's Daily.

Chapter 2 provides the history and the status quo of tobacco, including tobacco consumption over the world and specifically in China and health problems that are brought about by tobacco consumption. Some important concepts in this thesis that will also be covered, include media advocacy, media effects on health issues and health-related coverage in Chinese newspaper. Additionally, the media environment and media content management in China will be introduced to give a broad background on Chinese newspapers. The chapter will go on to outline the theoretical framework used in this study, including agenda setting theory, framing and Four Theories of the Press. After explaining the inter-connections between these three theories, the research questions and hypotheses will be listed. Chapter 3 explains the methods that used in this study. Finally, findings of the research will be explained in Chapter 4 and discussion and conclusion will be made in Chapter 5.

Chapter 2

Literature Review

In the following sections, I will review previous research related to the following topics and terms: 1) the state of tobacco consumption in China from a global perspective; 2) health problems that are related to tobacco consumption worldwide and in China; 3) media advocacy and media effects, including their history, definition and position in this study; 4) introduction of the development of Chinese newspaper after 1949, as well as health-related coverage in Chinese newspaper; and 5) theoretical background, including agenda setting theory, framing theory, and Four Theories of the Press.

2.1 Tobacco productions and consumptions

2.1.1. Tobacco productions and consumptions worldwide

Tobacco has a long history. It comes from plants that are native to Americas around Peru and Ecuador, where it has been discovered since prehistoric times. It was brought back to Europe by early explorers where it was adopted by society and re-exported to the rest of the world as European colonization took place. During the development of tobacco, smoking tobacco in pipes of one sort or other gave way to handmade and then manufactured cigarettes, especially during the First World War (Musk & Klerk, 2003). As time goes on many types of tobacco consumption evolved, including traditional forms like betel quid, tobacco with lime and tobacco tooth powder and newer forms such as smokeless tobacco, chewing tobacco (Gupta & Ray, 2003). Since 1980s, levels of tobacco production worldwide rose continuously. Among those, tobacco production from developing countries made main contribution (Zheng & Qiu, 1997).

Tobacco plays a significant role in the economies of many developing countries (Barratt, et al., 2003), including China. These countries not only have high tobacco production, but also high tobacco consumption rates. According to Northoff (2004), the amount of tobacco production in 2000 were 6,138 tons, and the consumption amount were 6,769 tons (Northoff, 2004). Moreover, it is worth noting that China has 2,299 tons of tobacco production and 2,628 tons of tobacco consumption, which ranks 1st in both of the amount of tobacco production and consumption. While the second places are India and EU (15) respectively, in which India has tobacco production amount of 595 tons and EU has consumption amount of 724 tons.

2.1.2. Tobacco productions and consumptions in China

Tobacco was first imported into China in more than 400 years ago, between the end of 16th century and the beginning of 17th century. Now China has the largest production and consumption of tobacco in the world. It has witnessed a dramatic increase in tobacco consumption of tobacco consumption over the past two decades, with 35 million cartons of cigarettes being produced and 35 million sold annually (Zhang & Cai, 2003).

From the economic perspective, tobacco industry plays a significant role in supporting the national economy and people's lives. In China, an estimated more than 4 million Chinese households rely on tobacco for their livelihood, either as tobacco farmers, cigarette industry employees, or cigarette retailers. China's state-owned tobacco monopoly company produces over 1.7 trillion cigarettes annually, generating almost US\$2 billion profit and taxes in 2003, 7.4% of central government total revenue (Hu , et al., 2006).

With such large amount of tobacco production and consumption, more and more people are becoming smokers, which causes serious health related problems in society. However, it is unknown whether the role of tobacco in the Chinese economy impacts the ways in which government controlled media cover tobacco.

2.2. Health problems related to tobacco

According to World Health Organization's Report on Global Tobacco Epidemic (WHO, 2008), six out of eight leading causes of death in the world are related to tobacco use, as shown in figure 1 (WHO, 2008). Although tobacco deaths rarely make headlines, tobacco kills one person every six seconds. Tobacco kills a third to half of all people who use it, on average 15 years prematurely. In 2008, tobacco use causes 1 in 10 deaths among adults worldwide—more than five million people a year. By the year of 2030, unless urgent action is taken, tobacco's annual death toll will rise to more than eight million (Figure 2, WHO, 2008). If this trends continue unchecked, it is estimated that around 500 million people alive today will be killed by tobacco. During this twenty-first century, tobacco could kill up to one billion people. Most tobacco users will want to quit but will be unable to because of their dependence on a high addictive substance (WHO, 2008).

Cigarettes and other smoked tobacco products rapidly deliver the addictive drug nicotine to the brain immediately after the smokers inhale, which is about as efficiently as an intravenous injection with a syringe. The tobacco industry itself has referred to cigarette as a "nicotine delivery device". Because the effects of smoked tobacco last only a few minutes, smokers experience withdrawal symptoms unless they continue to smoke (WHO, 2008).

Meanwhile, smokers are not the only ones affected by tobacco. Second-hand smoke also has serious and often fatal health consequences. In the United States, Second hand smoke causes about 3,400 lung cancer death and 46,000 heart disease deaths a year. Second-hand smoke is responsible in the United States for an estimated 430 cases of sudden infant death syndrome, 24,500 low-birth-weight babies, 71,900 pre-term deliveries and 200,000 episodes of childhood asthma annually (WHO, 2008). Also, smokeless tobacco is also highly addictive and causes cancer of the head and neck, esophagus and pancreas, as well as many oral diseases. There is evidence that some forms of smokeless tobacco may also increase the risk of heart disease and low-birth-weight babies (WHO, 2008).

Tobacco is growing fastest in low-income countries, due to steady population growth coupled with tobacco industry marketing, leading to millions of people becoming fatally addicted each year. More than 80% of the world's tobacco-related deaths will occur in low and middle-income countries by 2030. Regions like South Asia and East Asia (China especially) are the most affected (WHO, 2008). As many as 100 million Chinese men currently under age 30 will die from tobacco use. In India, about a quarter of deaths among middle-aged men are caused by smoking. As the number of smokers in this group increases with population growth, so will the number of death. The shift of tobacco epidemic to the developing world will lead to unprecedented levels of disease and early death in countries where population growth and the potential for increased tobacco use are highest and where health-care information and services are least available.

In some parts of South Asia like Bihar and Maharashtra, smokeless tobacco use is more common than smoking. Since awareness of hazards of smokeless tobacco use is very low in rural population, although traditional values do not favor smoking by the young or by women, but there is no such taboo against using smokeless tobacco (Gupta&

TOBACCO USE IS A RISK FACTOR FOR SIX OF THE EIGHT LEADING CAUSES OF DEATH IN THE WORLD

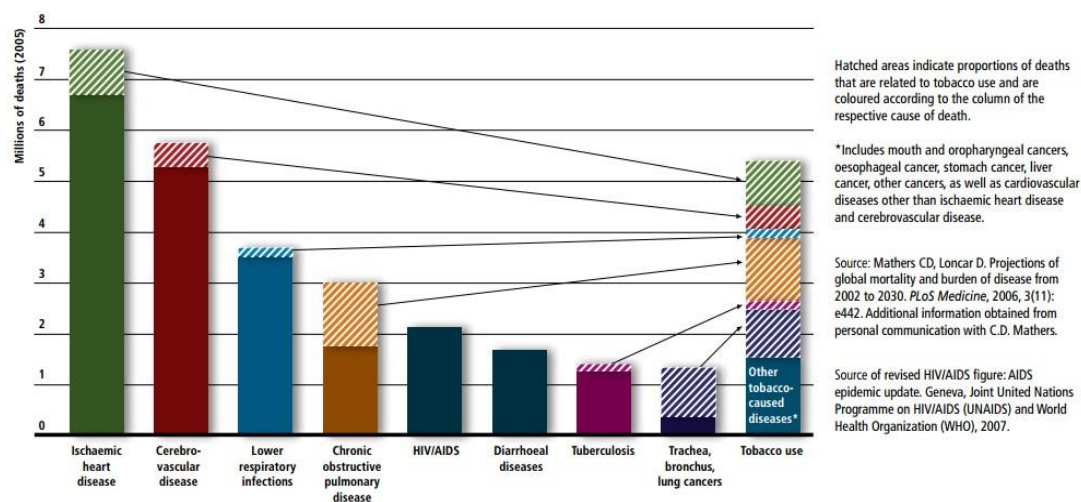
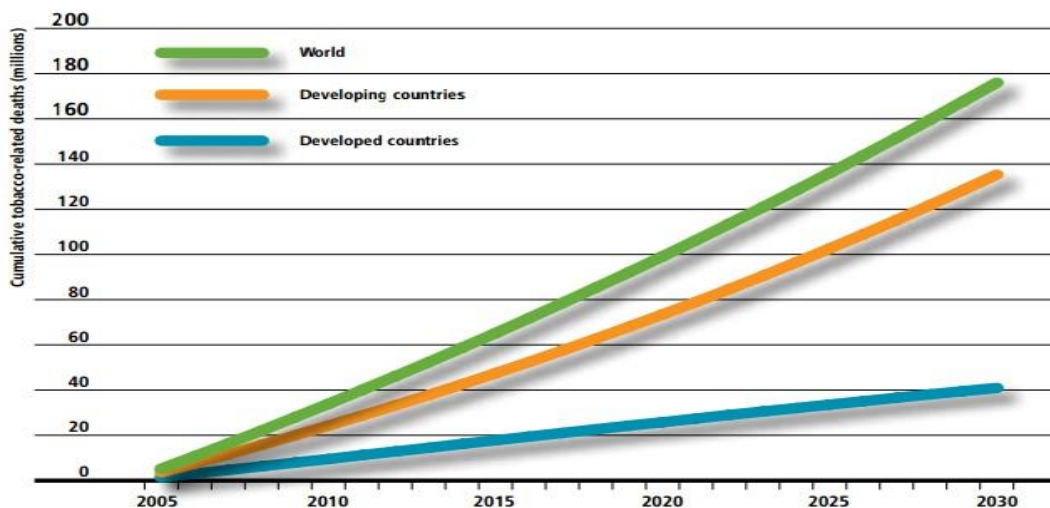


Figure 1 Tobacco use as a risk factor for six of the eight leading causes of the death in the world (WHO, 2008)

Ray, 2003).

TOBACCO WILL KILL OVER 175 MILLION PEOPLE WORLDWIDE BETWEEN NOW AND THE YEAR 2030

Cumulative tobacco-related deaths, 2005–2030



Source: Mathers CD, Loncar D. Projections of global mortality and burden of disease from 2002 to 2030. *PLoS Medicine*, 2006, 3(11):e442.

Figure 2 Cumulative tobacco-related deaths, 2005-2030 (WHO, 2008)

As the country with the largest tobacco production and consumption, China bears one of the highest tobacco burdens in the world (Huang, Zheng, & Emery, 2013). During 1980-1990, tobacco production and consumption increased by 10.3% and 7.2% per year, respectively (Zhang & Cai, 2003). At the meantime, China has the largest population of cigarette smokers as well, with 66.9% of males and 4.2% of females over the age of 15 years old. The 2010 Global Adult Tobacco Survey estimated that 53% of men and 2.4% of women, or approximately 300 million adults smoke in China, and more than 70% of Chinese nonsmokers are exposed to secondhand smoke.

Three of every five smokers begin smoking at the age of 15-20 years. The starting age in 1996 was 3 years younger than in 1984. Teenage smoking is increasing becoming

a problem in modern China (Cheng, 1999). There are at least 50 million of the children now living in China will be killed by smoking. Nearly every cigarette smoker began as a teenager. Very few people begin smoking after reaching adulthood (Bartecchi , macKenzie, & Schrier, 1998; Charlton & White , 1995). Various studies throughout the world report that the majority of smokers began smoking by the age of 19 years; in some cases the majority of smokers had adopted the habit by 12 years of age. Thus cigarette smoking is an addiction that begins in childhood and adolescence.

Smoking can cause various health problems. The top four causes of death in the U.S.-coronary artery disease, cancer, stroke and chronic lung disease- are cigarette-related (Kafalides, 1998). Smoking is a major cause of death in China, and the risks are similar to those seen in the U.S. and the U.K. Thus it was estimated that about half of the 320 million smokers in China will eventually die of smoking related diseases. It seems inevitable that China will witness a substantial increase in mortality following such an increase in smoking, which shows the average daily consumption of tobacco per person in China rose from one cigarette in 1952 to 10 cigarette in 1990, a rate similar to that of the U.S. 40 years earlier (Zhang & Cai, 2003). Based on current smoking rates, the predicted death attributed to smoking in China will rise to 3 million in 2050. If the current smoking pattern in China remains unchanged, 100 million men now under 30 years old will die from smoking related diseases (Liu, et al., 1998). The respiratory system is harmed most by tobacco smoke. Over two thirds of all deaths related to smoking in China are attributed to chronic obstructive pulmonary disease (COPD), lung cancer and pulmonary tuberculosis (Zhang & Cai, 2003). The morbidity of COPD alone in China is estimated at over 3%, or 25 million people, of whom 72% were smokers.

Lung cancer is another disease that can be caused by tobacco smoking. With the epidemic of tobacco consumption, the morbidity due to lung cancer has increased worldwide, including China (Zhang & Cai, 2003). According to the data from two large surveys in 1970s and 1990s, the modified mortality from lung cancer was 7.17 per 100,000 in 1970s, among which men 9.94 and women 4.59. And the mortality was 15.19 per 100,000 in 1990s, among which men 21.96 and women 8.74. The modified mortality rose by 111.85% in these two decades (men by 120.93% and women by 90.41%), and the mortality from all malignant tumors rose 11.56% during the same period. Therefore China's top priority is to educate people, especially the youth, against smoking as well as to reduce the overall number of new smokers. The media can make a big difference in educating people about tobacco-related health issues.

2.3. Media advocacy and media effects

The influence of news media on public opinion and public policy has been demonstrated in a wide range of studies (Durrant, Wakefield, McLeod, Clegg-Smith, & Chapman, 2003). For instance, Yang's research as to the way that drug use is portrayed in American newspapers demonstrated that changes in the public's perception of drugs as a major problem over time could be accounted for by the framing of drug as a "crisis" in the press (Yang, et al., 1999). According to the research of Brown and Walsh-Childers (2002), health effects of the mass media follow three dimensions: (a) level of influence (personal/public), (b) intention of the message producer (intended/unintended), and (c) outcome (positive/negative). In either personal or public level of media influence, both intended and unintended messages will have positive or negative outcomes.

Media coverage of tobacco-related issues can potentially shape individual beliefs, attitudes and behaviors about tobacco use. Recent studies of tobacco control policymaking in several countries have demonstrated that mass media plays an indispensable role in advocacy and support for legal reform pertaining to tobacco control (Gao, Chapman, Sun, Fu, & Zheng, 2012). The study of American stop smoking intervention study's (ASSIST) media advocacy strategies suggested that media advocacy efforts may have increased the coverage of tobacco control issues (Stillman, Cronin, Evans, & Ulasevich, 2001). There is an interesting finding in Pierce's (2001) study, which showed that the level of coverage of smoking and health issues in newspaper may play an important role in determining smoking cessation but not initiation (Pierce & Gilpin, 2001).

2.4. The media environment in China: the content management of media

In the first quarter of 2013, two high-profile events made the regulatory regime of Chinese media into the lens of both domestic and international analysts: the journalists from Southern Weekend, one of China's most prestigious newspapers, striking over the censorship of its news year editorial; and the merger of the general Administration of Press and Publication (GAPP) and the State Administration of Radio, Film and Television (SARFT) announced at the 12th Session of the National People's Congress. Zhao (2013) took the former as a "bottom-up response to the obsolete content control mechanism", and the latter as "a top-down endeavor to tackle the new problems raised by the media convergence". (Zhao, 2013) These two events led scholars and journalists to rethink about the media environment and content management of Chinese media.

China is well-known for its stringent regulations and everyday monitoring of media content. The state authorities govern the content industry through ownership control and the licensing system, which is empowered by law and regulation. Every content that is going to be published in the production market should be controlled by the state authorities. Individuals and entities outside the state's control will not be able to access the market, and externally originated content is under strict supervision (Zhao, 2013). The bottom line of media content management is to ensure that the publicized political content advocates the party-government line. It does not mean that the media cannot criticize the government but that they can never mobilize or organize collective actions without permission (Zhao, 2013).

The history of content management in China has quite a long history. The belief that the state had the rights and responsibilities to manage the ways its citizens think was firmly established in China and this legislation endeavors can be traced back to as early as the end of Qing Dynasty. The Communist has succeeded in bring more people into direct and close contact with the control government than ever before in the 1960s (Yu, 1964). Due to the economic reform and opening policy in late 1970s, the pivotal concern of content management from the control government has been to keep all modalities of media in line with party state regime without sacrificing economic interests (Zhao, 2013).

2.4.1. Departments of China's media content management

Briefly, China's media content management can be divided into two layers: 1) the macro-management from regulatory bodies both at the state and local level, and 2) local level and the self-regulation systems of each media unit (Zhao, 2013). The main regulatory bodies of media content are as follows:

First, The Central Propaganda Department of Communist Party of China (CPD), is the party's ideological department, CPD is responsible for guiding public opinions, coordinating the works of central news agencies including *People's Daily* and Xinhua News Agency, cooperating with Organization Department of CPC to supervise the leaders of Ministry of Culture, Chinese Academy of Social Sciences, the State Administration of Press, Publication, Radio, Film and Television (SAPPRFT) and supervising the works of lower level branches in provinces and municipalities. CPD is the competent authority for ideology management in all modalities of media, and its pivotal concern is to keep the media content in the line with party and central government, and therefore to stress the mouthpiece function of all kinds and all levels of media (Zhao, 2013).

Second, the State Administration of Press, Publication, Radio, Film and Television (SAPPRFT), is the new 'super' administration was born after the merger of State Administration of Press and Publication (SAPP) and SARFT, and is becoming the most crucial government agency for licensing and media content management. It is taking charge of promoting the growth of press, publications, radio, film and television sectors and supervising related agencies and their business (Zhao, 2013).

Third, the State Council Information Office (SCIO). With its staff of Internet regulators transferred to the State Internet Information Office (SIIO) in 2011, SCIO can keep SIIO operate under its jurisdiction. SIIO directs, coordinates and supervises online content management and processes administrative approvals of business related to online news reporting (online version of paper-based newspaper), investigating and punishing websites violating laws and regulations. SIIO has not superseded the other agencies but

coordinated with them so far, because a welter of ministries and other government offices already claiming jurisdiction over parts of the cyberspace being considered (Zhao, 2013).

Fourth, the Ministry of Public Security (MPS), is responsible for filtering and monitoring the Internet related to public security, especially the anti-government, ethnicity-related separatist activities and online pornography.

Other than the above-mentioned ministries and offices that are the primary departments related to media content management, the Ministry of Culture, the Ministry of Industry and Information Technology and State-owned Assets Supervision and Administration Commission all claim some authority of the content industry. At the same time, the means of management of many media products is vertically fragmented because of the administrative fragmentation of the Chinese authority since the early 1980s (Zhao, 2013).

2.4.2. Current situation of media content management in China

As to print media like newspaper in China, there are some fundamental processes and mechanisms of media content management for it (Zhao, 2013). The recently founded SAPPRFT and its local branches are the main watchdog organs of print media. At the meantime, considering its dominancy over ideological issues, the propaganda system of the Communist Party also has significant influences on newspaper and periodical content.

During the recent two decades, the number of newspapers published in China has increased tenfold while the readership has trebled (Li, 2008). Today, there are more than 1800 newspapers and 3900 magazines in print in Mainland China (Zhao, 2013).

Ownership and externally originated content are two issues of the print media that are of high concerns of the state authorities (Zhao, 2013). According to the 2001 Regulation on

Publication Administration, 2005 Regulations on Newspaper Publication and Regulations on Periodical Publication, all print media organizations should be state controlled.

Meanwhile, the Chinese government has never promised to open this market even during the negotiation process of WTO entry. In addition, every newspaper or magazine is required to obtain a serial number and a publication license from SAPP, the later verified annually (Zhao, 2013). As for international reports, newspaper and magazine can only quote from Xinhua News Agency and China News Agency. Caokao Xiaoxi (Reference News) operated by Xinhua News Agency and the Global Times run by the *People's Daily* are two exceptions (Zhao, 2013).

However, Chinese newspapers are still managing to find ways to break into the publication market which is so prosperous right now, though foreign media enterprise are constrained in Mainland China (Zhao, 2013). They are cooperating via varied means of cooperation with Chinese organizations. For instance, International Data group (IDG) was the first foreign media group to enter into Mainland China, which was in 180 and it established China's first IT newspaper (Zhao, 2013).

Regarding important topics, the newspapers in China are required to report their plans to the equivalent-level propaganda department and publication authority in advance, and under some circumstances these gatekeeper organs may censor the media content in an ex-ante reading manner. The strike of Southern Weekend (南方周末) was triggered by the alleged censorship from Guangdong Provincial Propaganda Department over the paper's new-year editorial, which was definitely an important topic (Zhao, 2013). The propaganda departments may give guidance for high-profile issues and set sensitive topics regularly. This kind of information is often passed down by internal

meetings and interpersonal communications, informally but enforcedly. Without any explicit-worded regulations, the rigidity of daily content management varies wildly, especially at the local level.

In the case of the *People's Daily* (Renmin Ribao), since it serves as the mouthpiece of the Central Committee of the Chinese Communist Party (CCP), the top decision-making body in China, and is controlled by the Propaganda Department of the Central Committee, editorial and commentaries in the *People's Daily* represent the viewpoints of the Chinese leadership. Thus the *People's Daily* is central to understanding the Chinese Propaganda state, as well as policies from central government (Wu, 1994).

2.5. Health-related coverage in Chinese newspaper

The influence of the newspaper on public opinion and public policy has been demonstrated in a wide range of studies (Durrant, Wakefield, McLeod, Clegg-Smith, & Chapman, 2003). For example, Fan's research as to the way that drug use is portrayed in American newspapers demonstrated that changes in the public's perception of drugs as a major problem over time could be accounted for by the framing of drugs as a "crisis" in the press (Yang, et al., 1999).

Newspaper coverage of tobacco-related issues is important, as it can potentially shape individual beliefs, attitudes and behaviors about tobacco use. Recent studies of tobacco control policymaking in several countries has demonstrated that mass media play an indispensable role in advocacy and support for legal reform pertaining to tobacco control (Gao, Chapman, Sun, Fu, & Zheng, 2012). The study of American stop smoking intervention study's (ASSIST) media advocacy strategies suggested that media advocacy efforts may have increased the coverage of tobacco control issues (Stillman, Cronin,

Evans, & Ulasevich, 2001). There is an interesting finding in Pierce's (2001) study, which showed that the level of coverage of smoking and health issues in the news media may play an important role in determining smoking cessation, but not initiation (Pierce & Gilpin, 2001).

Previous studies examined tobacco-related coverage in Chinese newspapers and documented its impact. Huang (2013) demonstrated that the announcement and adoption of the indoor public place smoking in China generated significant increases in news coverage on smoking bans. There was a strong positive correlation between the media coverage of smoking bans and the volume of "Smoking Ban(s)" and "Quit Smoking" related search queries (Huang, Zheng, & Emery, 2013). It shows that public agenda can effect media agenda to a significant degree and highlights the importance of a comprehensive approach to tobacco control in China.

Peng and Tang (2010) looked into health content that covered in Chinese newspapers, finding that some diseases and risk factors were underreported as compared with their actual morbidity and mortality rates in china and most of the health contents in newspaper were framed in a non-negative frame (Peng & Tang, 2010). They also noticed that causes and preventions of diseases were mostly likely to be attributed to the individual than to the society (Peng & Tang, 2010). Their study provided a broad picture of health information available to the public in Chinese newspapers.

Regarding the growing tendency of coverage of tobacco control in China, Gao's (2012) research group found that tobacco control news coverage, though was given increasing attention by Chinese newspaper during the first decade of the 21st century, remains lower than the USA and Australia, and largest amount of coverage concentrated

on the World No Tobacco Day. They picked 1,149 articles from the Database of Chinese Important Newspapers and content analyzed for the period Jan 1, 2000 to Dec 31, 2010. The changing patterns of tobacco control topic, article type, viewpoint, and article origin and their relationship were analyzed in this study. Additionally, they found that several developments were associated with the observe increase in news coverage, including the Chinese Government signed the WHO Framework Convention on Tobacco Control in 2003 and the Standing Committee of the National People's Congress ratified it in 2005; the 2008 Beijing smoke free Olympics; the Notice on Adjusting Consumption Tax of Tobacco Products came into force on May 1st, 2009; and the smoke-free World Expo was held in Shanghai in 2010 (Gao, Chapman , Sun, Fu, & Zheng, 2012). These were all crucial event that stimulated provincial and city governments to pass local bans prohibiting smoking in public settings, which could attract news attention (Gao, Chapman , Sun, Fu, & Zheng, 2012).

However, previous studies did not examine tobacco-related news coverage after 2010. In 2013, China's Center for Disease Control released the smoking control report that called for ban of smoking in public. This important policy might have affected newspaper coverage, but to date was not conducted. Examination of coverage of this policy change are important in understanding the role of the media in tobacco-related control in China. Further, previous studies did not examine the role of government-controlled newspapers in tobacco-related coverage. Zhang and Fleming (2005) examined the characteristics of newspaper reports on SARS issues under censorship of Chinese government. The results of their study show that Chinese Party-government was effective in controlling what to print and how to cover SARS through issuing top-down directives

or circulars. Such control might be exercised in the case of tobacco coverage, but it is unknown in what ways the government is attempting to portray tobacco related issues in its newspaper.

2.6. Theoretical perspectives

2.6.1. Agenda-setting theory

Agenda setting theory shows the power of mass media and their ubiquitous effects on public opinion (Miller, 2004). Cohen (1963), in his study of foreign policy, noted that the printed media

may not successfully much of the time in telling people what to think, but it is stunningly successful in telling its readers what to think about. And it follows from this that the world looks different to different people, depending not only on their personal interests, but also on the map that is drawn for them by the writers, editors and publishers of the papers they read. (P. 13)

In 1972, Max McCombs and Donald Shaw conducted a study in Chapel Hill, North Carolina to investigate the agenda-setting capacity of the mass media in the 1968 presidential campaign (McCombs & Shaw, 1972). Trying to match what Chapel Hill voters *said* were key issues of the campaign with the *actual content* of the mass media during the campaign, they completed 100 interviews within a month (Between September 18th and October 6th). In this research, McCombs and Shaw found that although the power of the mass media is not proved by the correlations from the study, the evidence is in accordance with the “conditions that must exist if agenda-setting by the mass media does occur” (McCombs & Shaw, *The Agenda-Setting Function of Mass Media*, 1972).

Agenda setting theory has broad and narrow definitions (Miller, 2004). The broad definition of agenda setting theory involves the consideration of three related agendas: the media agenda, the public agenda and the policy agenda (McCombs & Masek-Walters,

1976). With each of these agendas, there are topics that are considered important: media agenda is the set of topics addressed by media sources such as newspapers, television or radio; public agenda is the set of topics that members of the public believe is important; and the policy agenda are issues that decision makers, legislators and those who influence the legislative process, believe are particularly salient. These three agenda might share some commonalities (McCombs M. , 1978).

On the other hand, there are more constricted definitions. Zhu & Blood (1997) proposed that “agenda setting is the process where by the news media lead the public in assigning relative importance to various public issues. (P.89)”. There are internal interactively influence among these three agendas. The topics that are given a high level of coverage in media agenda are the same topics that people believe are important issue of the day.

As a behavioral process, agenda-setting is the transfer of saliences from one communicator to another. In its original formulation agenda-setting was concerned with the transfer to issue saliences from a mass medium to individuals in the audience. The saliences of the press are its professional evaluations of what are the most important topics of the day (McCombs M. , 1978). In a larger perspective, the concept of agenda setting is transferable to so many communication situations because it is closely related with the very essence of the news and journalistic function played by mass communication (McCombs M. , 1978).

Agenda setting theory can be used as a strategy for tobacco news coverage. The advantage of using agenda setting theory in media advocacy as a strategy for tobacco control is that news coverage of tobacco issues is not only free, but continuous (Durrant,

Wakefield, McLeod, Clegg-Smith, & Chapman, 2003). Thus, this theory is well-fitted for the study of *People's Daily's* news coverage of tobacco related issues.

2.6.2. Framing Theory

Framing theory is in fact the second stage of agenda setting theory (McCombs, Shaw, & Weaver, 1997). It is a process through which the media emphasize some aspects of reality and downplay others in the context of agenda setting (Miller, 2004). That is instead of telling people what to think, framing is used as a tool for achieving the goal of telling people what to think about. It highlights the topics that the media wants people to know the most. According to Scheufele, it is an extension of agenda setting (Scheufele, 1999). Entman (1993) noted in his article about his understanding of framing:

The idea of “framing” offers a case study of just the kind of scattered conceptualization I have identified. Despite its omnipresence across the social sciences and humanities, nowhere is there a general statement of framing theory that shows exactly how frames become embedded within and make themselves manifest in a text, or how framing influences thinking. Analysis of this concept suggests how the discipline of communication might contribute something unique: synthesizing a key concept's disparate uses, showing how they invariably involve communication, and constructing a coherent theory from them.

Frames affect attitude and behaviors of their audience (Chong & Druckman, 2007). Communication is a dynamic process that involves framing-building and framing-setting. The former means how frames emerge and the latter means the interplay between media frames and audience predispositions (Vreese, 2005). These two stages can be presented in an integrated model of framing as shown in figure 1. Before read by the public, during

the framing process, news can be affected by internal factors like editorial policies and news values of the editors, and some external factors such as the importance of the events. News framing can have its effects after exposed to the readers. Those effects includes: information processing effects, attitudinal effects and behavioral effects (Vreese, 2005).

2.6.3. Tobacco Industry Framing

Previous research documented that the tobacco industry has been successful in advancing their message in the U.S. because of the extent to which the core values of its messages were consistent with American thinking. As the tobacco industry has correctly calculated, the individual liberties argument is seductive when framed as unfair restrictions on private social behavior, even in the presence of compelling scientific evidence on the adverse health effects of smoking (Jacobson , Wasserman , & Raube, 1993).

Menashe and Siegel analyzed newspaper coverage of tobacco issues in the United States from 1985-1996. They pointed out that studying the way in which the tobacco issue has been framed in the mass media “may provide important clues as to why public health efforts to overcome the tobacco industry’s influence on public policy and on tobacco use have not been entirely successful” (Menashe & Siegel, 1998, P. 307). They analyzed the predominant framing tactics used by the tobacco industry and by tobacco control advocates for the last 11 years by reviewing 179 front-page articles from the New York Times and the Washington Post during this period. They summarized the dominant frames most frequently used by the tobacco industry and its allies, and dominant frames used most frequently by tobacco control advocates. Among those, the dominant frames

used by tobacco industry include positive economic force, mortality/hostility/prohibition, free speech/legal product, just doing business, big government/civil liberties and accommodation; the dominant frames used most frequently by tobacco control advocates include deceit/manipulation, nonsmokers' rights, kids and killer (Menashe & Siegel, 1998). The tobacco industry and its allies used are mostly macroscopic and supportive toward tobacco and smoking, while tobacco control advocates used frames that are most negative toward tobacco and smoking. For instance, when the topics are framed about kids, the conveyed message is that the tobacco industry is targeting kids as potential smokers and that our society must help keep kids from smoking; when it comes to killers, the message is that tobacco kills and that we must therefore work toward a smoke-free society (Menashe & Siegel, 1998). The followings are dominant frames most frequently used by the tobacco industry and its allies and by tobacco control advocates in Menashe and Siegel's article:

Tobacco industry

- 1) Positive economic force. The message is that Americans benefit from tobacco money, which boosts the economy and provides thousands of jobs to the public.
- 2) Mortality/hostility/prohibition. The message is that antismoking advocates are zealots who are memorizing and hostile toward smokers and whose real motive is to prohibit tobacco entirely.
- 3) Free speech/legal product. The message is that tobacco is still legal product, so the companies are free to advertise the product.

- 4) Just doing business. The message is that the tobacco companies are simply doing business, doing what they are legally entitled to do as companies under the American free enterprise system.
- 5) Big government/civil liberties. The message is that big government is interfering with personal lifestyle decisions and civil liberties.
- 6) Accommodation. The message is that we must accommodate all persons, smokers and nonsmokers alike.

Tobacco control advocates

- 1) Deceit/manipulation. The message is that the tobacco industry is deceptive in its advertising and public relations, manipulating people to smoke and convincing people that tobacco is not as harmful as health advocates suggest.
- 2) Nonsmokers' rights. The message is that environmental tobacco smoke is a significant health hazard to nonsmokers, and the public, especially children, has the right to be protected from environmental tobacco at work and in public places.
- 3) Kids. The message is that the tobacco industry is targeting kids as potential smokers and that our society must help keep kids from smoking.
- 4) Killer. The message is that tobacco kills and that we must therefore work toward a smoker-free society.

Whereas this framing strategies were reported in the U.S. coverage, in China, the different political structures and cultural beliefs might influence tobacco coverage in different ways, especially in government controlled media. As tobacco is an important

direct source of income to the government which operates the tobacco business (Barratt, et al., 2003), it might be hard for the government to balance the profit from tobacco with public health interests. Therefore, the newspaper coverage on tobacco-related issues in China would have various frames trying to balance profit from tobacco and tobacco control. To understand the specific environment of tobacco-related coverage in government-controlled *People's Daily*, specific theories should be explored.

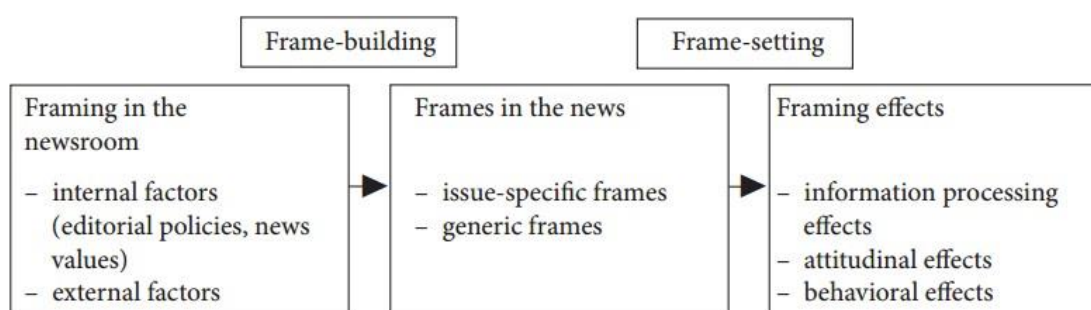


Figure 3. *An integrated process model of framing (Vreese, 2005)*

2.6.4. Four Theories of the Press

Much work has been done on categorization of nation-based press systems in the last 40 years using the Four Theories of the Press (Ostini & Fung, 2002). The Four Theories are a linear combination of two analytical sub-dimensions based on state systems: authoritarian and libertarian (Ostini & Fung, 2002). In 1956, Seibert referred to the authoritarian dimension as the original prototype and most pervasive of all dimensions (Ostini & Fung, 2002). This dimension continues to influence press practices even when a government may officially subscribe to other systems, according to Siebert. This assumes that the state has a fundamental interest in maintenance and stability of the

power structure in its favor. Based on two different state systems, libertarian theory is held to be the ideal form in which the prime function of society is to advance the interests of its individual members, while the Soviet Communist model is seen as an extreme application of authoritarian ideas, in which the media are totally subordinated to the interests and functions of the state.

The old models of the Four Theories of the Press have some limitations. The fundamental problem with many of the media model is the prescription that the authors attempt to impose on current systems. They try to prescribe rather than describe social phenomena by using an empirical basis for inquiry. Moreover, the assumption that an evolutionary mode of development in which press systems would move from Communism to authoritarianism to liberalism and on to social responsibility has been proven false. This one-way, linear and ethnocentric epistemology undermines the basis of the model (Ostini & Fung, 2002). Ostini and Fung develop a new model and this model has been tested to fit media in the new century (Ostini & Fung, 2002). In this new model, it determined the characteristics of media in countries by using a state system x individual journalistic value. Figure 4 demonstrate the model (Ostini & Fung, 2002).

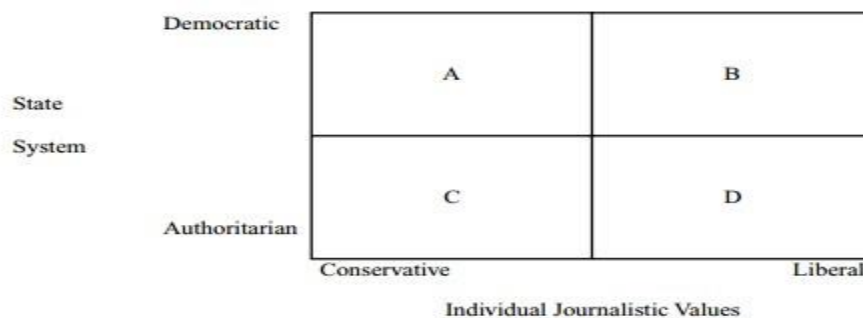


Figure 4 State system x Individual journalistic value model (Ostini & Fung, 2002)

While strains of political ideology and tradition remain intact, China's current market-oriented economy has resulted in a complex media system where tensions exist between political demands and economic needs. Governmental control mechanisms co-exist with ever-increasing commercial incentives. Still under the watchful eyes of the government, the Chinese newspaper are increasingly adopting Western news values and practices in order to sustain operations or to flourish in China's authoritarian market economy. This raises a very interesting phenomenon for us to investigate: how do newspapers in China try to satisfy individuals as customers and play the role of the government's mouthpiece at the same time? In this research, the Four Theories of the Press will be applied to explain the national classification of newspaper in today's China.

2.7. China's People's Daily

The *People's Daily* is a daily newspaper in the People's Republic of China. The paper is part of the Central Committee of the Communist Party of China (CPC), published worldwide with a circulation of 3 to 4 million. In addition to its main Chinese-language edition, it has editions in English, Japanese, French, Spanish, Russian, Arabic and Korean. Similar to Pravda's relationship with the Soviet Union, the newspaper provides direct information on the policies and viewpoints of the Party. It claims itself to be elected by UNESCO "one of the 10 most authoritative and most influential newspapers of the world" (The *People's Daily*, 2014).

The *People's Daily* was established on June 15th, 1946 and was published in Pingshan, Hebei, until its offices were moved to Beijing in March 1949. Ever since the founding, the *People's Daily* has been under direct control of the Party's top leadership. Deng Tuo and Wu Lengxi served as editor-in-chief from 1948-1958 and 1958-1966,

respectively, but the paper was in fact controlled by Mao's personal secretary Hu Qiaomu (The People's Daily, 2014).

During the Cultural Revolution, the *People's Daily* was one of the few sources of information from which either foreigners or Chinese could figure out what the Chinese government was doing. During this period an editorial in the *People's Daily* would be considered an authoritative statement of government policy and was studied nationwide (The People's Daily, 2014).

Newspaper articles in the *People's Daily* are often not read for content so much as placement. A large number of articles devoted to a political figure or idea is often taken as a sign that the mentioned official is rising.

Editorial in the *People's Daily* are also regarded both by foreign observers and Chinese readers as authoritative statements of government policy. Distinction is made between editorials, commentaries, and opinions. Although all must be government approved, they differ sharply on the amount of official authoritativeness they contain. For example, although an opinion piece is unlikely to contain views that are opposed to those of the government, it may express a viewpoint, or it may contain a debate that is still under consideration and may reflect the opinions of the writer. By contrast, an official editorial, which is rather infrequent, means that the government has reached a final decision on an issue.

The internet new portal of the *People's Daily* includes pages in Arabic, French, Russian, Spanish, Japanese and English. In comparison to the original Chinese version, the foreign language version offer less in-depth discussion of domestic policies and

affairs and more editorial about China's foreign policies and motives (The People's Daily, 2014).

Due to *People's Daily's* widely influence among Chinese people, many scholars chose *People's Daily* as the sample source in their media study. For instance, Junling Gao (2012) chose to study the Database of Chinese important newspapers to examine the growth in newspaper coverage of tobacco control in China, including the articles from the *People's Daily*; Wu's (1994) study about the politics of editorial formulation in the *People's Daily* chose the commentaries from the *People's Daily* as the research samples. Additionally, since the English version of *People's Daily* is not directly translated from Chinese version, which can provide with a comparison in this study. Last but not the least, another reason that *People's Daily* was chosen for this study is that it has online digital archives which includes the newspapers from 1946-2014 that are accessible from worldwide. Thus it will be more convenient for collecting data from *People's Daily*.

2.8. Research questions and hypotheses

This research sought to answer the following questions:

RQ1: What tobacco-related topics were covered in the *People's Daily* in 2012 and 2013?

RQ2: What was the framing for these tobacco-related topics in the articles in *People's Daily* (focusing on positive benefits or negative costs and consequence)?

Since the policy agenda can affect the media agenda, I am interested in examining the difference between the coverage around World No Tobacco Day when the national smoking report was released and the coverage in other time of the year. So I have:

RQ3: What are the differences between the tobacco-related coverage around World No Tobacco Day, the day when the national smoking report was released, and coverage at other time of the year?

RQ4: What is the overall slant of these tobacco-related articles toward tobacco control issues in the *People's Daily* in 2012 and 2013?

I assume that the Chinese government would negotiate its opposing interest regarding tobacco by promoting the public health without sacrificing the financial benefits of the tobacco industry, the newspaper coverage on tobacco-related issues may have certain slants; China's strict government controlled censorship might lead to more tobacco-related coverage when a policy change occurs, and the overall tone of tobacco-related issues might be positive. According to Gao et al.'s findings, we assume that during the World No Smoking Day, there will be more tobacco-related coverage than usual, as well as during the time when there is a new policy being released.

Thus, this research sought to test the following hypotheses:

H1: Framing for tobacco-related topics will include positive frame of the tobacco industry in China.

H2: Framing for tobacco-related topics will be negative toward tobacco smoking issues.

H3: Framing for tobacco-related topics will be positive toward tobacco control in China.

H4: In a government controlled newspaper, reports on tobacco-related issue are more policy-oriented than event oriented.

H5: Tobacco-related coverage will concentrate around World No Tobacco Day.

H6: Tobacco-related coverage will concentrate around the time then a new policy about tobacco or smoking regulation is released.

Chapter 3

Methodology

In this chapter, the methods used in this study will be explained. This research applied content analysis to the online digital archives of *People's Daily*. In the following section, study design, detailed description of data collection, coding process and analyzing methods will be explained.

3.1. Study Design

This study conducted a census of *People's Daily* coverage of tobacco-related issues between January 2012 and December 31, 2013. *People's Daily* was selected as the source for sampling articles in order to better understand government's role in coverage of tobacco in its controlled newspaper and in view of its prominence and reach (The People's Daily, 2014). Content analysis was used as the method of collecting and analyzing data. After sampling articles from the online digital archives of *People's Daily*, these articles were coded and categorized, then all data were typed into SPSS. The statistical data were processed by descriptive data analysis, and Chi-square test were used to test differences of reports on tobacco-related issues in different months.

3.2. Census

The articles that were studied in this research are all from the online digital archive of *People's Daily*. A multistage sampling method was used. At the first stage of sampling, articles with tobacco-related topics were selected. Key words such as “xiyan吸烟” (smoking) OR “xiangyan香烟” (cigarettes), “yancao烟草” (tobacco), “kongyan控烟” (tobacco control), “wuyan无烟” (tobacco free), “jinyan禁烟” (tobacco prohibition) with Chinese and English expansion was used to search the online archives database.

This method was previously described by Gao et al. (2012). Following this strategy, to be further considered as “tobacco-related issues,” one article should be at least five lines long and contain at least one full paragraph focusing on tobacco and at least on other mention of tobacco, which will provide enough information for coders to determine the central idea of the article (Durrant, Wakefield, McLeod, Clegg-Smith, & Chapman, 2003). At the second stage of sampling, only articles that were published during from January 1, 2012 to January 1, 2014 were considered. Previous studies have not investigated the coverage of tobacco-related issues in 2013, and the Center for Disease Control in China published a report of smoking control on May 31, 2013, calling on the government and the public to ban advertisements, promotion and sponsored programs for tobacco. It is expected that there will be textual differences before and after the report was released. Moreover, this time period includes World No Smoking Day, when the concentration of coverage about tobacco-related issues may have increased, thus providing a larger sample of articles for analysis (Gao, Chapman, Sun, Fu, & Zheng, 2012).

3.3. Research units

The unit of analysis is an individual article on tobacco-related issues. Tobacco-related articles include many types of stories in the newspaper such as:

- 1) News: Factual accounts of issues and events;
- 2) Editorial: Columns stating opinions of the newspaper on various issues;
- 3) Letter: Usually the opinion of a member of the public;
- 4) Column or opinion editorial: Comment with a strong opinion by an individual;
- 5) Image with stories: a photo or image that often has a descriptive caption;

- 6) Information: About specific programs, includes health columns;
- 7) Question and answer: Questions from public people to people who give advice;
- 8) Other: Any news articles that does not fit above categories.

3.4. Coding

The coding system in this research was based on the framework developed by Smith, et al. (2002). I examined the contents and frames of the articles. Contents and slants were coded as binary data—if the article's content matches the items and descriptions of the code sheet and code book, it was counted as 1; otherwise it was counted as 0. There were two coders in this study—one is the author, the other is a graduate student that is not majoring in communication and was trained as the second coder. To test the inter-coder reliability in this study, 50 articles will be coded by both coders and Krippendorff's alpha will be calculated for each variable.

Content was assessed in term of 13 tobacco related topics:

- 1) Health effects of smoking: Negative health effects of tobacco use, health benefits related to quitting, etc. Look for references to cancer, heart disease, emphysema, etc.
- 2) Secondhand smoke and related smoke-free policies: Articles related to second hand smoke, as well as the legislative action relating to these issues (e.g., smoking restrictions in public areas, etc.).
- 3) Tobacco consumption: Tobacco consumption trends (i.e., smoking has gone up or down), number of cigarettes smoked per day, types of people who smoke.

- 4) Tobacco advertising, promotion and sponsorship: The use of advertising, promotional activity and sponsorship on the part of tobacco companies; bans/restrictions on such advertising would also be include here.
- 5) Economics: Monetary costs of smoking and tobacco use, to both individuals and society as a whole. Does not include price of the tobacco crop.
- 6) Farming and trade: Tobacco as a crop, not as a consumable product. Tobacco farming and trade in tobacco.
- 7) Product & regulation (not addiction): Physical components of tobacco products (e.g., tar, nicotine, ammonia) and the regulation of these components.
- 8) Addiction: Addictiveness of cigarettes/nicotine, the nature of addiction and addicted people. Includes both physical and social aspects of addiction.
- 9) Youth Access and PPU (Purchase, possession and use): Accessibility of tobacco to youths, the criminalization of youth access, restrictions on purchase and sale of tobacco products.
- 10) Education, prevention and cessation programs, products & campaigns: all articles relating to efforts to prevent or stop smoking. National and local campaigns, individual attempts to quit. Includes products such as nicotine gum and patches.
- 11) Unintended smoking damage: accidental effects of tobacco use such as fires, litter, accidents; environmental problems such as air pollutions, water pollutions, etc.
- 12) Tobacco industry/companies: Articles in which the subject is either a specific tobacco manufacturer (e.g., Septwolves, Zhonghua, Panda) or tobacco industry.

- 13) Government policies: reports and regulation from the Chinese government.
- 14) Tobacco and technologies: Technologies that are related to tobacco farming, smoking cessation and so on.
- 15) Other: Articles that do not match any other topics. Will include topics that the group has not addressed before. This topic will likely be used infrequently.

The slant variables that were examined in this research were event slant and opinion slant. Stories with event slant are about newsworthy events or items relevant to tobacco issues being covered in the article. For example, on the World No Tobacco Day on May 31st, different provinces in China all have campaigns on promoting knowledge about the harmfulness of smoking. The event slant of each article were coded as either: 1) positive for tobacco control; 2) Negative for tobacco control; 3) mixed impact on tobacco control; or 4) no impact on tobacco control. Opinion slant is about the dominant view or opinion being put forth by the author, usually marked with words such as “As the author thinks (笔者认为)”, “to the author’s knowledge (据笔者所知)”. Opinion Slant mainly appear on comments or columns or letters to the editors, which were coded as either: 1) positive for tobacco control; 2) negative for tobacco control; 3) mixed impact on tobacco control; or 4) no impact for tobacco control.

This study examined how the *People’s Daily* of tobacco-related frames tobacco-related issues as well. These frames will be operationalized using the 14 tobacco control framed that were developed by Smith’s research team (2002):

- 1) Government keep out: Prioritization of individual rights, the land of the free;
- 2) Tobacco as legitimate business: tobacco is no different to any other business, legal product, corporate freedom;

- 3) Smoking portrayed as an acceptable behavior: Smoking isn't that bad, smoking is an acceptable vice, smoking is beneficial;
- 4) Tobacco portrayed as the Underdog: Tobacco industry and smokers are 'whipping boys', David vs. Goliath;
- 5) System cynicism: regulation will never work, lawsuit fatigue, health Nazis, carpet baggers;
- 6) Youth portrayed as vulnerable: Young people are an "at risk" population;
- 7) Tobacco portrayed as a dinosaur: The fight has been won, the tobacco industry is dying, post-tobacco era
- 8) Greedy government: State uses the tobacco industry for revenue, bleeding the tobacco industry dry;
- 9) Smokers portrayed as acting on free will: People are responsible for their own actions, nobody made them smoke;
- 10) Smoking portrayed as a societal problem: Society needs to do something about smoking, solutions should be collective;
- 11) Formal intervention portrayed as appropriate: People need to be protected and only formal laws and regulation will work;
- 12) Smoking portrayed as socially unacceptable: Smokers are weak, irresponsible or putting others at risk. Smoking is unattractive.
- 13) Smoking portrayed as risky: Smokers take risks, smoking kills, smoking is physically damaging;
- 14) Negative portrayal of the tobacco industry: Big Tobacco is ruthless and greedy, killer product, customers are victims.

15) Other: Articles that do not use any of the above frames. (P. 27)

3.5. Statistical tests used in this research

Descriptive analysis was used in this study to measure the mean, standard deviation and total number of different topics coded from the chosen article. Chi-square test was used to test Hypotheses 5 that expected to find differences between groups of independent variables on a continuous dependent variable. All statistical analysis was performed with SPSS. Tests that were used in this study were:

- 1) Descriptive analysis: Total number, mean, standard deviation, range for newspaper articles and all the topics and frames in this study.
- 2) Chi-square: to test hypotheses that expect to find difference between news articles that published around World No Tobacco Day and those that were published in other times of the year. So the dependent variable is the number of topics, frames and slant that are present before and after World No Tobacco Day in 2013 and independent variables will be the time, which will be examined in two groups: group one is before the World No Tobacco Day in 2013 and group two is after.
- 3) Krippendorff's alpha coefficient: a statistical measure of the agreement achieved when two or more researchers code a set of units of analysis in terms of the values of a variable (Hayes & Krippendorff, 2007).

Chapter 4

Results

Chapter 4 presents the results of this study. The goal of this study is to examine the extent and nature of tobacco-related coverage in the *People's Daily*. The findings explain 1) the topics of the tobacco-related reports of *People's Daily* in the year of 2012 and 2013, 2) how the tobacco-related issues were framed in a *People's Daily* in last two years, 3) how Chinese government communicate its policy and agenda via a major Chinese Newspaper. There are four sections in this chapter.

The first section, pre-analysis preparation, includes 1) the independent variables and dependent variables generated from the coding sheet that was used in this study, 2) the testing of inter-coder reliability using Krippendorff's alphas, 3) statistical tests used to answer the research questions and hypotheses and the statistical logic behind them.

The second section presents the general information of this study, including the date when the articles were published, size of the article, whether the article was on front page, whether the article was tobacco focused or not, whether the articles have images, and the type of the articles will be listed.

The third part presents the analysis on the first and second research question, "What tobacco related topics were covered in the *People's Daily* in last two years?" and "What was the framing for these tobacco-related topics in the articles in *People's Daily* in last two years?" In order to answer this question, descriptive statistical tests were employed to calculate the descriptive data about the sample that has been collected. Then three hypotheses regarding the framing of those tobacco-related articles were tested. These

three hypotheses examine whether the framing of tobacco-related articles will be positive or negative toward tobacco industry, tobacco smoking and tobacco control in China.

H1: Framing for tobacco-related topics will be positive toward the tobacco industry in China.

H2: Framing for tobacco-related topics will be negative toward tobacco smoking issues.

H3: Framing for tobacco-related topics will be positive toward tobacco control in China.

The fourth section presents the analysis regarding the third and fourth research question, “What are the differences of between the amount of tobacco-related coverage around World No Tobacco Day, the day when national smoking report was released, and coverage at other times of the year?” and “What is the overall slant of these tobacco-related articles toward tobacco control issues in the *People’s Daily* in 2012 and 2013?”. Three hypotheses were developed to further investigate the research question. The first one intends to see how policies and events affects the reports of a government newspaper differently, and the second one and the third one examine whether the reports of tobacco-related issues still follow the tendency that was found by Gao et al. (2012).

H4: In a government controlled newspaper, reports on tobacco-related issues are more policy-oriented than event-oriented.

H5: Tobacco-related coverage will concentrated around World No Tobacco Day.

H6: tobacco-related coverage will concentrated around the time when a new policy about tobacco or smoking regulation is released.

4.1. Pre-analysis preparation

4.1.1. Dependent variables and independent variables

In this study, three types of variables are used in the coding sheet: descriptive variables, content variables and slant variables. Descriptive variables includes whether the articles are on the front page, image, whether they are tobacco focused, whether they are about the tobacco industry, size of the article, and data on when the article was published. Article type is also taken as a descriptive variable, including hard news, editorial, letter, column, image, information, Q & A, and other. Among content variables I sought to examine article topics and article frames. Slant variables include event slant and opinion slant, which has been categorized into four aspects regarding their impact on tobacco control in China: positive for tobacco control, negative for tobacco control, mixed impact and no impact on tobacco control.

When comparing the difference between the reports of tobacco-related issues before and after the World No Smoking Day, the published date of each article serves as the independent variable and the number of tobacco-related articles is the dependent variable. Statistical tests was conducted using these two variables.

4.1.2. Krippendorff's alpha

In order to test the inter-coder reliability, after both coders finished coding 50 articles that were selected from the sample of 83, all the coding sheets was collected and the coding results were input into SPSS. Besides Krippendorff's alpha, the percentage of agreement on each item between two coders and the percentage of the articles that have the items were also calculated. The result of Krippendorff's alpha, percentage of

agreement on each item and the percentage of the articles that have each item are described in Table 1.

Table 1

Krippendorff's Alpha for coding items

Items on the coding sheet	Krippendorff's alpha	Percentage of Agreement on each item	Percentage of the articles that have the items
Event Slant	0.79	86%	N/A
Opinion Slant	0.84	96%	N/A
Frame 1. Government Keep out	0	98%	1.2%
Frame 2. Tobacco as legitimate business	0	98%	2.4%
Frame 3. Smoking control is the responsibility of the government	0.55	82%	22.9%
Frame 4. Tobacco portrayed as the underdog	-0.21	94%	0%

Frame 5. System cynicism	0.61	90%	14.5%
Frame 6. Youth portrayed as vulnerable	0.77	92%	14.5%
Frame 7. Tobacco portrayed as dinosaur (dying)	0	98%	2.4%
Frame 8. Government's tax source	0.65	96%	2.4%
Frame 9. Smokers portrayed as acting on free will	-0.08	84%	1.2%
Frame 10. Smoking portrayed as a societal problem	0.01	52%	62.7%
Frame 11. Formal intervention portrayed as appropriated	0.71	92%	24.1%

Frame 12. Smoking	0.65	96%	4.8%
portrayed as socially unacceptable			
Frame 13. Smoking	0.61	82%	33.7%
portrayed as risky			
Frame 14. Negative	-0.02	94%	4.8%
portrayed of the tobacco industry			
Frame 15. other	0.48	96%	8.4%
Topic 1. Health	0.76	90%	26.5%
effects of smoking			
Topic 2. Secondhand	0.75	88%	33.7%
Smoke and related smoke free policies			
Topic 3. Tobacco	0.46	92%	4.8%
Consumption			
Topic 4. Tobacco	0.51	84%	10.8%
Advertising, promotion and censorship			
Topic 5. Economics	0.37	94%	1.2%

Topic 6. Farming and Trade	0	98%	2.4%
Topic 7. Production and regulation	0	98%	6%
Topic 8. addiction	0.37	94%	3.6%
Topic 9. Youth access and PPU	0.65	90%	9.6%
Topic 10. Education, prevention and cessation programs, products and campaigns	0.57	84%	28.9%
Topic 11. Unintended smoking damage	0.87	96%	14.5%
Topic 12. Tobacco industry/companies	0	98%	1.2%
Topic 13. Government Policies	0.84	92%	44.6%
Topic 14. Tobacco and technologies	0	100%	3.6%
Topic 15. Other	0	98%	3.6%

As shown in Table 1, there are 13 items that have Krippendorff's Alpha larger than 0.60. There are several items having $\alpha=0$, which means the agreement is no more than we would expect by chance. However, these items have quite high agreement between two coders. For instance, Frame 1 has α equals to 0, but actually there is only one difference when checking the coding sheet. Both coders agree 98% of the time this frame was not present, which marked as "0". The only one difference appear when one coder believed the frame was present in the article while the other coder thought it was not. The only time when this frame was believe present was a disagreement. So that is why the value of α is 0. The same situation happened in Frame 2, 7, Topic 6, 7, 12, 14, 15, which also indicated that these topics and frames are quite rare in the tobacco-reports in *People's Daily*. According to Hayes and Krippendorff (2007), Krippendorff's α that is larger than 0.80 indicates good reliability while α above 0.60 is still applicable in researches. In this study, only items that have α larger than 0.60 will be considered to have a Chi-square test to analyze the difference before and after new policies of tobacco control from the central government was released. There were 13 items in total that were picked for Chi-square test.

4.1.3. Statistical tests applied in this study

Descriptive data analysis and Chi-square test will be applied in this study. Total number of the articles, mean of articles in each month, mean of the article size, standard deviation, range for newspaper articles and all the topics and frames in this study. The sample size included 83 articles. Chi-square test was applied to test the difference in the number of tobacco-related articles before the World No Tobacco Day and after.

4.2. General information of the study

4.2.1. Published Date

Eighty three articles were distributed into two group according to their date of publication. On May 31, 2013, the annual World No Tobacco Day, the Chinese central government announced national ban of smoking in public, I expected that tobacco-related coverage would differ following this announcement. The results show that 35 reports after May 31 in the year 2013 and 48 reports from January 1, 2012 to May 30, 2013. Within the same time range (7 months), from November 1, 2012 to May 30, 2013 there were 27 articles. Viewing from year to year, there are 58 reports in the year of 2013 yet 25 reports in 2012. The types of reports includes hard news, column, editorial, image, information and so on. Noticeably, there were five articles about tobacco-related issues on the *People's Daily* on the World No Tobacco Day in 2013, which is 6% of tobacco-related reports in two years, and there are 15 tobacco-related articles in May. However, in May 2012, there are only 2 articles about tobacco-related issues, which are both on May 31. Figure 5 shows the amount of reports in the year of 2012 and 2013 from month to month.

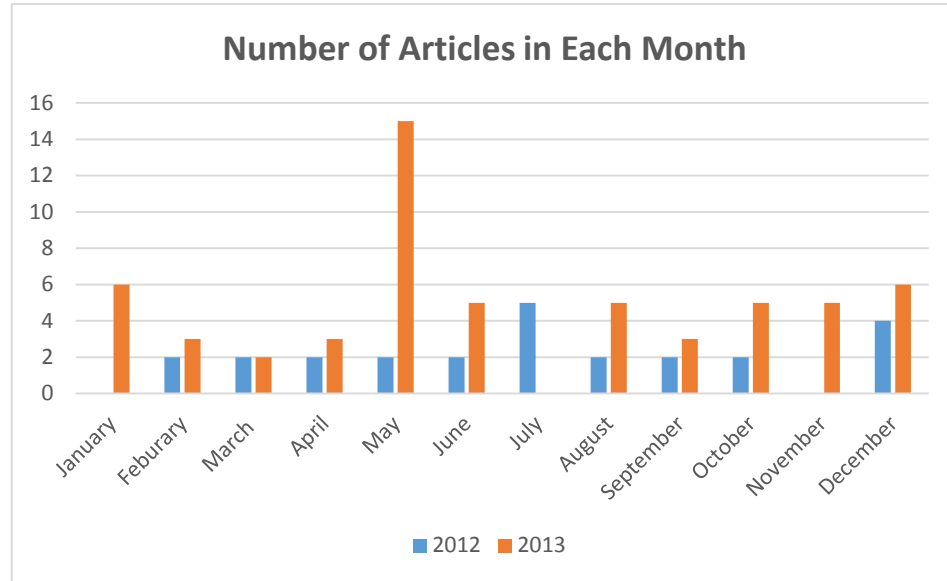


Figure 5 Number of Articles in Each Month

4.2.2. Sample Information

Among the 83 articles, the largest size (the one that has most characters) has 11573 characters and the smallest size has 141 characters. Overall, the size of those articles are quite different ($M = 1108$, $SD = 1149.2$), due to the type of that article. Only two articles out of 83 are on the front page, which is 2.4% of all the articles, 1 article about tobacco industry (1.2%), 12 articles have images (14.5%).

The main article type of the chosen sample is hard news ($n = 56$; 67.4%). Other types of articles do not have a large amount. Additionally, there is no letter among the 83 articles. The numbers of different articles are shown in figure 6.

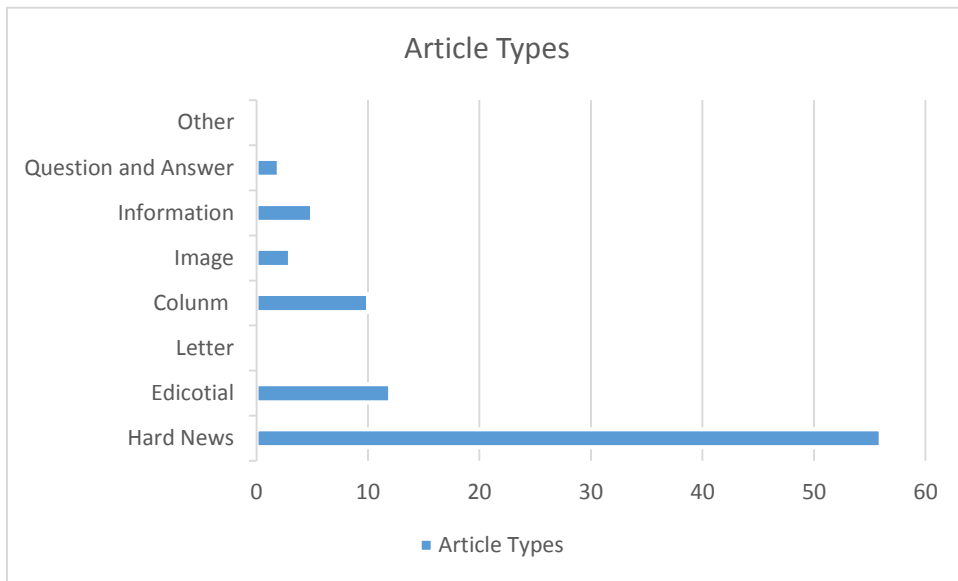


Figure 6 Article Types Bar Chart

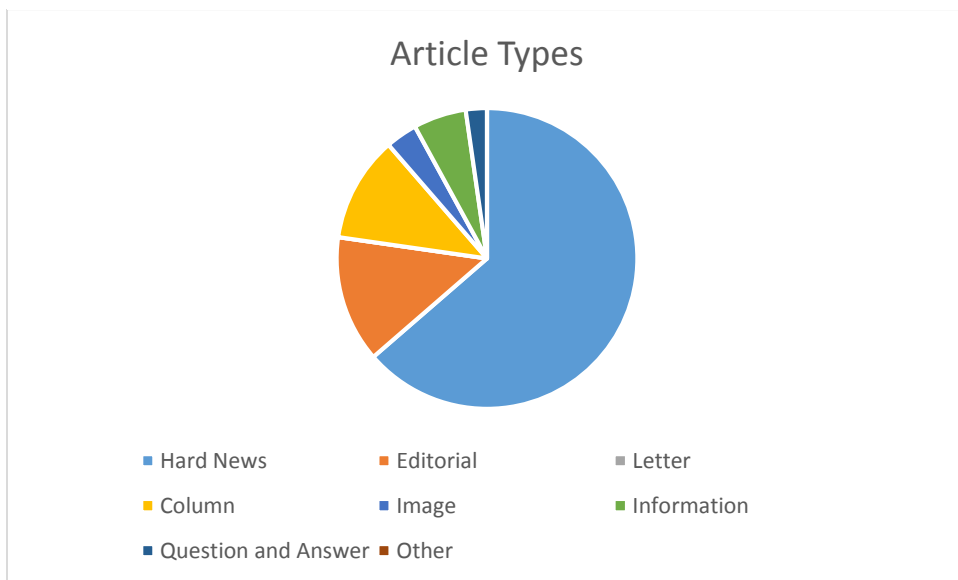


Figure 6 Article Types Pie Chart

4.3. Topics of coverage

In order to answer the first research question, which focused on tobacco-related topics, I used descriptive analysis to examine the topic data, the percentage of each topic

was calculated (shown in Table 1), and the frequency of the appearance of each topic was also calculated. All the topics in the coding sheet were covered by the *People's Daily* in 2012 and 2013. The topic that was most frequently covered in the examined time frame was government policies—44.6% articles have this topic. Other topics that were more frequently used than others were secondhand smoke and related smoke-free policies (33.7%), education, prevention and cessation programs, products and campaigns (28.9%), and health effects of smoking (26.5%). For instance, the following is part of the report that use the topic of government policy.

January 01, 2014, Source: People's Daily Page: 2

“Regulations on Train Safety” comes into effect: the forfeit can be as high as 2000 Yuan on smoking on the train

Reporters from China's railway corporation: Regulation on Train Safety comes into effect since January 1st 2014. According to the rules, 16 smoking behaviors including smoking in high speed railway or no smoking area in other types of train are counted as violations of the rule which can threat the railway safety. These behaviors will results in forfeit ranging from 500 Yuan to 2000 Yuan.

In regards of the safety of construction safety, according to the rules, no one can violate the requirement of the rule in the railway construction, designing and shorten the time limit for a construction project. When it comes to the railway safety, according to the rules, passengers should use valid ID to buy tickets and board the train.

This is one article that mainly about the policy that came into effect on China's railway safety. There are many more articles using the topic of government policy.

Macroscopic topics such as economics (1.2%), farming and trade (2.4%), and youth access and PPU (9.6%) were seldom present on newspaper. Considering that tobacco is a long-term social problem, tobacco-related news do not have good instant news value as breaking news. Thus those news with tobacco-related topics rarely appear on the front page.

4.4. Frames utilized

For question 2, I focused on the topic of the frames that were used in *People's Daily*. Noticing that all the topics have appeared in the news reports in the *People's Daily* during the year of 2012 and 2013, I used the topics to identify the specific frames used. In view of the status quo of Chinese society, smoking causes more and more health problems and the government has already took actions of tobacco control in order to balance the public health and government profit (China's Center of Disease Control, 2013), I pose three hypotheses.

4.4.1. Framing of the tobacco industry in China

The first hypothesis posed that framing for tobacco-related topics will include positive frame of the tobacco industry in China. As shown in the coding results, only one article focused on the tobacco industry exclusively. However additional articles included references to the tobacco industry. Four content variables demonstrated a tobacco industry related frame. These include “Tobacco as legitimate business,” “Tobacco portrayed as the underdog,” “Tobacco portrayed as dinosaur (dying),” and “Negative portrayed of the tobacco industry.” Clearly, the last three frames are negative toward tobacco industry and only the first frame is positive. Using SPSS to analyze the frequency of these four frames variables, I got the data shown in Table 2 and Figure 7.

Table 2.

Frequency of Frames about Tobacco Industry

Frame	Frequency	Percent
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2. Tobacco portrayed as	2	2.4%
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legitimate business

4. Tobacco portrayed as	0	0%
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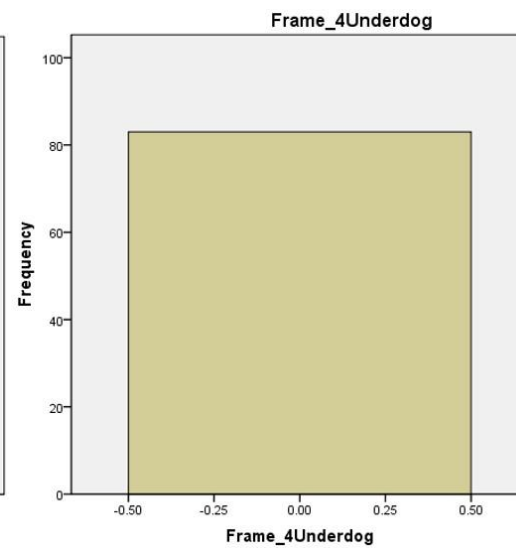
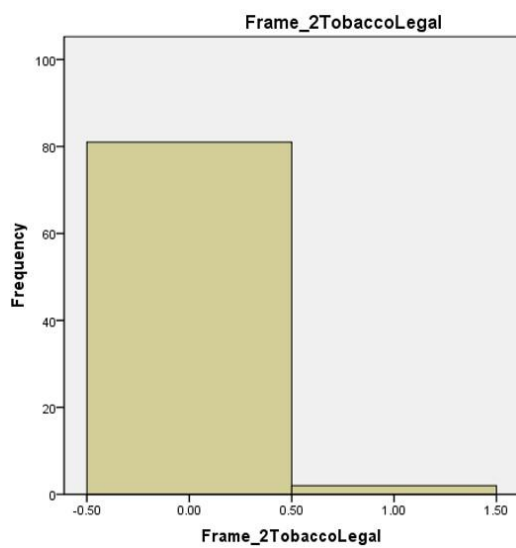
underdog

7. Tobacco portrayed as	2	2.4%
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dinosaurs (Dying)

14. Negative portrayed of	4	4.8%
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the tobacco industry



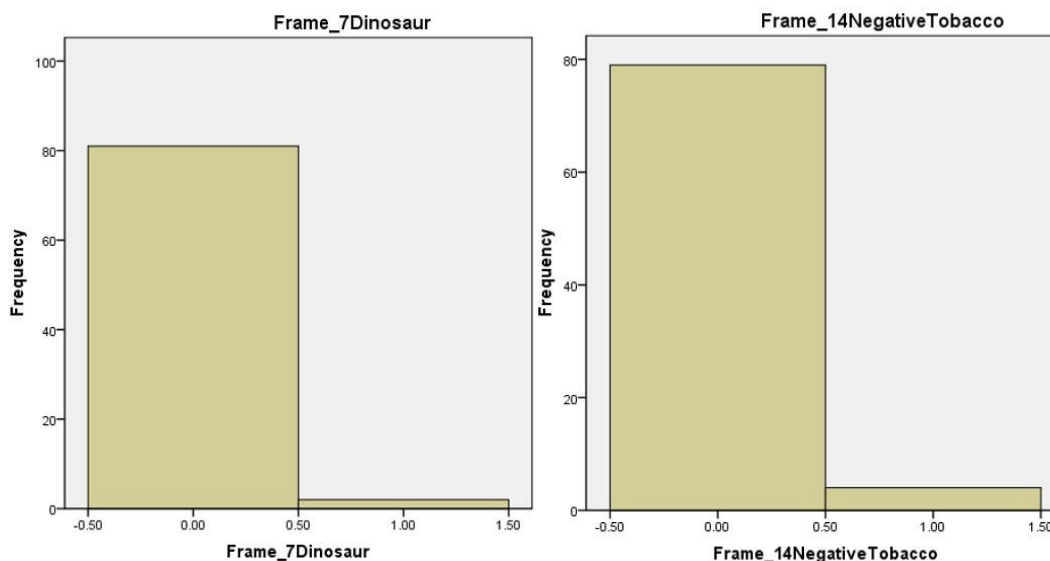


Figure 7. *Frequency of Frames about Tobacco Industry (Note: Bars in the histogram from left to right: Does not have the item, have the item)*

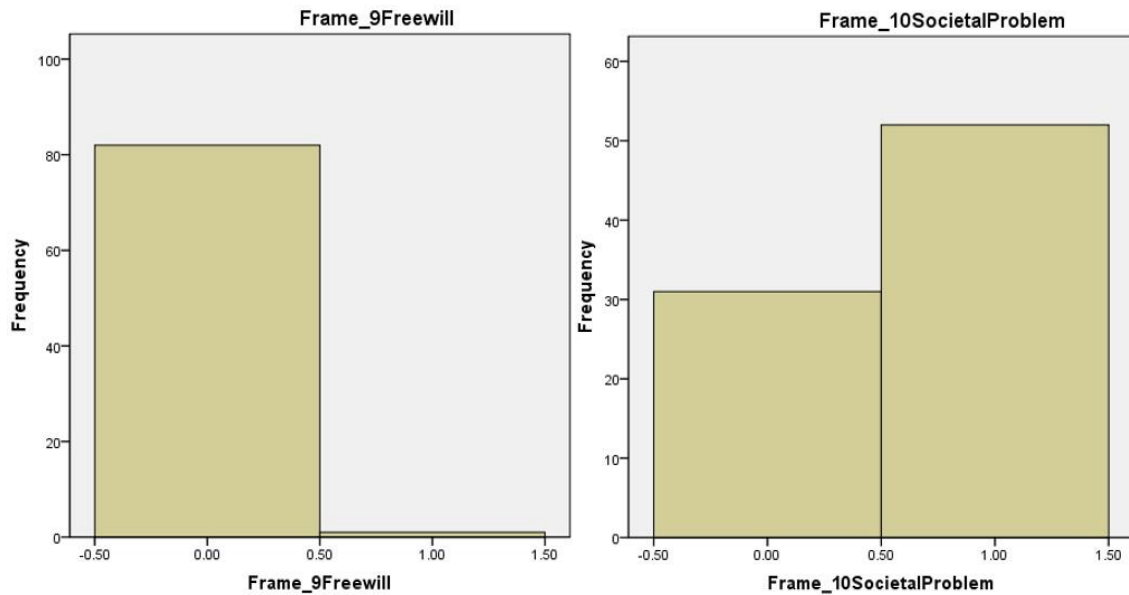
As can be seen from Figure 7 and Table 2, the articles about tobacco industry are quite rare in this study. Still, there are 2 articles portrayed tobacco as legitimate business. And the negative frames are very few (The number of frame 4, 7 and 14 are 0, 2, 4 out of 83 respectively). Thus, H1 was not supported here.

4.4.2. Framing of tobacco smoking in China

The second hypothesis posited that framing for tobacco-related topics will be negative toward tobacco smoking in China. The frame variables in coding sheets about tobacco smoking are “Smokers portrayed as acting on free will,” “Smoking portrayed as a societal problem,” “Smoking portrayed as socially unacceptable,” and “Smoking portrayed as risky.” Except for the frame “Smokers portrayed as acting on free will,” all the other three frames are negative toward tobacco smoking in China. The frequency of these frames are shown in Table 3 and Figure 8.

Table 3.*Frequency of Frames about Tobacco Smoking*

Frame	Frequency	Percent
9. Smoker portrayed as acting on free will	1	1.2%
10. Smoking portrayed as a societal problem	52	62.7%
12. Smoking portrayed as socially unacceptable	4	4.8%
13. Smoking portrayed as risky	28	33.7%



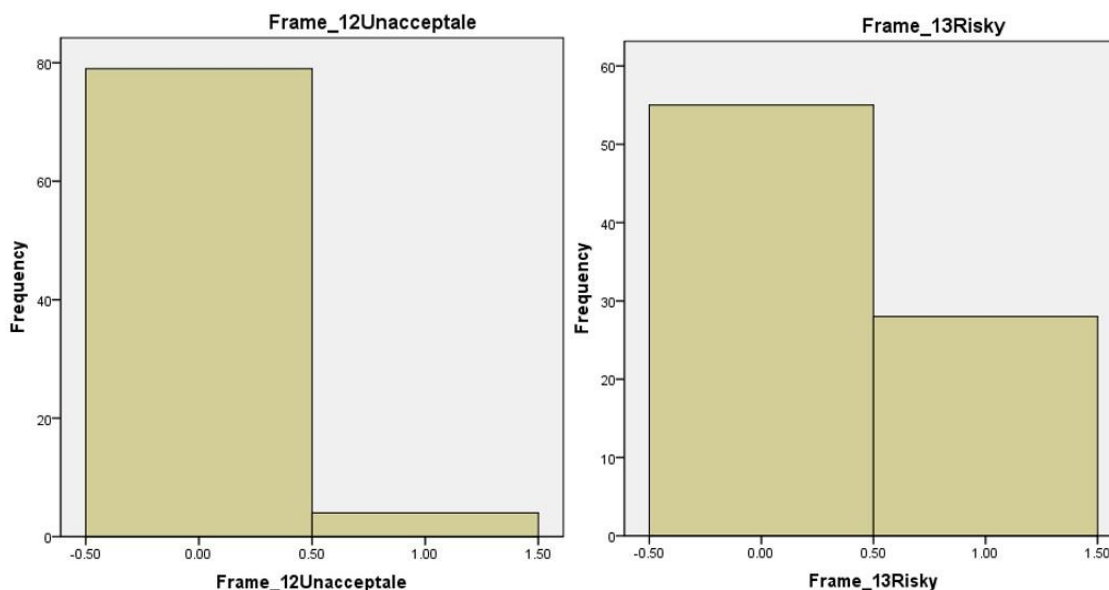


Figure 8. *Frequency of Frames about Tobacco Smoking (Note: Bars in the histogram from left to right: Does not have the item, have the item)*

From the table we can tell “Smoker portrayed as acting on free will” is the only frame that is positive toward tobacco smoking, yet there is only one article using this frame (1.2%). While for the negative frame, “smoking portrayed as a societal problem”, “smoking portrayed as risky” has quite high frequency (62.7% and 33.7%, respectively). “Smoking portrayed as socially unacceptable” is a negative frame toward tobacco smoking, with low frequency (4.8%). Therefore, H2 was supported.

4.4.3. Framing of tobacco control in China

Hypothesis 3 posed that framing for tobacco-related topics will be positive toward tobacco control in China. Frame 3 “Smoking control is the responsibility of the government” and Frame 11 “Formal intervention portrayed as appropriate” are the only two frames that are about smoking control. Frequency of these two frame variables are demonstrated in Table 4 and Figure 9.

Table 4 *Frequency of Frames about Tobacco Control*

Frame	Frequency	Percent
3. Smoking control is the responsibility of the government	19	22.9%
11. Formal intervention portrayed as appropriate	20	24.1%

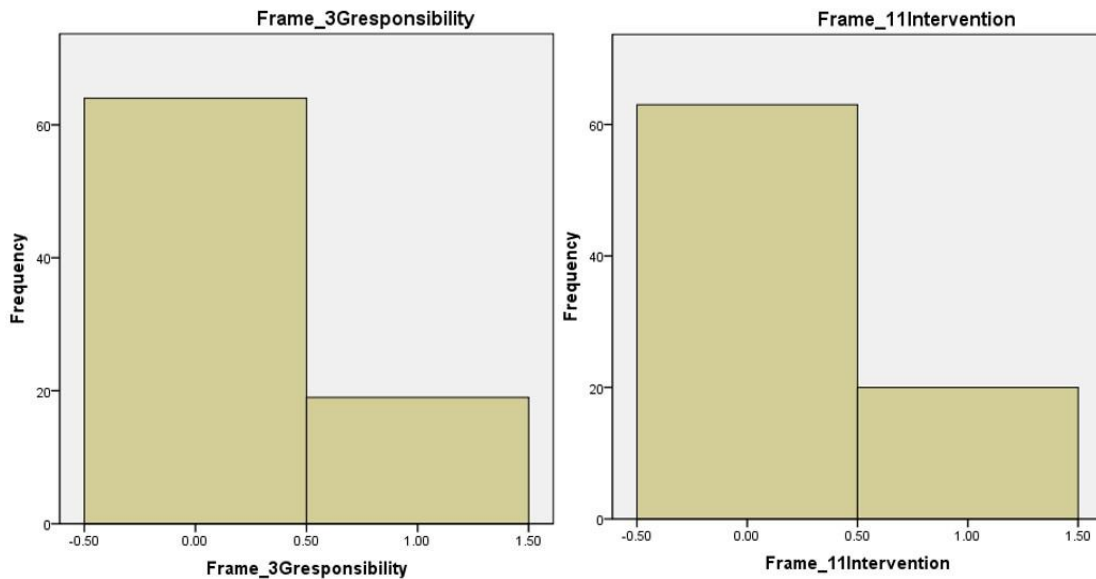


Figure 9. *Frequency of Frames about Tobacco Control (Note: Bars in the histogram from left to right: Does not have the item, have the item)*

The frame “smoking control is the responsibility of the government” can have either positive or negative attitudes toward tobacco control. Thus, the frequency of it does not tell whether frames in the People’s Daily are positive or negative toward tobacco control.

The frame “formal intervention portrayed as appropriate” is positive toward tobacco control. It has a frequency of 20 with the percentage of 24.1%. For example, the following is part of an article framing as “Smoking is risky and a societal problem, but government’s smoking intervention has been effective.” It’s clear to see that this article hold a positive opinion toward tobacco control even though people are stilling facing a harsh situation of tobacco consumption.

Chinese People Consumed 40% of tobacco in the world

The smoking rate of Chinese men is 50.4%, which means there are about 340 million people suffering from the huge risk of death from tobacco use.

Meanwhile, China produce 41% of cigarette in the world, and 43% of tobacco-related products are manufactured in China, which exceed the sum of other 9 biggest country of tobacco production.

In China, secondhand smoke is also a fatal factor. 47% of teenagers at the age of 13-15 are exposing on secondhand smoke. This increases their risk of having tobacco-related disease or even death.

Despite the severe situation of tobacco prevalence, tobacco control in China has been progressing and making some achievement, especially on protecting people from secondhand smoke. Some big cities have already carries out “No Smoking” Laws.

Noticing that slant variables can also tell the attitude toward tobacco control, I used SPSS to calculate the slant variables and got the distribution in histograms, as shown in Table 5, Table 6 and Figure 10.

Table 5.

Event Slant

Event Slant	Frequency	Percent
1.Potitive for tobacco control	45	54.2%

2. Negative for tobacco control	29	34.9%
3. Mixed impact on tobacco control	1	1.2%
4. No impact for tobacco control	8	9.6%
Total	83	100%

Table 6.*Opinion Slant*

Opinion Slant	Frequency	Percent
1. Positive for tobacco control	59	71.1%
2. negative for tobacco control	13	15.7%
3. Mixed impact on tobacco control	1	1.2%
4. No impact for tobacco control	10	12%
Total	83	100%

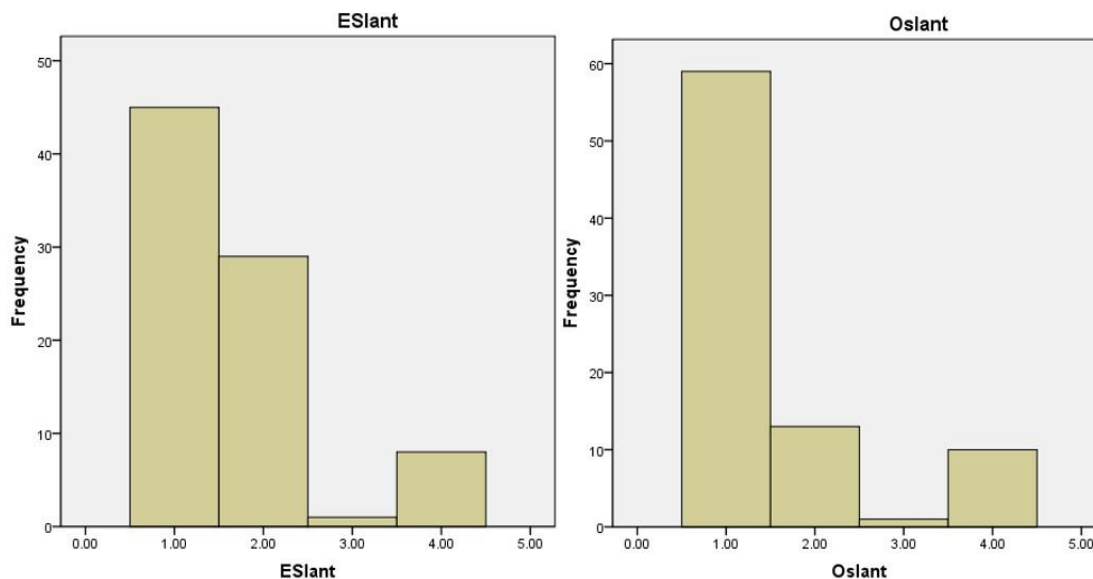


Figure 10. *Frequency of Event Slant and Opinion Slant (Note: Bars in the histogram from left to right: Positive toward tobacco control, negative toward tobacco control, mixed and no impact on tobacco control)*

For event slant, there are 45 articles out of 83 have positive impact toward tobacco control, which is 54.2%. For opinion slant, there are 59 articles out of 83 have positive impact toward tobacco control, which is 71.1%. The overall positive impact of both slants toward tobacco control can be seen from the histogram as well, as positive impact are more standing out than others. Thus, framing for tobacco-related topics is positive toward tobacco control in China and H3 was supported.

4.5. The influence of government policy

The third research question focus on exploring the differences between the tobacco-related coverage around World No Tobacco Day, the day when the national smoking report was released, and coverage at other times of the year. In order to answer question 3, Chi-square test was applied to 13 applicable variables collected from the sample.

Articles were set in two groups according to the published date (before or after May 31,

2013) since there are supposed to be some changes of the news articles after the World No Tobacco Day in 2013, which is also the day when National Smoking Report of China released and national ban of smoking in public areas started. This study found that some issues such as secondhand smoke, smoke-free policies, and event slant after May 31, 2013 have significant differences comparing with those before May 31, 2013.

4.5.1. Policy-oriented VS. Event-oriented

Hypothesis 4 suggested that the government's policy can affect the reports of a newspaper that controlled by the government. In this study, it was measured by investigating whether there has been some difference before and after the announcement of government policy. Chi-square test was applied to test 13 variables that are applicable after the test of Krippendorff's alpha. For the slant variable, since opinions "Mixed" and "No impact on tobacco control" are too rare to measure, they were left out of the test. Only slant 1 and slant 2-"positive toward tobacco control" and "negative toward tobacco control" were tested. The results show that only topic2 "Secondhand smoke and related smoked-free policies" and opinion slant have significant differences before and after May 31st, 2013, as shown in Table 7 and table 8.

Table 7.

Chi-square Test of Topic 2

Topic 2.	Before May 31,	After May 31, 2013	Total
Secondhand smoke and related	2013		

smoked-free			
policies			
Yes	12	16	28
No	36	19	55
Total	48	35	83

Note: $\chi^2 (1) = 3.89, p = .049$; the range of date: “Before May 31st 2013” was from January 1, 2012 to May 30, 2013, “After May 31, 2013” was from May 31, 2013 to January 1, 2014.

Table 8.

Chi-square Test of Event Slant

Opinion Slant	Before May 31, 2013	After May 31, 2013	Total
toward tobacco			
control			
Positive	37	22	59
Negative	4	9	13
Total	41	31	72

Note: $\chi^2 (1) = 4.43, p = .04$

According to the Chi-square test, there is significant difference in the amount of articles that were about secondhand smoke before and after the World No Tobacco Day in 2013 ($\chi^2 (1) = 3.89, p = .049$), which means that the *People’s Daily* paid more attention on the reports about secondhand smoking issues after the National Smoking Report was released. The same situation applies for the event slant variable ($\chi^2 (1) =$

4.43, $p = .04$). After May 31, 2013, there were fewer articles that held opinions that were positive toward tobacco control in China. Thus, H4 was supported here.

4.5.2. Coverage concentration

Hypothesis 5 and Hypothesis 6 posited that tobacco related coverage in People's daily will concentrate around the World No Tobacco Day and the time when a new policy about tobacco or smoking regulation is released. The distribution of articles in each month in the examined time frame is shown in Table 9.

Table 9 *Number of Articles in Each Month*

Number of articles in each month	2012	2013
January*	0	6
February	2	3
March	2	2
April	2	3
May	2	15
June	2	5
July	5	0
August	2	5
September	2	3
October	2	5
November	0	5
December	4	6

Total	25	58
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Table 9 shows the number of tobacco-related articles that were published in each month of 2012 and 2013. As seen in the table, in 2013, there were more articles (n =15) in May than any other month. Moreover, the national smoking ban of smoking in public area was announced in May 31, 2013. However in the year 2012, the number of tobacco-related articles in May was not different from other months. Thus, H5 was not supported while H6 was supported.

4.6. Overall slant toward tobacco-control

Research question four focused on the overall slant of these tobacco-related coverage toward tobacco control issues in the *People's Daily* in 2012 and 2013. Table 5 and Table 6 tell us positive slant is the main slant toward tobacco control issues in the *People's Daily* in 2012 and 2013. Specifically, there are 45 articles (54.2%) hold positive event slant toward tobacco control issues and 59 articles (71.1%) hold opinion slant that have positive impact toward smoking control issues. Therefore, the overall slant in these tobacco-related reports in *People's Daily* in 2012 and 2013 are positive toward tobacco-control policy.

Chapter 5

Discussion and Conclusion

In this chapter, I will first review the study's key findings and demonstrate their implications to research, theory and practice of tobacco coverage and tobacco control in China. I will then discuss the limitations of the current study and I will end with suggestions for future research.

5.1. Key findings in this research

These research has some key findings: the coverage of tobacco-related issues in *People's Daily*, frames for tobacco-related issues in Chinese government controlled newspaper, the influence of policy agenda on media agenda in China regarding tobacco-related issues, identification of China's newspaper media using new model of Four Theories of Press (Ostini & Fung, 2002).

This study discovered that the *People's Daily* has a wide range of tobacco-related topics that were reported in the year of 2012 and 2013. These different topics ranged from health effects of smoking to tobacco industries. Despite the variety of topics that are covered in *People's Daily*, the amount of coverage on tobacco-related issues did not significantly increase from the past years, and the number of each reported topic is unevenly distributed. Topics that were mostly used in those news articles were government policies (44.6%), secondhand smoke and related smoke-free policies (33.7%), education, prevention and cessation programs, products and campaigns (28.9%), and health effects of smoking (26.5%). Hence, most of the coverage focused on government policy and individual concerns and not on public health.

Second, framing for tobacco-related topics reveal different attitude toward tobacco industry, tobacco smoking and tobacco control in the reports of *People's Daily*. Framing for tobacco-related topics are positive toward tobacco industry and tobacco control, but negative toward tobacco smoking in China. Among the reports of tobacco-related issues in *People's Daily* in 2012 and 2013, 62.7% used the frame of smoking as a societal problem. Also, in order not to disappoint the public and show people that the government has taken steps of tobacco control, frames that portray government's intervention has been effective were also frequently used.

Meanwhile, Chinese government wants to keep tobacco industry as its source of income tax every year and accomplish a sound job on tobacco control at the same time. Thus framing for tobacco industry issues are neither positive nor negative. Since portraying tobacco in negative ways can worsen people's impression on tobacco industry, frames such as tobacco portrayed as the underdog, tobacco industry is dying seldom appear in newspaper, as well as positive frame like tobacco is legitimate business. However, frames for smoking control, as mentioned in H3, are mainly positive because the government wants to build a positive and active image for the public and gain people's confidence in anti-tobacco campaign. Additionally, frames for tobacco smoking are mainly about the negative side, yet negative frame like "smoking portrayed as socially unacceptable" was not commonly applied by *People's Daily* (4.8%). This finding can contribute to the database of the agendas that was applying in Chinese government controlled newspaper. Agenda such as "Health effects of smoking," "Secondhand smoke and related smoke-free policies," "Education, prevention and cessation programs, products and campaigns," and "Government policies" were the main agenda that have

been set for the public regarding tobacco-related issues. Moreover, the tobacco-related frames give people a clearer view how the Chinese government want to lead the tobacco-related topics in public to tell people “what to think about”.

Third, the reports of tobacco-related issues may change due to the newly released policy. Policy agenda can affect media agenda. May 31 in the year of 2013 is the annual World No Tobacco Day (WNTD) and the day when National Smoking Report of China was released announcing the policy regarding national ban of smoking in public area. There are difference considering the reports before WNTD and after. In this study, among 13 applicable variables that were tested using Chi-square test, 2 significant results were obtained. The *People's Daily* paid more attention after the WNTD to second hand smoke and related smoke-free policies ($p < .05$). *People's Daily* is the mouth of the central government, and the agenda of the newspaper is influenced directly by the policy of the government. In order to promote the new policy about tobacco control and to achieve the goal of no smoking in public areas, the central government using *People's Daily* as its mouth to “speak” to the public on more information about smoke-free policies and secondhand smoke. From the reading of news articles I found that policies were not working as effectively as expected after they were carried out. So there were more opinion slants in articles with negative impact on tobacco control after May 31, 2013, which is significantly different from the days before ($p < .05$). The findings about the concentration of tobacco-related reports around the World No Tobacco Day in 2013 are consistent with the findings in Gao et al.'s study (Gao et al., 2012), which indicates that the central government does not insist using WNTD as the key time of year for anti-tobacco campaign in 2013. However, in the year of 2012 there is no difference between

the amount of reports in May and other months. This may be because there is no government policy released in 2012. The government policy that was announced in May 2013 plays the role of impetus to cause the explosion in number of tobacco-related articles in *People's Daily* (n = 15 in May, 2013). This indicates that tobacco-related coverage in *People's Daily* are more policy-oriented than event-oriented. However, *People's Daily* need to put the tobacco-related coverage on a higher priority in order to achieve a better effect of education.

Lastly, Chinese government controlled newspaper, like *People's Daily*, is authoritarian and conservative, representing the voice of central government. According to Ostini and Fung's study (Ostini & Fung, 2002), the new model for identifying the characteristics of a newspaper incorporated journalistic and state systems together and claimed that China's newspaper is Conservative and authoritarian. This study provides the proof for this point of view to some extent. Among all the content variables used in the coding sheet, the most frequently used topics and frames are all about government and policy, which were taken as pro-own country in the news model. Also, the policy-oriented newspaper system indicates that the reports on tobacco-related issues will follow the will of the central government and be authoritarian.

5.2. Limitations

5.2.1. Coding and reliability

The first limitation of this research is the coding process and inter-coder reliability. Since there are only a few studies on tobacco-related reports in the past years, the pattern of reports may change over years. The coding sheet that was used in this study was modified from Smith's study (Smith et al., 2002) according to the researcher's personal

experience with Chinese newspaper and the status quo of the tobacco-related reports in China, which may not fit the actual reports soundly and cover most of the topics and frames. Also, some scholars require an alpha of 0.80. Thus the low inter-coder reliability in coding items prevent the research from getting more results about the coverage of tobacco-related issue in *People's Daily* from more perspectives.

5.2.2. Sample

The sample data in this research are all the articles that are about tobacco-related issues in *People's Daily* during 2012 and 2013. Although *People's Daily* is the most influential newspaper in China and is the mouth of central government, it has limited number of articles. Tobacco-related issues in such a big country as China is far more complicated than the reports on one single newspaper. Moreover, different regions of China have different regional anti-smoking policies and they should follow the policy announced by the central government as well. In Gao et al.'s study (2012), they examined 185 important newspapers including *People's Daily* to get a view of the reports of tobacco-related issues in Chinese newspaper. Thus, this study cannot get a complete version of how tobacco-related issues were treated in Chinese media. For example, the policy announced by central government may not applied to some regions in some provinces, but it does not mean that policy is unable to make a difference on tobacco control. Because there might be policy made by the local government better fit the local situation.

5.3. Suggestions for the future research

The author recommends that future research should do more work on coder training and the development of coding book, which will greatly affect the inter-coder reliability.

Coding items on code sheet and the explanations for each items on the coding book should be clear enough to prevent misunderstanding. Variables should be set more reasonable and more properly fit the situation in China. A pilot investigation of the status quo of Chinese newspaper could possibly be conducted in order to get more precise variable setting in code sheet.

Another possibility of future research can be broadening the exploration to more newspapers in China. Not only the central government controlled newspaper should be examined in the study, further study can also looked into local newspapers. Because the government controlled censorship in China, all the media are controlled by government to certain extent. However, different newspaper in different areas serve to the local people, they would cover various topics using different frames. These can help the future research build a better database of the coverage of tobacco-related issues in the whole China.

Moreover, further research can also compare the difference of the agenda setting and framing between mainstream media and regional media. Qualitative research methods can also be applied to strengthen the result. Interviews, focus groups of smokers or non-smokers could be a strong support.

Finally, future research can also look into how people consume tobacco-related information. If the newspaper and the government can know whether people focus more on the importance of policies or the health effects and prevention of tobacco, they can have news that are more acceptable by their audience.

5.4. Conclusion

This research achieved the goal of examining the nature of tobacco-related coverage in the *People's Daily* in 2012 and 2013. 83 articles were examined. Topics of tobacco-related articles were categorized and descriptive data were calculated. Frames of those articles were tested. Slant variables were evaluated.

This study added to the existing literature about the coverage of tobacco-related issues in Chinese newspaper, and extend the coverage to the time of 2013. Comparing with Gao et al.'s (2012) study about the tobacco-related news coverage in Chinese newspaper from 2000 to 2010, this study has some new discoveries. First, though tobacco control is a key issue in China, this topic is still news worthy so far. Despite the variety of topics that were covered in *People's Daily*, tobacco-related news rarely made the front page. It also implied that tobacco related topic is not high on the government's agenda since *People's Daily* is a government controlled newspaper. Second, Gao et al.'s study provides the overall situation of tobacco-related news coverage in hundreds of Chinese newspaper in a 10-years time frame while this study focus only on the government-controlled newspaper—*People's Daily* in 2012 and 2013. In this way we got more specific information about the agenda and framing of government controlled newspaper instead of only looking into the growth of coverage about tobacco control. This study also added topics that beyond tobacco control to the existing literature and found that policy-related topics are more important in the agenda of government controlled newspaper.

The results reveal that Chinese newspaper does not have enough attention on tobacco-related issues and tends to be conservative and authoritarian. The Chinese

newspaper could broaden its topics and focus on a larger variety of topics to promote public's awareness of tobacco-related issues, and build a better society with less tobacco.

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Appendix I: The People's Daily Coverage on Tobacco-related Issues Coding Sheet

Coder:

Article ID:

I Descriptive Variables	
Front Page?	Y / N
Image?	Y / N
Tobacco Focus	Y / N
Tobacco Industry?	Y / N
Article Size	Characters
Date published	

Article Type
1. Hard News
2. Editorial
3. Letter
4. Column
5. Image
6. Information
7. Question and Answer
8. Other

II. Content Variables	
Article Topics	
1. Health effects of Smoking	8. Addiction
2. Secondhand Smoke and related smoke-free policies	9. Youth Access and PPU
3. Tobacco consumption	10. Education, prevention and cessation programs, products and campaigns
4. Tobacco advertising, promotion and censorship	11. Unintended smoking damage
5. Economics	12. Tobacco industry/companies
6. Farming and trade	13. Government policies
7. Production and regulation (Not addiction)	14. Tobacco and technologies
15. Other	

Frames	
1. Government Keep out	2. Tobacco as legitimate business
3. Smoking control is the responsibility of the government	4. Tobacco portrayed as the underdog
5. System cynicism	6. Youth Portrayed as vulnerable
7. Tobacco portrayed as dinosaur(dying)	8. Government's tax source
9. Smokers portrayed as acting on free will	10. Smoking portrayed as a societal problem
11. Formal intervention portrayed as appropriate	12. Smoking portrayed as socially unacceptable
13. Smoking portrayed as risky	14. Negative portrayed of the tobacco industry

III. Slant Variables

Event Slant
1. Positive for Tobacco Control
2. Negative for Tobacco Control
3. Mixed
4. No Impact on Tobacco Control

Opinion Slant
1. Positive for Tobacco Control
2. Negative for Tobacco Control
3. Mixed
4. No impact on Tobacco Control

Appendix II: The People's Daily Coverage on Tobacco-related Issues Coding Book

This coding book will be used as a coding guide in the study on the tobacco-related news coverage in the year of 2013 on *People's Daily*. The followings will provide the definition, explanation and examples for three variables: descriptive variables, content variables, and slant variables. Coders can refer to this code book during their coding process in order to code the article more precisely.

Descriptive Variables

1. Front page: whether the article is on the front page of the newspaper or not.
2. Image: whether it contains images or not
3. Tobacco focus: Articles that have at least one paragraph dealing with tobacco issues, but in which neither of these are the focus of the article are included in the database in a limited fashion. Such articles are coded for the descriptive and prominence variables, but are not coded for either the content or slant variables. Non-tobacco focused articles are not measured, and thus will not be included in any analysis drawing upon the weighting score.
4. Tobacco industry: Whether the article is about tobacco industry or not. This will help the coder locate the content and frame variables more quickly.
5. Article size: How many characters does this article have?
6. Date published: The date that this article was published.

Article type

- 1) News: Factual accounts of issues and events;
- 2) Editorial: Column stating opinion of newspaper on various issues;
- 3) Letter: Usually the opinion of a member of the public;

- 4) Column or opinion editorial: Comment with a strong opinion by an individual;
- 5) Image with stories: a photo or image that often has a one or two lines descriptive caption;
- 6) Information: About specific programs, includes health columns;
- 7) Question and answer: Questions from public people to people who give advice;
- 8) Other: Any news articles that does not fit above categories.

Content Variables

Article topics:

- 1) Health effects of smoking: Positive and negative health effects of tobacco use, health benefits related to quitting, etc. Look for references to cancer, heart disease, emphysema, etc.
- 2) Secondhand smoke and related smoke-free policies: Articles related to second hand smoke, as well as the legislative action relating to these issues (e.g., smoking restrictions in public areas, etc.)
- 3) Tobacco consumption: Tobacco consumption trends (i.e., smoking has gone up or down), number of cigarettes smoked per day, types of people who smoke.
- 4) Tobacco advertising, promotion and sponsorship: The use of advertising, promotional activity and sponsorship on the part of tobacco companies; bans/restrictions on such advertising would also be include here
- 5) Economics: Monetary costs of smoking and tobacco use, to both individuals and society as a whole. For example, how smoking affects a family's annual budget, or how much tax was brought by tobacco industry each year in China. Doesn't include price of the tobacco crop.

- 6) Farming and trade: Tobacco as a crop, not as a consumable product. Tobacco farming and trade in tobacco.
- 7) Product & regulation (not addition): Physical components of tobacco products (e.g., tar, nicotine, ammonia) and the regulation of these components.
- 8) Addition: Addictiveness of cigarettes/nicotine, the nature of addiction and addicted people. Includes both physical and social aspects of addiction.
- 9) Youth Access and PPU (Purchase, possession and use): Accessibility of tobacco to youths, the criminalization of youth access, restrictions on purchase and sale of tobacco products. For example, teenage smokers are increasing year by year.
- 10) Education, prevention and cessation programs, products & campaigns: all articles relating to efforts to prevent or stop smoking. National and local campaigns, individual attempts to quit. Includes products such as nicotine gum and patches.
- 11) Unintended smoking damage: accidental effects of tobacco use such as fires, litter, accidents; environmental problems such as air pollutions, water pollutions, etc.
- 12) Tobacco industry/companies: Articles in which the subject is either a specific tobacco manufacturer (Septwolves, Zhonghua, Panda, etc.) or tobacco industry.
- 13) Government policies: reports and regulation from the Chinese government. For instance, nationwide ban of smoking in public area.
- 14) Tobacco and technologies: Technologies that are related to tobacco farming, smoking cessation and so on. For example, Technologies that help the development of tobacco plantation.
- 15) Other: Articles that do not match any other topics. Will include topics that the group has not addressed before. Hopefully this topic will be used infrequently.

Frames:

- 1) Government keep out: Prioritization of individual rights, the land of the free. For example, smoking is human rights, people have their rights to choose their life style.
- 2) Tobacco as legitimate business: tobacco is no different to any other business, legal product, corporate freedom; for example, some tobacco companies play significant role of tax payers like other business.
- 3) Smoking control is portrayed as the responsibility of the government: government should take necessary and effective actions toward tobacco control.
- 4) Tobacco portrayed as the Underdog: Tobacco industry and smokers are ‘whipping boys’, David vs. Goliath; for example, smokers are going to lose their life, tobacco industry will be criticize by the whole society one day, fading and disappear finally.
- 5) System cynicism: regulation will hardly work, smoking was not and cannot be effectively prevented in China.
- 6) Youth portrayed as vulnerable: Young people are an ‘at risk’ population; teenagers are dying faster than ever with the increasing rate of teenage smokers every year.
- 7) Tobacco portrayed as a dinosaur: The fight has been won, the tobacco industry is dying, post-tobacco era. For example, some regions in China are tobacco-free now, people enjoy the new life after they quit smoking.
- 8) Government’s tax source: State uses the tobacco industry for profits;
- 9) Smokers portrayed as acting on free will: People are responsible for their own actions, nobody made them smoke;

- 10) Smoking portrayed as a societal problem: Society needs to do something about smoking, solutions should be collective, anti-smoking campaign should be carried out.
- 11) Formal intervention portrayed as appropriate: People need to be protected and only formal laws and regulation will work;
- 12) Smoking portrayed as socially unacceptable: Smokers are weak, irresponsible or putting others at risk. Smoking is unattractive.
- 13) Smoking portrayed as risky: Smokers take risks, smoking kills, smoking is physically damaging;
- 14) Negative portrayal of the tobacco industry: Big Tobacco is ruthless and greedy, killer product, customers are victims.
- 15) Other: Articles that do not use any of the above frames.

Slant Variables

Event Slant: the newsworthy event or item relevant to tobacco issues that is being covered in the article. For example, on the World No Tobacco Day on May 31st, different provinces in China all have some campaigns on promoting people's knowledge about the harmfulness of smoking.

Opinion Slant: the dominant view or opinion being put forth by the author. Usually marked with words such as "As the author thinks (笔者认为)", "to the author's knowledge (据笔者所知)". Opinion Slant will mainly appear on comments or columns or letters to the editors.

Both Event Slant and Opinion Slant can be coded either as: 1) positive for tobacco control; 2) Negative for tobacco control; 3) mixed impact on tobacco control; or 4) No impact on tobacco control.

Appendix III: Tobacco-related articles on People's Daily from 2012-2013

吸烟

《铁路安全管理条例》施行

动车上吸烟最高罚2000元

《人民日报》（2014年01月01日 02版）

本报北京12月31日电（记者陆娅楠）记者从中国铁路总公司获悉：《铁路安全管理条例》（以下简称《条例》）于2014年1月1日起施行。根据《条例》，在动车组列车上吸烟或者在其他列车的禁烟区域吸烟等16种行为属于危害铁路安全行为。由公安机关根据违法情节等将予以“责令改正”，并对个人处500元以上2000元以下的罚款。

在建设质量安全方面，《条例》规定，任何单位和个人不得违反规定要求铁路建设、设计、施工单位压缩建设工期。在运营安全方面，根据《条例》，旅客应当凭有效身份证件购票乘车，对车票所记载身份信息与所持身份证件或者真实身份不符的持票人，铁路运输企业有权拒绝其进站乘车。

根据《条例》，铁路运输托运人托运货物、行李、包裹时匿报、谎报货物品名、性质、重量，或者装车、装箱超过规定重量的，由铁路监督管理机构责令改正，最高可罚款2万元；将危险化学品谎报或者匿报为普通货物托运的，最高可罚款20万元。

中办国办印发《通知》要求

领导干部带头在公共场所禁烟

《人民日报》（2013年12月30日 01版）

新华社北京12月29日电 中共中央办公厅、国务院办公厅近日印发了《关于领导干部带头在公共场所禁烟有关事项的通知》。全文如下：

我国《公共场所卫生管理条例实施细则》等对公共场所禁止吸烟作出了明确规定，一些部门和地方也制定了相关规章规定和地方性法规。近年来，通过各方共同努力，公共场所禁烟工作取得积极进展。但也要看到，在公共场所吸烟的现象仍较普遍，特别是少数领导干部在公共场所吸烟，不仅危害公共环境和公众健康，而且损害党政机关和领导干部形象，造成不良影响。为进一步做好公共场所禁烟控烟工作，经中央领导同志同意，现就领导干部带头在公共场所禁烟有关事项通知如下。

一、各级领导干部要充分认识到带头在公共场所禁烟的重要意义，模范遵守公共场所禁烟规定，以实际行动作出表率，自觉维护法规制度权威，自觉维护党政机关和领导干部形象。

二、各级领导干部不得在学校、医院、体育场馆、公共文化场馆、公共交通工具等禁止吸烟的公共场所吸烟，在其他有禁止吸烟标识的公共场所要带头不吸烟。同时，要积极做好禁烟控烟宣传教育和引导工作，督促公共场所经营者设置醒目的禁止吸烟警句和标志，及时劝阻和制止他人违规在公共场所吸烟。

三、各级党政机关公务活动中严禁吸烟。公务活动承办单位不得提供烟草制品，公务活动参加人员不得吸烟、敬烟、劝烟。要严格监督管理，严禁使用或变相使用公款支付烟草消费开支。

四、要把各级党政机关建成无烟机关。机关内部禁止销售或提供烟草制品，禁止烟草广告，公共办公场所禁止吸烟，传达室、会议室、楼道、食堂、洗手间等场所要张贴醒目的禁烟标识。各级党政机关要动员本单位职工控烟，鼓励吸烟职工戒烟。卫生、宣传等有关部门和单位要广泛动员各方力量，深入开展形式多样的禁烟控烟宣传教育活动，在全社会形成禁烟控烟的良好氛围。

五、各级领导干部要主动接受群众监督和舆论监督。各级党政机关要加强监督检查，对违反规定在公共场所吸烟的领导干部，要给予批评教育，造成恶劣影响的，要依纪依法严肃处理。

或仅部分内容执行，或在部分场所执行

这些法规为何难落实

新华社记者王研白靖利



蔡华伟绘

在即将结束的 2013 年，既有诸如“常看望老人”这样的新法规出现，也有限塑令、垃圾分类这些老制度继续推进。但在这一年，仍有一些法规制度未能彻底落实，其中有的规定部分得到执行，有的规定在部分场所得到了执行，也有的规定基本没得到执行，形同一纸空文。

难以落实的“常回家看看”

【背景】从 2013 年 7 月 1 日起，依据新修订的《中华人民共和国老年人权益保障法》相关条款，与老年人分开居住的家庭成员，应当经常看望或者问候老年人。

【见闻】“我不能经常回家看父母，难道还犯法了？”1997 年就从云南昭通到昆明上学并定居的刘莲显得很无奈。多年来一直与丈夫在外打拼，但由于工作忙假期少，还要照顾孩子，她一年最多只能回家一次。刘莲说，“我不会因为有法律规定就增加回家的次数，父母也不会因为我回家少就去法院告我。”

【声音】云南凌云律师事务所律师孙文杰认为，相关条款仅是一个倡导条款，目的是为了提醒社会、子女加强对老年人的关心、照顾。

难以执行的“禁烟令”

【背景】2011 年 5 月 1 日实施的《公共场所卫生管理条例实施细则》规定，室内公共场所禁止吸烟。按照规定，包括宾馆、公共浴室、体育场（馆）、博物馆、书店等在内的场所都禁止吸烟。

【见闻】记者近日在广州一家餐馆就餐时发现，尽管有“禁止吸烟”的明显标志，仍有顾客忘我地“吞云吐雾”。

餐厅负责人表示，餐厅面积有限无法划分禁烟区，最重要的是，不愿“赶跑”前来就餐的“烟民”顾客。

而在酒吧、歌舞厅、游戏室等场所，“禁烟令”几乎就是一纸空文，监管也是形同虚设。

【声音】清华大学法学院教授王晨光认为，立法定规则很重要，只有对公共场所的范围、违法如何处罚等作出明确规定，才能有统一的行为标准。

难以整改的行人集体闯红灯

【背景】行人集体闯红灯在今年引发关注。此后，北京等城市交管部门纷纷开展行动，将行人及非机动车的交通违法行为治理纳入交通秩序整治工作的重点。

【见闻】记者在一些城市了解到，即使在最集中的整治阶段，处理也经常遭遇“软抵抗”：被罚行人和司机并不配合，由于涉及面较大，处罚往往改为“批评教育”。

【声音】“习惯的形成需要一个长期的过程，对我们来说，处罚并不是目的，而是让每位交通参与者都养成安全、文明的出行习惯，维护道路安全。”广州市一位交警说。

难以“落地”的垃圾分类

【背景】早在2000年左右，广州、北京等地就开始试点垃圾分类，此后越来越多的城市加入试点行列。2009年实施的《中华人民共和国循环经济促进法》规定，县级以上人民政府应当统筹规划建设城乡生活垃圾分类收集和资源化利用设施，建立和完善分类收集和资源化利用体系，提高生活垃圾资源化率。

【见闻】尽管人们都知道垃圾分类的好处，但在实际推广过程中，从市民、清洁工人到垃圾清运车等环节都存在严重的“不分类”问题。在北京西城区广外一小区，记者见到的垃圾桶都有明确的分类标识，可是，除了一些可回收的纸箱被放在垃圾桶边上，别的垃圾完全混装。

多项调查显示，大多数市民并未对家庭生活垃圾进行分类。记者在北京、广州、昆明等地发现，许多市民分类的自觉性不高，甚至无法辨别分类。

【声音】安徽省政协委员汪洪杰建议，加大宣传力度，提高居民认知度；希望相关部门出台生活垃圾细化分类收集利用实施办法，通过法规约束规范垃圾分类和收集。

难以贯彻的“限塑令”

【背景】根据《国务院办公厅关于限制生产销售使用塑料购物袋的通知》，规定从2008年6月1日起，“在全国范围内禁止生产、销售、使用厚度小于0.025毫米的塑料购物袋。”“在所有超市、商场、集贸市场等商品零售场所实行塑料购物袋有偿使用制度，一律不得免费提供塑料购物袋。”此后各地纷纷出台实施意见和细则。

【见闻】记者走访发现，已经实施5年的“限塑令”执行并不彻底。一些大型商场和购物中心基本实行对塑料袋收费；而在农贸市场、小商品批发市场及零售店等一些场所，却基本都是免费使用，明令禁止的超薄塑料袋又卷土重来。

【声音】昆明市工商局相关负责人表示，目前缺乏鼓励回收不可降解塑料袋的优惠政策，专门处置中心、回收再利用设施和社会回收网络皆为空白。此外，违法成本低而执法成本高，查到2000个塑料袋最多只能罚50元左右，“对违法者几乎没有什么威慑力”。

中国消费近四成世界烟草 部分大城市已出台无烟法律

《人民日报》（2013年12月12日 09版）

本报北京12月11日电（记者王君平）12月11日，《烟草图册》第四版中文版在京举行发布会。根据《烟草图册》，世界烟草消费的38%在中国，数量超过其他四个烟草消费最多的国家总和。

据悉，中国男性吸烟率为50.4%，这意味着大约有3.4亿人处于因使用烟草而患病死亡的巨大风险之中。

同时，中国还生产了全世界41%的卷烟，43%的烟草相关产品是由中国制造的，超过其他九个最大烟叶生产国的总和。

在中国，暴露于二手烟草烟雾也是导致死亡的重要原因。47%的13—15岁年龄段青少年暴露于家庭的二手烟草烟雾之中，增加了新一代人患烟草相关疾病甚至死亡的风险。

尽管烟草流行形势严峻，但是中国控烟也取得了一定进展，特别是在保护人们免受二手烟草烟雾危害方面，一些大城市已经出台无烟法律。

超九成戒烟者未得到任何戒烟服务，复吸率达三成 戒烟为何“十戒九败”？（热点解读）

本报记者 王君平

《人民日报》（2013年11月20日 09版）



核心阅读

近日，在中国控制吸烟协会召开的戒烟门诊与戒烟服务研讨会上，专家披露，中国戒烟者复吸率高达三成。戒烟者往往靠意志，而非求助医药，造成我国戒烟效果不好，复吸率高。

北京的刘先生有近 40 年烟龄，家人朋友劝他戒烟，他回答说：“我戒了饭也戒不了烟。”

有数据显示，我国 3 亿烟民中约有 16.9% 的人打算在未来一年内戒烟。但戒烟并非易事，很多人戒烟多次却总戒不掉。有烟民自嘲说：“戒烟有什么难的？我都戒过几百次了。”戒烟，为什么“十戒九败”？

吸烟成瘾是一种疾病，戒烟者复吸率达三成

据介绍，我国吸烟人群戒烟成功率极低，仅为 13% 左右，而在美国、加拿大等国这一数字则达到 50%。巨大的数字差距背后，除了各国控烟力度不同之外，也与烟民在戒烟方面的选择有关。

中国疾控中心原副主任杨功焕教授说，吸烟是一种成瘾性行为，戒烟是一个复杂的过程，人群中戒烟比例的增加，取决于戒烟意愿的增加。而 2002 年以来，我国吸烟者的戒烟意愿没有增加。

中国控烟协会常务副会长许桂华说，吸烟行为是一种生理、心理和行为依赖，在没有内部触动或者外部压力的情况下，很少有人愿意去戒烟。据统计，2002 年，我国吸烟者中不打算戒烟的比例为 44%，2010 年，这个数字为 44.9%。

而吸烟的严重危害，并不为部分烟民所知。中国医学科学院肿瘤医院肿瘤研究所曾开展全国吸烟与死因调查抽样，覆盖 6700 多万人，收集了 129 万名死者的资料，研究数据揭示了吸烟与我国人口死因中的肺癌、食管癌、肝癌等疾病有关，是增加死亡风险的原因。

另一方面，在中国人眼里，吸烟是一种习惯，戒烟多数是凭意志戒烟，“十戒九败”。其实，在医生指导下使用了药物治疗，戒烟成功率能提高 2—3 倍。

所谓的成功戒烟，一般是指一年不再吸一口香烟。有数据显示，中国吸烟者戒烟后复吸的比例较高，2002 年复吸率为 32.5%，2010 年为 33.1%。

许桂华说，世界卫生组织早已指出，烟草依赖是一种慢性、高复发性、成瘾性疾病，已被列入国际疾病分类。而我国大多数吸烟者未把吸烟视为一种尼古丁成瘾性疾病。

今年 10 月，中国控烟协会对北京市 582 名吸烟者的调查显示，在 277 名曾经戒过烟的烟民中，有高达 87% 的人凭意志戒烟。

九成戒烟者未获戒烟服务，戒烟门诊每周仅接诊 10 人

多数戒烟者凭意志戒烟的背后，是戒烟服务的缺乏。据介绍，我国 91.8% 的戒烟者未得到任何戒烟服务。

2009 年，原卫生部、总后卫生部等四部委联合发文要求，各级医院建立戒烟门诊。但时至今日，大多数戒烟门诊处于进退维谷、难以维持的状态。

去年，中国疾控中心控烟办曾对 189 家开设戒烟门诊的医院进行电话调查。调查显示：68 家医院的电话无人接听或是空号，电话接起率仅为 64%；接通电话的 121 家医院中，有 85 家医院表示戒烟门诊正常运营，其余 36 家医院表示已无戒烟门诊存在。正常运营的戒烟门诊平均每周接诊人数为 10 人。

许桂华说，香港开设一家戒烟门诊，政府补贴 300 万港币，解决了人员经费和戒烟药物问题。在内地戒烟门诊缺乏政策扶持，各地医院的戒烟门诊都处在或维持或关闭的尴尬境地。帮助烟民戒烟是世界卫生组织提出的控烟措施之一，需要国家加大投入以保障建立优质的戒烟门诊。

专家建议，将戒烟药物纳入医保

吸烟者尝试戒烟会出现一系列不适，这在医学上也被称为“戒断症状”。“戒断症状”轻重程度主要由尼古丁成瘾程度决定。对尼古丁依赖度越高的人，出现症状的几率会越大，戒烟药物可明显减轻症状。

北京宣武医院胸外科专家支修益教授介绍，一个戒烟疗程为三个月，使用进口药物需要 2700 元，使用国产药也需要 1000 多元，全部需要患者自掏腰包，这让一些刚刚萌生戒烟念头的烟民望而却步。

许桂华建议，将戒烟药物列入国家医疗保险报销目录，制定合理的报销比例；制定《降低和限制吸烟者与吸烟相关疾病的医疗保障报销比例的规定》，引导和鼓励吸烟者戒烟。

简短戒烟干预、戒烟热线等方式并用，能帮助人们更好戒烟

专家介绍，戒烟热线是一种行之有效的方法，需要广泛宣传。2004 年，我国设立第一部戒烟热线；2009 年，受原卫生部委托，该热线升级为全国免费电话 4008885531。

中国疾控中心控烟办研究员杨炎介绍，2012年6—10月，“12320”卫生热线在北京、上海、南京、石家庄4个城市拨打该热线的咨询者中选择有戒烟意愿的吸烟者作为干预研究对象，共完成226例干预。在137例随访调查中，戒烟一月以上的比例达到54.7%。

简短戒烟干预也被认为对戒烟有效。在病人与医生接触的短短3—5分钟之内，医生或护士等健康专业人士为吸烟者所提供的专业戒烟建议会对病人有较大帮助。

北京朝阳医院戒烟门诊肖丹博士说，因为医生的一句话，有1%—2%的烟民就决定戒烟并且戒烟成功了。她建议，在医疗卫生系统开展戒烟服务的培训，将简短戒烟干预纳入日常诊疗服务中并将其纳入考核范畴。

处方戒烟药和戒烟咨询结合，则能收到更好的效果。杨炎认为，戒烟门诊、网站与短信、简短戒烟干预、戒烟热线等多种模式并驾齐驱，才能帮助戒烟者成功戒烟。

“最好的戒烟药是烟盒包装。”许桂华表示，吸烟者看到烟盒上黑心黑肺、烂脚趾的警示图片，吸烟念头或许就变成了戒烟想法。烟盒上如果能印有戒烟热线电话，让想戒烟的人随时获得帮助，也有助于实现成功戒烟。

链 接

□ 怎么做好戒烟准备工作？

将要做的事情在纸上列一个清单,每做完一件,就做一个标记:

- 1.提前准备好各种可以帮助你戒烟的辅助用品，例如口香糖、薄荷糖、水壶、果汁、吸管、胡萝卜等等。
- 2.扔掉你的烟灰缸、打火机，以及剩下的所有香烟。
- 3.清洗你的车子、房子、办公室等等，去除所有的烟味。
- 4.告诉你的家人及朋友你正在戒烟，请大家支持你，不要在你面前吸烟。

□ 怎样应付戒烟过程中的困难时刻？

当烟瘾强烈时，可以做下面的3件事：

- 1.喝水：可以减轻烟瘾，更可以让你的手和嘴忙着。
- 2.做一些事情：找一些事情来做，分散对烟瘾的注意力。

3.延迟点烟动作：稍等 10 分钟，烟瘾会自动消失。

肺癌发病率年增 26.9%

12 年后我国或为第一肺癌大国

《人民日报》（2013年11月19日 13版）

本报北京 11 月 18 日电（记者王君平）11 月 16—17 日，第六届中国肺癌南北高峰论坛在京召开。记者从论坛获悉：目前我国肺癌发病率每年增长 26.9%，如不及时采取有效控制措施，预计到 2025 年，我国肺癌病人将达到 100 万，成为世界第一肺癌大国。

中国癌症基金会副理事长兼秘书长赵平称，目前肺癌已代替肝癌成为我国首位恶性肿瘤死亡原因，占全部恶性肿瘤死亡的 22.7%，且发病率和死亡率仍在继续迅速上升。

“烟草是患肺癌的主要原因，40%的癌症是可以预防的”。赵平指出，吸烟使肺癌的发病率和死亡率持续上升，而戒烟可使肺癌的发病率和死亡率下降。

我国戒烟者复吸率达30%

《人民日报》（2013年11月18日 09版）

本报北京11月17日电（记者王君平）11月17日，中国控制吸烟协会召开戒烟门诊与戒烟服务研讨会，会上，中国疾控中心原副主任杨功焕介绍说，中国吸烟者戒烟比在世界上处于较低水平。戒烟者得不到相应的服务，复吸率高达30%，需要系统的戒烟帮助。91.4%的戒烟者未得到任何戒烟服务。专家呼吁，将戒烟药物纳入医保。

据介绍，2009年，全国各级医疗机构相继开设戒烟门诊。然而中国疾控中心控烟办于2012年对全国189家曾自报开设了戒烟门诊的医院进行的电话调查显示：有68家医院的电话无人接听或是空号，电话接起率仅为64%；在接通电话的121家医院中，有85家医院表示戒烟门诊正常运营，其余36家医院表示已无戒烟门诊存在。

环保民间组织发布“中国无烟馆”手机应用

别让餐厅二手烟危害健康

本报记者 王君平

《人民日报》（2013年11月02日 10版）

在餐厅吃饭，很多人曾遭受旁边有人吸烟的困扰，虽然一些城市出台条例要求禁烟，但执行的餐馆还不是特别多。怎么摆脱这样的烦恼？

最近，环保民间组织自然大学发布了一款名为“中国无烟馆”的手机应用（APP），有望成为人们远离餐厅二手烟的新武器。自然大学无烟餐厅项目负责人谢新源说：“开发和推广这款

应用，是为了方便公众选择无烟餐厅就餐，尤其对二手烟敏感的人群；而消费者的选择会反过来促进餐厅改进，争取成为无烟餐厅。希望‘无烟餐厅’能成为中国社会普遍接受的理念。”

不久前，自然大学及其合作伙伴云南超轶健康咨询中心组织多家高校的志愿者，以电话问询和实地走访的形式，调查了北京市和昆明市数千家餐厅，分别在两个城市发现了 700 多家和 100 多家无烟餐厅。今年 9 月，自然大学开发了安卓系统和 IOS 系统（苹果手机）的“中国无烟馆”手机应用。

“烟草烟雾颗粒含有至少 69 种已知的人类致癌物和 172 种有毒物质，是肺癌、心脏病、乳腺癌和气管炎之类的慢性肺部疾病以及其他健康问题的已知病因。”中国疾控中心控烟办公室的李强博士呼吁，公众应更关注二手烟对健康的影响，二手烟是工作场所和其他室内场所（如酒吧、餐馆和机场）空气污染的主要来源。人们平均有 80% 以上的时间待在室内，室内空气的洁净尤为重要。而《2010 全球成人烟草调查》显示，中国 72.4% 的非吸烟者暴露于二手烟，其中餐馆为 88.5%。

这项公益活动的发起者们认为，公众选择无烟餐厅形成导向作用最为重要。公众可以通过这款应用找到这些餐厅的位置，还可以推荐新的无烟餐厅和对已有的无烟餐厅进行点评，并分享到微博上。

屡次“红头文件”摊派销售卷烟

中国控烟协会呼吁对公安县政府问责

《人民日报》（2013年11月01日 11版）

本报北京10月31日电（记者王君平）继2009年颁发“红头文件”摊派销售卷烟，时隔4年，湖北公安县最近被媒体曝光再次以“红头文件”摊派卷烟销售指标。对此，中国控制吸烟协会呼吁，应对公安县政府负责人问责，传递正能量，消除不良影响。

中国控烟协会认为，公安县屡次发文摊派销售卷烟，为所谓的政绩扩大烟草消费，危害公民健康，严重违背了世界卫生组织《烟草控制框架公约》有关减少烟草供应和宣传烟草危害的规定，违反了中纪委、财政部等部门有关禁止用公款报销烟酒的规定，违反了中央八项规定。

中国控烟协会常务副会长许桂华表示,《烟草控制框架公约》在中国已经生效7年多,地方政府利用公权力推销危害民众健康的烟草制品,严重损害了中国负责任大国的国际形象,必须对其责任人问责。

江苏人大：绘制联系群众“路线图”(新视野)

本报记者 王伟健

《人民日报》(2013年10月23日 20版)

人大是国家权力机关,也是民意机关。如何让代表更广泛地联系群众,扩大公民对人大工作的有序参与,更好地维护和发展最广大人民的根本利益?这是摆在各级面前的现实考题。近年来,江苏省人大常委会出台许多制度,从开门立法吸取民意,到重点督办民生难题;从与代表们亲密互动,到改进调研方法,通过最广泛地联系群众来回答这些考题,取得了明显成效。

公开透明

立法工作凸显民意

8月13日上午9点半左右,在江苏省人大办公楼二楼会议室里,来自社会各界的26名代表,就一部将要出台的地方法规进行表决前评估论证。

“每个人都有吸烟的自由,但肯定不能自由地吸烟。控烟规定执行客观上有难度,但不能因为有难度就不作规定。”一开场,江苏省疾控慢病所所长武鸣提出的观点就很犀利。

今年12月1日起,《江苏省爱国卫生条例》即将实施,而人们最关心的烟雾危害控制,到底该如何立法,尚未形成共识“法律要代表最广大人民群众的利益,让公众表达利益诉求成

为立法的基本原则。”江苏省人大常委会副主任公丕祥说，江苏首次举行地方性法规表决前立法评估论证会议，邀请社会各界代表进行评估论证。

26名代表来自社会各界，既有省人大代表、立法专家、疾控专家，也有来自学校、医院、公共场所经营管理单位和烟草经营管理单位的代表、烟草经营者代表，还有基层卫生、教育、交通、公安、文化等方面的行政执法人员，以及吸烟和不吸烟的市民代表，覆盖了这项立法的相关利益人群。

“哪些场所是禁烟场所，需要采取列举的方式，对禁止吸烟场所及范围作出界定。”江苏省人大常委会立法咨询专家、省社会科学院副院长刘旺洪对条例中有关规定的可行性提出看法。

吸烟者代表曹银则提出，“控烟执法以前由一个部门统管，统一闸口，现在多个部门齐抓共管，在实践中很可能导致相互推诿。”

……

围绕条例（草案）中控烟规定的可行性、出台时机、实施后的社会效果，以及可能出现的问题，代表们各抒己见，热火朝天。

意见没有白提，很多具体建议被吸收进（草案）修改稿。“在这里，群众参与立法不再是一句空话。”江苏省人大常委会法工委副主任王腊生拿着条例文本，一一向记者指出，“你看，这第三十三条对禁烟场所的列举和三十四条对应当控制吸烟的室内公共场所的列举，都来自代表们的建议。”

“从立法源头上看，立项就开始体现民意。”王腊生说，江苏省人大常委会一直注重开门立法，从法规立项，到立法全过程，都公开征求意见。他举例说，江苏正在进行的新一轮五年立法规划编制工作，就通过多种渠道，向省级机关、人民团体、高等院校、全国人大代表和400多名省人大代表以及社会公众公开征集立法项目建议，其中省人大代表提出立法建议项目19件，由社会公众提出立法建议项目29件；立法规划项目草案初步形成后，又再次向全体省人大代表发放征求意见书，并专门召开立法咨询专家论证会，征求社会各方面的意见。9月23日，江苏省人大常委会五年立法规划草案出台，江苏省人大常委会常务副主任张卫国评价此次草案的起草过程“开门程度前所未有”。

重点督办

突出民生问题监督

“请问财政厅长，怎么扶持民办养老机构？”面对台下的相关政府部门负责人，江苏省人大代表鞠志慧这样发问。

5月17日，江苏省人大常委会针对“养老服务体系”开展专题询问，民政厅、财政厅等7个相关厅局的负责人则一一作答。

鞠志慧是民办机构泰州市康健老人院的院长，有着10多年养老服务从业的经历，也曾经把有关民办养老机构的扶持问题带到了年初召开的江苏省十二届人大一次会议上。

江苏省人大常委会秘书长吕振霖记得，在那次会议上，有51位代表不约而同提出了4件有关养老方面的议案。之后，在江苏省人大常委会第三次会议上，代表们就全省养老服务体系建设情况听取了专项工作汇报，并开展了专题询问。

面对人大代表提出的问题，江苏省财政厅厅长刘捍东认真回答：“各级财政将在完善现有政策的基础上，尽快建立公开、平等、规范的养老服务准入制度，打破所有制限制，积极支持兴办民办养老服务机构。比如，对达标民办养老服务机构一次性补贴，最高30万元，享受与公办养老服务机构相同的待遇。”

“养老服务是老百姓和人大代表普遍关心的民生问题。”江苏省人大常委会副主任赵鹏说，在这次询问会后，江苏省人大把“关于重视和加强养老服务事业发展”的建议列为今年重点督办建议之一。

“我们在听取和征集意见时了解到，不少人反映，人大监督工作有时候没有抓住群众最为关注的重点问题，监督中有走程序、走形式的问题存在。”江苏省人大常委会副主任赵鹏说，要克服形式主义，真正让监督落到实处。

赵鹏也是“养老服务”这个审议议题的负责人。“类似这样的民生问题，是江苏人大监督工作的重头戏。”他说。

今年5月，赵鹏带领督办组到泰州、徐州和南京实地考察民办养老机构，之后，江苏省人大常委会又审议和专题询问养老服务体系建设情况，会后还要对省政府贯彻落实常委会审议意见情况进行跟踪督查。

让鞠志慧感到高兴的是，江苏省人大常委会已把《养老服务条例》列入了本届人大五年立法规划，有望通过地方立法来推动养老服务事业的发展。

江苏省人大常委会副秘书长、机关教育实践活动办公室主任邵伟明认为，“一个民生热点问题从提出到最后变成法规，正是从群众中来、到群众中去的最生动的故事。”而类似这样的民生问题，将成为今后江苏人大监督工作的重头戏。

制度建设

群众路线越走越实

8月15日，扬州市人大常委会办公楼二楼的会议室里，江苏省人大常委会副主任张艳正与来自基层的8名省人大代表畅谈，就群众普遍关心的教育公平、农民增收、残疾人生活保障、环卫工人生活待遇等问题进行交流。

“常委会主任接待代表日”是江苏省人大常委会推出的一项联系基层代表的重要制度，江苏省人大常委会领导每两个月都轮流到市县，接待来自基层的人大代表。

“人大常委会需要依靠代表，加强与代表互动。”江苏省人大常委会人事代表联络委员会委员秦一彬说。

《江苏省人大常委会关于加强省人大代表工作的决定》规定，常委会领导和两名基层代表保持经常联系。“对于我们来说，联系人大代表是应有之义。”张卫国今年已经走访了21名基层代表，而张艳则走访了18名基层代表。

除了联系代表，调查研究也是江苏省人大常委会工作的常态。10月21日，张卫国再次到泗洪县西南岗调研扶贫工作，推动落实帮扶项目。而这是从2005年提出“对泗洪县西南岗地区实行单独立项、整体帮扶”的建议后，江苏省人大常委会连续8年的第八次调查研究。根据规定，“常委会领导和各部门主要负责同志每年到基层调研时间不少于1个月。”

在总结基层经验、广泛征求意见的基础上，9月中旬，江苏省人大常委会通过了《关于贯彻党的群众路线、进一步密切与人民群众联系的意见》。

“在加强民主立法方面，就要求扩大立法项目征集渠道，实行立法过程公开，健全立法听证和评估论证制度，建立立法建议反馈机制。”吕振霖向记者解读这个意见。他说，意见完善了立法公开制度，不仅重申所有法规草案都要公开征求意见，而且强调以多种形式介绍法规草案起草背景和主要内容，引导公众参与讨论、提出意见，表达利益诉求。“过去也在网上发布过法规草案征求意见，令人尴尬的是往往应者寥寥，主要原因在于公众对法规内容缺乏了解，无话可说。有了这一条，就解决了这个问题。”

吕振霖说，除了加强民主立法外，意见还从增强监督实效、密切联系代表、改进调查研究等方面，提出了 19 条具体措施。

江苏省委书记、省人大常委会主任罗志军指出，该意见是江苏省人大教育实践活动重要的阶段性成果，充分体现了地方人大贯彻群众路线的特色，具有很强的针对性和可操作性，“可以说，是一张实实在在联系群众的‘路线图’”。

限制电子烟，欧盟左右为难

本报驻比利时记者 刘歌

《人民日报》（2013年10月10日 22版）

10月8日，欧洲议会对是否将电子烟列为药品的指令进行复议。同一天，不少欧洲民众来到位于法国斯特拉斯堡的欧洲议会大楼前示威，抗议这一指令。此前一天，10位与烟草引发疾病相关的法国专科医生发表《医学承认电子烟呼吁书》，明确反对将电子烟列为药品，称电子烟帮助众多烟民告别香烟，其危险远小于香烟。

随着近年来世界各国不停歇地开展禁烟运动，电子烟应运而生并颇受欢迎。这种仿照香烟、携带方便的电子雾化器由中国人发明并申请了专利。电子烟通过将丙二醇或者丙三醇变成雾气，使之直接吸入人体，看上去如同吸烟。

据估计，目前美欧地区大约有 100 余万烟民经常消费电子烟制品。欧美烟草行业的统计数据表明，英国的电子烟消费者从 2010 年的 9% 增长至 2012 年的 22%；美国的电子烟制品近 3 年来销售额逐年成倍增长，预计 2014 年销售额有可能达到 10 亿美元。

欧洲议会此前专门召集相关专家评估后认为，电子烟制品从来没有被证明是绝对安全的。由于目前对电子烟并无深入研究，除烟碱外，它也可能含有不为人知的、对人体健康有害的物质，譬如电子烟中所含的一些香料物质在对吸烟者产生吸引力时，就可能对健康造成危害。

在9月的欧洲议会全体会议上，有关是否将电子烟划归为药品的提案再次被拿到全会讨论。欧盟委员会曾在修改《欧盟烟草产品指令》时提议，电子烟如同有助于吸烟者戒烟的尼古丁口香糖、膏药一样，应归类为药品，对被批准为医药产品的电子烟的尼古丁含量实施限制。

此提案一出，立即引起电子烟业界恐慌。一旦欧委会要求对电子烟的尼古丁含量实施限制的提案获得欧洲议会批准，就要对电子烟开始漫长而昂贵的临床试验鉴定。有销售商称，如按要求进行测试，每种产品要花费大约100万英镑，而欧洲市场现在销售的电子烟有30种不同的味道。如此算来，还没有完成尼古丁含量鉴定，生产商和销售商就面临破产“前奏”。此外，巨额的检验费成本，也使电子烟业界根本没法经营。

议员法拉吉·尼哲尔在接受本报记者采访时不赞成将电子烟归类为药品，认为电子烟对喜欢香烟的人有益，而这一提案无疑会让电子烟生产商破产。

欧洲的电子烟厂商也为此展开强大游说攻势。为争取主动，英国一家电子烟公司还向欧洲议会的754名议员每人赠送一支电子烟，期许议员放电子烟一条生路。有厂商称，电子烟可以有效帮助希望戒烟的人，它与普通烟草制品相比，是一种安全的替代品，为人们提供所需烟碱，且危害远低于普通烟草制品。

一位参与电子烟提案讨论的欧洲议员对本报记者表示，电子烟制品在欧洲的增长势头不可忽视，全球已有多家跨国烟草公司涉足电子烟行业，以期获得更大利益。未来发展中，电子烟将不可避免地面临更加严格的政府监管。目前，比利时已率先出台对电子烟使用和广告的限制，但在大部分欧盟国家中，电子烟仍畅通无阻。

（本报布鲁塞尔10月9日电）

超九成戒烟者未接受过戒烟服务

《人民日报》（2013年09月23日 09版）

本报北京9月22日电（记者王君平）9月22日，促进有效戒烟药物进入国家医疗保险研讨会在京召开。世界卫生组织烟草或健康合作中心研究员肖丹说，戒烟是控制吸烟相关疾病最为有效的手段。

据全球成人烟草调查中国报告指出，在我国吸烟者中，36.4%的人在过去12个月内尝试过戒烟，但其中91.8%的人从未接受过任何戒烟服务。原因在于，我国吸烟者对戒烟治疗了解不充分，戒烟药物缺乏且未纳入医保。

肖丹认为，将戒烟药物纳入医疗保险，报销部分或全部费用，将有效促进吸烟者寻求戒烟治疗和戒烟尝试。

图片报道

《人民日报》（2013年09月16日 05版）



中国控烟协会日前发布的报告显示，仅有24.25%的高校无烟环境得分满60分，逾七成的高校控烟评分“不及格”。暗访调查发现，吸烟重灾区已经有由男生寝室转向学生食堂的趋势，食堂中吸烟者和烟蒂数最多，成为吸烟重灾区。

这正是：

象牙塔里烟气冲，

求学路上异味浓。

卧榻才少吐雾客，

餐桌已没云海中。

李宏宇图 三宝文

图片报道

《人民日报》（2013年09月02日 05版）



日前，北京市爱国卫生办公室公布了151家机关单位吸烟情况摸底调查。结果显示，机关单位中领导班子吸烟率接近75%。同时吸烟导致办公区域内空气污染严重，PM2.5平均值为中度污染。这正是：

领导吸烟过七成，
一纸禁令变浮云。
如饥似渴混不吝，
毒完自己害他人！

曹 一图 乐 风文

控烟关口能否前移（生态论苑）

武卫政

《人民日报》（2013年08月31日 09版）

●控烟关口前移，政府应当运用经济手段，把吸烟产生的环境、健康损失，内化为烟草业的成本，让生产商、销售商、吸烟者分担对公众健康的责任

8月21日，国家卫计委卫生监督中心发布的一项调查显示，72.5%的餐饮场所、约一半的住宿场所仍有吸烟行为，室内公共场所禁止吸烟尚未得到全面执行。这组数字反映的是面上情况，却一点也不抽象。看看我们身边，办公室有人吸烟，卫生间有人吸烟，食堂有人吸烟，“被吸烟”的人们或者见怪不怪，或者敢怒不敢言，“吸烟有害健康”说了那么多，作用并不大。

公共场所之所以有必要控烟，是因为吸烟不仅危害吸烟者的健康，而且直接危害不愿意吸烟者的健康。大家都讨厌PM2.5，吸烟可使室内PM2.5严重超标。不能因为吸烟者多而散，就不把吸烟的污染当回事。吸烟是个人行为，吸烟的污染没什么大不了，烟草业对经济发展贡献

大——诸如此类为吸烟辩护的理由，否定不了它污染环境、危害公众健康的本质。这种污染应该引起全社会的高度重视。

无论在公共场所，还是在私人空间，禁止瘾君子们吸烟，只是污染的末端治理。靠制定条例、下发通知来控烟，没有强有力的法律支持，没有严厉的处罚措施，是比豆腐还软的末端治理。如此这般，控烟怎么可能见效？

防治污染，既讲末端治理，更讲源头控制。控烟能不能从源头抓？

从源头抓，极而言之就是禁止烟草的生产、销售。这只是一种理想，实际上行不通。一方面，烟草业是许多地方的利税大户，一下子把烟草生产企业全关了，会带来一系列的经济和社会问题。另一方面，许多人有消费烟草的需求，需求不灭，生产不止。烟草消费的需求，来自于根深蒂固的传统，包含人际交往等社会文化内容，不是说抑制就能抑制得住。

那么，控烟关口能否前移？

体检时，许多吸烟者非常在意各项指标是否正常，说明他们并不是不重视自己的健康。吸烟者难以戒烟，还是对吸烟的危害认识模糊。控烟，首先要把吸烟的害处讲深讲透。

世界卫生组织公布的数据表明，吸烟烟雾中含有超过 4000 种化学物质，其中至少含有 250 种已知的有害物质，69 种已知的致癌物质。这些常识难道不能张贴在售烟点、宾馆、餐厅、公共汽车、地铁等公共场所？这要比简单写一句“吸烟有害健康”给人的印象更深。

宣传抽烟的害处，可做的事还很多。在中小学的健康、环保教育中，用权威数据和典型案例，给孩子们普及“吸烟有害健康”的知识，必然会给他们的家长带来积极影响。严格禁止烟草业美化自身的公开宣传和植入影视作品的软广告，也能消除其负面影响。只有公众对“吸烟有害健康”有了具体、感性的认识，才能营造全社会合力控烟的氛围。

光营造氛围还不行，控烟要收实效，必须敢动真格，压缩烟草业的生存空间。烟草业交税，税收用于政府开支，似乎是好事，但别忘了烟草业交税越多，吸烟污染造成的损失越大。交的那些税，够支付医疗费吗？交税再多，能换回健康和生命吗？政府应当运用法律和经济手段，把吸烟产生的环境、健康损失，内化为烟草业的成本，让生产商、销售商、吸烟者分担对公众健康的责任。

只有部分城市立法，尚无全国性禁烟法律，而执行就更难

控烟之手不能软（聚焦·公共场所禁烟扫描（下））

《人民日报》（2013年08月30日 19版）



朱慧卿绘（人民视觉）

世界卫生组织《烟草控制框架公约》在我国生效7年，但国内现有法律法规与《公约》的要求相距甚远，目前还未有国家级室内公共场所、室内工作场所禁止吸烟的法律法规，也没有单独的控烟法规。从1993年至今，我国有近半数的地级以上城市制定了公共场所禁止吸烟的地方性法规，但绝大部分地方的禁烟法规，因缺乏上位法支撑，形同虚设。

可喜的是，按照《公约》的原则，控烟立法在各城市纷纷“开花”，我们选择广州、青岛、兰州三地，介绍其控烟立法和执行情况，以尽快推动全国性立法控烟“结果”，让“无烟中国”早日成真。

——编者

广州：

多头执法谁都管不好

本报记者 贺林平

8月23日，某公司白领张伟全和几名同事一起去聚餐。在酒楼大厅等上菜时，他抽出一根烟，塞到嘴里，摸出打火机正准备点烟。“嗯哼！”对面的女同事冲他一皱眉，随手指着墙上挂的标识：“禁止吸烟，违者罚款50元”。张伟全无奈地叹了口气，悻悻地把烟又塞回烟盒。

这是发生在广州天河的一幕，此时距离《广州市控烟条例》发布已经357天。记者从广州市控烟办获悉，控烟工作取得了一定成效，但控烟仍面临执法难。

2010年4月，《广州市控制吸烟条例》表决通过，规定12个禁止吸烟的“公共场所”，违规者罚款50元。但是，条例颁布9个月之后，才开出首张个人罚单。

2012年9月1日，修改后的新控烟条例实施，控烟办正式揭牌，并成立100名巡查员的执法队伍。广州市控烟办负责人介绍，新条例规定，执法人员发现违规吸烟的市民能够立即处以50元的罚款，而不需要经过警告、责令整改等环节。根据今年5月公布的数据，广州共对155名违法吸烟个人进行现场处罚。对比条例实施修改前仅有1人受罚的局面，控烟执法取得新成效。

8月15日下午，由广州爱卫、交通、公安、广铁等部门组成的天河联合控烟执法小组，先后来到广州火车站、东站汽车客运站等区域检查。在火车站的5号门，检查人员发现有一男子在抽烟，广州市爱卫办副调研员罗文辉当即示意执法人员上前执法。执法人员相互观望，没有人上前。火车站相关负责人表示，5号门内才属于车站管理范围，门外则是天河区管理地段，车站不负责管理。而交通部门的工作人员则提出，该地段仍然属于火车站的范围，由广铁集团进行管理。在双方的“扯皮”过程中，违规烟民趁机离开了。

这样尴尬的场景一再出现。广州发展研究院的一项调研报告指出，控烟执法存在发现难、处罚难的问题。100个人要管住拥有1800万人口城市的烟民，即使是马不停蹄一天工作24小时也管不过来。

多头执法成为控烟效果不明显的重要原因。调研报告提出,《条例》的管理部门多达15个,管理主体太多的直接负面作用就是谁都管、谁都不管。广州市城管委接到的控烟投诉主要集中在餐饮场所,在占总数90%的小餐饮店,控烟条例难以执行。不少经营者表示,自己开的小餐饮店全靠老顾客捧场,碍于情面不会干涉。

广州市控烟协会常务副会长陈万鹏表示,控烟不能光靠少数执法人员“三天打鱼,两天晒网”的突击行动,必须在全社会形成一大批“控烟志愿者”,形成人人监督的社会氛围。

在广州市某局办公楼内,记者看到多个楼道贴有“禁止吸烟”的标识,但接待室和会议室里仍然摆放着烟灰缸,里面还有尚未燃尽的烟头。工作人员笑着说,都是同事,抽根烟也不好意思阻止;更何况有不少领导带头吸烟,不敢说。

广州市控烟办表示,将重点加强对公共场所的执法,对于拒不履责的场所,按照《条例》规定依法处罚,并将其列入控烟“黑名单”作为重点整治对象。

青岛:

违规单位最高罚3万元

本报记者 宋学春

“吸烟者违反规定,逾期不改正的,个人将被处200元罚款,单位处1000元以上3万元以下罚款。”在山东青岛,控烟不再是口号,而是要动真格了。今年9月1日,《青岛市控制吸烟条例》将正式施行。

1995年12月,青岛出台了《青岛市市区公共场所禁止吸烟规定》。今年4月,《青岛市控制吸烟条例(草案)》提请市人大常委会审议表决通过后,并报经省人大常委会审查批准,8月1日公布。从《条例》的起草到公布实施,只用了4个月的时间,青岛立法控烟用时最短。

每年的世界无烟日,青岛都要组织开展大型的控烟集中宣传活动。青岛将公务员、医生和教师列为三类控烟重点人群,并启动“无烟校园”创建活动,今年全市100%中小学达到无烟目标,市教育局把“一进学校门就不能抽烟”列为硬性规定。

2011年,青岛开展了“无烟医院”创建活动。市卫生局监督与疾控处处长刘可夫介绍,市级医院的医务人员吸烟率由2010年的9.84%下降到2011年的6.29%,区级医院医务人员的吸烟率由2011年的10.1%下降到2013年的5.86%。

崂山区委宣传部副部长刘志峰介绍，今年崂山区开始打造无烟婚礼，10家大型酒店签订协议举办无烟婚礼，到目前为止已举办154场无烟婚礼。

控烟执法难最突出的表现是，执法力量有限、执法盲区多。破解这一难题的关键，在于通过立法赋予公共场所经营者和管理者一定的管理责任和义务。

《条例》以列举的方式将部分室外公共场所规定为禁止吸烟场所。为避免对条款的误读和便于表述，《条例》对这些场所的室内禁烟也一并强调，规定为“室内外”区域。禁止吸烟场所的经营者或者管理者应当建立禁烟管理制度；在醒目位置设禁止吸烟标识；不得放置烟具和附有烟草广告的物品；对吸烟者予以劝阻，不听劝阻的，要求其离开或者拒绝为其提供服务，或者向有关监督管理部门报告等职责。同时，在法律责任部分规定，禁止吸烟场所的经营者或者管理者违反上述规定的，责令限期改正，给予警告；逾期不改正的，处1000元以上1万元以下罚款；情节严重的，处1万元以上3万元以下罚款；对个人处200元罚款。

市人大常委会法制工作室副主任张桂芹说，《条例》明确禁止吸烟场所经营者、管理者的职责，统一协调，分类管理，社会参与，形成控烟合力。多业态单体建筑内的控烟工作实行统一管理、公务活动中不得提供烟草制品、不得放置烟具和附有烟草广告的物品和加强控制吸烟宣传教育工作。

刘可夫认为，青岛有省内最大的烟草企业，也是影响青岛市有效开展控烟工作的主要因素之一。缺乏控烟工作经费是个大难题，而政府投入经费较少，全市烟草流行状况调查没有及时实施。

“《条例》实施后，执行是关键，在宣传、教育方面要形成良好的控烟氛围。”市人大常委会研究室主任刘庆武认为。

2014年，青岛要办“无烟世园会”；2016年，“亚洲控烟大会”将在青岛举办。市民盼望天会更蓝，“无烟青岛”越来越近。

兰州：

单人办公室也禁烟

本报记者 曹树林

2014年1月1日，《兰州市公共场所控制吸烟条例》将正式实施，这是我国西部第一个禁烟、控烟的地方性法规。

兰州市人大法工委主任张福寿介绍，早在1996年，兰州市人大常委会批准了一项公共场所控烟的规定，但执行不理想。

2010年，兰州市副市长戈银生代表兰州与中国疾控中心签订承诺书，采用包括立法在内的多种手段，推动兰州控烟工作。从那以后，兰州市公共场所控烟立法工作提上议事日程并迅速推进。

2011年4月，草案提交市政府，并以政府议案的形式提交兰州市人大审议。在经过多次调研、修改之后，今年4月报甘肃省人大审议。

“一部法律除了法言法语必须准确之外，还必须具有可行性，否则制定而不能执行，最终将损害法律的权威。”张福寿说，兰州市人大除了对草案的文本进行推敲之外，还组织调研组，到幼儿园、中小学、社区医院、车站等场所开展调研，认真评判各种禁烟、限烟条款的可操作性。比如，草案中规定，在养老院、福利院全面禁烟。有的老人吸烟吸了一辈子，离开烟草几乎没法生活，全面禁烟不现实。最后条文改成了室内禁烟，室外可以吸烟。

在征求意见时，有人提出：只坐一个人的办公室是否可以不禁烟？法工委研究后认为，办公室属于公共场所，即使办公的只有一个人，还会有前来办事的人，烟雾缭绕会影响他人健康。况且，多数办公楼都安装了中央空调，烟雾会通过中央空调系统进入其他办公室。法案坚持了室内严格禁烟的原则。

最终颁布的《兰州市公共场所控制吸烟条例》把“禁烟”和“限烟”有机结合。《条例》明确，今后，医疗卫生机构等9类场所严格禁烟；餐厅等3类场所限烟。烟草制品销售者未在售烟场所的明显位置设置吸烟有害健康和禁止向未成年人出售烟草制品标识，以及向未成年人出售烟草制品的，将被依法处罚。兰州市政府可根据社会发展实际，增设临时或者永久禁止吸烟场所。

张福寿介绍，兰州将采取“多元执法”的办法确保《条例》的贯彻落实。卫生、教育、交通等部门按照职能划分监管相应场所的控烟工作；由卫生部门牵头，各部门还将定期或不定期地组织联合执法。此外，兰州市还将依托现有的“数字兰州”网络平台，开通统一的举报电话。收到关于控烟的举报之后，相应区域的相应部门前往案发地执法。

医院、学校、餐厅成为吸烟重灾区

公共场所禁烟难（聚焦·公共场所禁烟扫描（上））

《人民日报》（2013年08月23日 19版）



张兮兮绘（人民视觉）

我国是世界上最大的烟草生产国和消费国，也是最大的烟草受害国。目前，我国有3亿多烟民，每年死于烟草相关疾病的吸烟者100万人。吸烟和吸二手烟严重危害人体健康，这是不容置疑的科学常识。致病于无形，致害于长远，烟草危害却极为隐蔽，并不为公众普遍知晓。3/4以上的人不能全面认识吸烟对健康的危害，2/3以上的人不了解二手烟的危害。

世界卫生组织《烟草控制框架公约》在我国生效7年来，国内的控烟履约工作进展缓慢。全面控制烟草是典型的公共卫生服务，政府主导责无旁贷。为此，本版推出“公共场所禁烟扫描”系列报道，调查公共场所禁烟现状，介绍各地控烟立法进程，以期推动公共场所禁烟工作，让公众能够呼吸没有“烟”味的空气。

——编者

医院

楼道吸烟没人管

王斯璇

2008年3月10日，原卫生部出台《无烟医疗卫生机构标准（试行）》，规定医院所属区域有明显的禁烟标识，室内完全禁烟。

2008年5月1日起，北京市施行《北京市公共场所禁止吸烟范围若干规定》，规定医疗机构的室内区域禁止吸烟。

5年多过去了，医院禁烟情况到底如何？8月13日到16日，笔者走访了北京10家二级甲等以上医院，发现一些医院虽为“无烟医院”，但禁烟效果差强人意。

13日上午9时，笔者来到电力医院。该院位于六里桥东，是一家三级医院，院内正在装修。门诊楼临街，人流拥杂，大楼门口无明显禁烟标识。笔者进门之际，一名男子叼着刚点燃的烟疾步出门。

门诊大楼内，楼梯间仅有的一块“禁止吸烟”标识旁，飘浮着明显的烟味儿，地上有刚熄灭不久的烟头。一名男子从厕所走出来，带出一股浓重的烟气。

跟门诊楼相比，住院部禁烟提示倒很多。室内室外多处张贴着“吸烟的同志请去露天吸烟区，我院吸烟区设置在门诊楼与病房楼之间的东门旁”、“您已进入无烟医院，室内所有区域都不能吸烟，请自觉遵守”的标识。

尽管如此，在笔者从一层徒步走楼梯到八层的过程中，一路仍充斥着时重时轻的烟味儿。几乎每层都会遇到一两名男子在抽烟。

在四层，一名拿着烟和打火机的患者家属疾步走入楼梯间，瞄了一眼“禁止吸烟”的标识，一屁股坐在楼梯上，旁若无人地点燃并猛吸起来。楼梯间内窗户紧闭，毫不通风，烟气滞留明显，甚至飘到旁边的电梯间，几名候梯的患者和家属皱了皱眉。两位医生从吸烟男子侧旁经过，并未多言。

卫生部《无烟医疗卫生机构标准（试行）》明确规定，医院全体职工负有劝阻吸烟的责任和义务。但就笔者所见，劝阻吸烟人群的医院职员并不多。

在七层，笔者见两名男子边吸烟边聊天，脚下有三两烟蒂。一名男清洁工上前劝说：“大兄弟，在这儿就别抽啦，呛了病人，对自个儿身体也不好。”说着伸出手要下烟头。“抽了这么多年，戒不掉，也忍不住。”二人不好意思地说。

“你看我抽了快40年，原来老是咳嗽。这几年戒了，身体好多了。”清洁工继续劝说。三人聊几句就散了，清洁工继续去打扫。

笔者追上前，和清洁工攀谈。

“医院明确要求你们劝阻这种情况吗？”

“也没怎么要求。再说要求有啥用，人家非要抽，你咋管？刚才那俩人和气，好商量，就不抽了。碰上不好惹的，咋说也没用。”清洁工无奈摇头。

16日，笔者来到解放军307医院，在心血管科住院病房陪护的一位男家属说：“妈，我出去抽一口。”

他的“出去”并不是出楼，而只是出了病房，走到每层尽头的休息处，或者出了病房区到候梯间。时常有其他家属一起，出来抽抽烟，聊聊天。

“您知道医院室内禁烟吗？”笔者上前问。

“所以我们才出来抽的嘛，怕呛着他们。”几名家属解释。

一名查房的小护士恰巧经过：“不好意思，您别在这儿抽了。下楼有吸烟区，可以抽。”

几位家属不情愿地掐了烟，抱怨道：“我们来陪床，也怪不容易的，上下楼又不方便，每层设个吸烟区不就行了？”

“他们抽烟我们也知道，也不挨着护士站，我们又不能24小时看着他们。”小护士无奈道。

大多数人选择在医院楼内的楼梯间、厕所，或者楼外的垃圾桶旁、门口台阶上、草坪旁吸烟。甚至吸烟区指示标识旁边就坐着一个正在抽烟的男子。清洁工在旁清扫烟头，并未上前劝告吸烟人士前去吸烟区。

在笔者走访的10家医院中，几乎每家医院都设有吸烟区，并有文字或图示提醒。吸烟区鲜有吸烟人，是很多医院面临的尴尬。无论是三甲医院或是二级医院，很难发现一家无室内违规吸烟现象的。楼梯间、厕所、走廊等，成为医院最主要的室内吸烟地。

高校

宿舍厕所烟味浓

马梅若

近日，笔者随机走访了中国人民大学、北京工商大学等7所高校后发现，教学楼门口、公共厕所、男生宿舍是吸烟“重灾区”。

8月13日9时，笔者首先来到首都师范大学。在该校图书馆前的草坪里，笔者发现烟头14个，电教楼的水坑里则浸泡烟头5个，台阶上还摆放着一盒卷烟。

北京工商大学校园内的禁烟标识下赫然躺着成堆的烟头，烟味浓重。烟蒂混迹在纸屑、食品袋等杂物中间。对于是否劝阻同学吸烟，该校大四学生小苗说，哪有这么简单的事情，这好比是引火烧身，甚至会遭到嘲笑、谩骂。

在校园里，公共厕所是烟民吸烟的场所之一。不仅是男厕所，有时女厕所里也有人吸烟。笔者8月18日在中国传媒大学的校园里见到两位女生从厕所出来后，身上烟味浓重。

当笔者追问其是否知道高校教学区域禁止吸烟时，其中一位女生坦然说：“并不是只有我们在校园里吸烟。女厕所里闻到烟味很正常，有很多人就在教学楼的窗户口吸烟。连我们的一些老师在课间都会抽几口。我们班吸烟的同学很多。老师看到了也就是当时让他们把烟熄灭，没有什么更严格的管制措施。”

中国劳动关系学院研究生一年级学生小苏说：“男生如果能去厕所抽烟，已经算比较克制了。我寝室6个人里3个人抽烟；隔壁寝室有5个人抽。”

中国人民大学学生小王表示，对于不吸烟的同学来讲，教学楼外、草坪、公共厕所等地的二手烟也会影响其健康。如果只在高校的教学区域禁烟，同学的学习和生活仍会受到影响。他认为，《北京市公共场所禁止吸烟范围若干规定》中对于在禁烟地区违反条例的个人惩罚措施还停留在教育、劝阻阶段，惩戒效果不明显。言语上的劝阻没有威慑力。禁烟需要更加有力的惩戒，才会收到成效。

餐厅

禁烟标识成摆设

王潇卿

8月12日19时，笔者来到北京市双井附近的“德康三千里烤肉”餐厅。店内有一位女士正在吸烟，在她的身后，就是“禁止吸烟”的标识。来往的服务员很多，却没有人来制止。笔者问服务员：“这里可以吸烟吗？”服务员说：“可以，随便抽。”笔者指着墙上的禁烟标识问：“这里不是

禁止吸烟吗？”她说：“没事的，整个大厅都可以抽烟。”店内抽烟的人还真不少，墙上的禁烟标识形同虚设。

8月14日中午，在“健将一品粥”双井店，店内有明显的禁止吸烟标识，一位没有透露姓名的服务员说，店内是完全禁止吸烟的，如果实在想抽烟，那只能到室外了。

中午12时，位于垂杨柳的“好佳老鸭汤巫山烤全鱼”店内，笔者没有见到任何禁止吸烟的标识。店内有几桌客人，其中几位正在吞云吐雾。店内没有划定吸烟区，整个店内就是吸烟区。

12时30分，笔者来到位于劲松的“眉州东坡酒楼”，只见门上贴有禁烟标识。走上二楼，大厅里没有人抽烟，周围的包厢内飘出烟味。服务员说，大厅与厕所是完全禁止吸烟的，而收费的包厢内可以吸烟。在进入二楼大厅的入口处，有一个带烟灰缸的垃圾桶，这是酒楼内的吸烟区。

13时左右，笔者来到位于东三环南路的“富丽客巴西烤肉”餐厅。店内明确规定不许吸烟，若有顾客违反规定，服务员会请顾客到店内特定的吸烟区。吸烟区就是入口的走廊，此处摆有烟灰缸。

在“西贝西北菜”双井店，厕所内没有禁烟标识，有一股淡淡的烟味。在大厅抽烟的人非常多，店内并无禁止吸烟的标识。笔者询问一位男服务员：“你们这里有无烟区吗？”服务员说：“不好意思，我们这里没有无烟区。”笔者问：“如果有人闻不了烟味，那怎么办？”服务员说：“那您就只好坐靠窗的位置了。”靠窗位置与大厅并无阻隔，没办法保证无烟。

在“双流老妈兔头”双井店，店内没有明显的禁烟标识。在厕所，保洁人员正在清扫，笔者询问保洁人员：“厕所内是否能吸烟？”保洁人员笑着说：“我们不能在这抽烟，你们客人当然行了！”笔者问：“平时有人在厕所吸烟吗？来厕所吸烟的人多吗？”保洁人员点头回答：“有的，不少。”大堂工作人员徐先生介绍：“整个大厅都是可以吸烟的。二楼是无烟区。无烟区开放时间是每天下午5点半到6点，每周五、六、日的全天，除此之外不开放。”

在“石器时代串吧”双井店，大堂柜台处有“禁止吸烟”标识。店内烟雾缭绕，地上也有不少烟头。笔者询问柜台服务员：“大厅是否可以吸烟？”服务员低着头回答：“可以，随便抽。”笔者问：“那你们这里有无烟区吗？”服务员直接摇了摇头。

延伸阅读

烟草烟雾中含69种致癌物

吸烟会对人体健康造成严重危害。烟草烟雾中所含的数百种有害物质,有些是以其原形损害人体,有些则是在体内外与其他物质发生化学反应,衍化出新的有害物质后损伤人体。

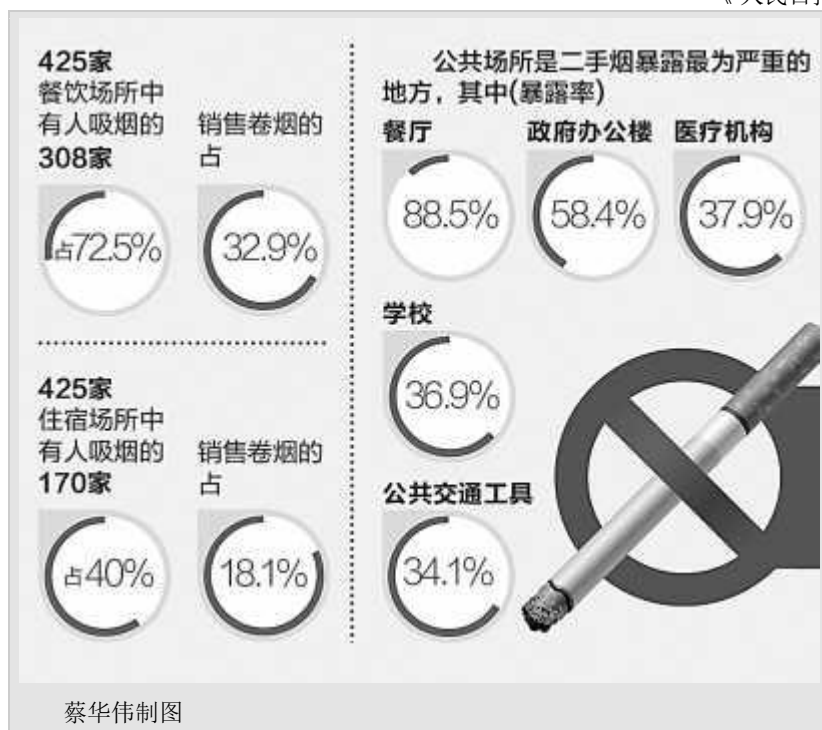
烟草烟雾中含有69种已知的致癌物,这些致癌物会引发机体内关键基因突变,正常生长控制机制失调,最终导致细胞癌变和恶性肿瘤的发生。有充分证据说明吸烟可以导致肺癌、口腔和鼻咽部恶性肿瘤、喉癌、食管癌、胃癌、肝癌、胰腺癌、肾癌、膀胱癌和宫颈癌,而戒烟可以明显降低这些癌症的发病风险。

室内公共场所难禁烟,相关调查显示——

七成餐饮场所还有人吸烟

本报记者 王君平

《人民日报》(2013年08月22日 09版)



2011年,原卫生部发布实施了《公共场所卫生管理条例实施细则》(卫生部令第80号),《细则》第十八条明确规定室内公共场所禁止吸烟。两年来,《细则》实施情况如何?国家卫计委卫生监督中心21日在京发布的一项调查显示:72.5%的餐饮场所、约一半的住宿场所仍有吸烟行为。“室内公共场所禁止吸烟”在餐饮、住宿场所尚未得到全面执行。

餐饮场所仍是公共场所禁烟难点

从2012年9月到今年6月，国家卫计委卫生监督中心组织黑龙江、山东、甘肃、新疆等4省区，分别选取齐齐哈尔市、东营市、天水市和乌鲁木齐市作为调研城市，共调查住宿、餐饮场所850家，回收有效调查表2629份，对40名经营业主、40名服务员和949名顾客进行访谈。

选择一天当中人群消费高峰时段，调查人员进入住宿、餐饮场所观察30分钟，观察记录吸烟的情况，在大堂、就餐大厅、公共卫生间等处寻找烟蒂；对经营业主、服务员、顾客、卫生监督人员进行调查。

调查显示，通过现场观察，425家餐饮场所中有人吸烟的为308家，占72.5%；住宿场所中有人吸烟的为170家，占40%，而观察到工作人员劝阻行为的比例很低，只有15.9%。仅少数餐饮、住宿场所设置室外吸烟区，设置引导标识不足1/3。设立吸烟危害健康宣传的场所，仅分别占餐饮、住宿场所的6.1%和1.4%。大多数场所在不同位置摆放烟具，32.9%餐饮和18.1%住宿场所销售卷烟，为吸烟提供方便。

调查显示，对室内工作场所禁止吸烟，仅有不足1/4的人能正确认识，超过1/3的人则认为“公共场所部分室内区域禁烟”，尚有40%的人不知道该禁烟规定。

国家卫计委卫生监督中心主任王苏阳指出，餐饮场所仍是禁烟工作的难点和重点，对室内吸烟行为进行劝阻比例低，而对经营者开展吸烟危害健康宣传的工作落实不到位，近半数场所禁烟标识和警句仍需加强。

调查显示：近一半的顾客会选择全面禁烟场所消费，仅不足10%的顾客愿意选择去不禁烟的场所；80%以上的经营业主赞同公共场所禁烟，而有四成的业主担心营业收入下降。他们认为，目前每家经营场所落实全面禁烟规定的程度不同，如果部分场所未全面禁烟，那么实施全面禁烟场所的顾客就会流失，从而影响收入。

绝大多数地方的禁烟法规遭遇执行难

中国疾控中心控烟办副主任姜垣说，室内无烟环境需要宣传吸烟的危害，还需要立法和有效执行。

王苏阳介绍，《细则》没有规定相应的处罚措施和相应监督规范标准，给落实公共场所禁烟带来了难度。没有处罚措施，对经营业主违规行为起不到震慑作用，不足以让经营业主把控烟工作摆放在经济利益之前。

据介绍，公共场所是二手烟暴露最为严重的地方，其中餐厅暴露率最高，达88.5%；政府办公楼58.4%；医疗机构37.9%；学校36.9%；公共交通工具34.1%。据统计，我国有7.4亿人

遭受二手烟危害，72.4%的15岁以上非吸烟者遭受二手烟暴露，每天暴露比例达38%，遭受二手烟暴露的人群高达2.11亿人以上。而二手烟没有安全暴露水平，公共场所只有100%“无烟环境”才能保护公众健康。

姜垣指出，从1993年至今，我国有近半数的地级以上城市先后制定了公共场所禁止吸烟的地方性法规，但绝大部分地方的禁烟法规，并没有严格规定室内公共场所全面禁烟，同时因缺乏上位法支撑，地方法规在执法力量和违反法律后处罚方面含混不清，导致目前绝大部分城市的禁烟立法都存在执法难的问题。她呼吁，尽快出台全国性控烟法律或法规，早日实现公共场所全面禁烟。

唤醒沉睡的控烟法规（今日谈）

吕毅品

《人民日报》（2013年08月20日 01版）

某市控制吸烟条例出台3年，却仅开出19张罚单。近日的这一新闻警醒我们，控烟，不能仅仅止步于“有法可依”。

法治控烟是大势所趋。从签署并批准《烟草控制框架公约》，到各地纷纷出台控烟条例，我国控烟法律法规日臻完善。但相比立法工作，控烟法规的执行力却尚有不足。比如，餐厅、图书馆等常因没有处罚权而约束乏力，社会氛围也让处罚难行，罚到位更难。控烟法规患上执行环节的“软骨病”，不仅令控烟的效果不尽如人意，更影响到法律的权威与公信。

“法律的生命在于实施。”一旦执行不力，便意味着秩序的缺失。被世界卫生组织称赞“为世界发展中国家提供黄金样本”的“哈尔滨控烟模式”，其实并无神奇之处，关键就在于更容易使公众知晓，更容易执行和实施。唤醒那些“沉睡”的控烟法规，需要创新执法方式和执法模式，在扎扎实实的贯彻执行中，保障全社会的健康与幸福。

影视剧烟草镜头监测结果公布

《大上海》《悬崖》被颁“脏烟灰缸奖”

《人民日报》（2013年06月19日 08版）

本报北京6月18日电（记者王君平）中国控制吸烟协会今天在京召开无烟影视剧烟草镜头监测结果发布会。根据监测结果，电影《大上海》、电视剧《悬崖》因吸烟镜头最多被颁予“脏烟灰缸奖”。

监测的2012年热播的前30部电视剧中，21部有烟草镜头。热播的前40部电影中，29部有烟草镜头。

中国控制吸烟协会常务副会长许桂华指出，通过5年监测，无烟影视的数量呈上升趋势。她呼吁，坚决取消获得“脏烟灰缸奖”的影视剧参与各种评奖资格。

法国提升烟价保护公共健康

《人民日报》（2013年06月14日 22版）

本报巴黎6月13日电（记者李志伟）法国卫生部长玛丽索尔·图雷纳12日表示，为减少烟草对公共健康的危害，自今年7月起将提高法国市场销售的香烟价格，每盒提价0.3至0.4欧元。

图雷纳说，烟草每天导致约200名法国人死亡。据《世界报》报道，法国每年有7.3万人死于吸烟造成的疾病，其中男性5.9万人，女性1.4万人。

据统计，此前法国香烟提价导致销量明显下降，去年10月的提价导致2013年第一季度法国香烟销售量下降了8.6%。

国内首部室内公共场所全面禁烟地方性法规实施一年

哈尔滨室内禁烟将纳入政府目标考核

本报记者 袁泉

《人民日报》（2013年06月03日 11版）

2012年5月31日，作为国内首部规定包括办公场所在内的室内公共场所全面禁烟的地方性法规《哈尔滨市防止二手烟草烟雾危害条例》正式实施，至今已满一年。这部被誉为“为世界发展中国家提供黄金样本”的法规给哈尔滨市的控烟工作带来了哪些变化？执行中遇到了哪些困难？今后控烟工作将有何突破？带着这些问题，记者进行了实地采访。

从行政推动转变为依法防烟

“哈尔滨早在1996年就有防烟条例，但执行效果不太好。从去年5月31日开始，防烟行动发生了质的变化，从行政推动转变为依法防烟。”哈尔滨市控烟办主任张敬东说。

“从国际防烟经验看，实现有效防烟，一是政府要有决心，二是要有一部规范的法律，三是全社会共同参与。”张敬东介绍，哈尔滨市一年来控烟最大的成绩就是形成了一套组织网络、一套执法网络和无烟场所网络。“防止二手烟草烟雾危害工作领导小组”由主管副市长担任组长，各区政府和相关执法部门也组建了专项工作机构。一年来，市防烟办共下发11个防烟方案，市卫生局、市交通局、市文新局、市网安支队、市消防支队等执法部门把防烟作为一种工作常态，定期到所辖区域进行检查指导。

各类媒体不惜版面和时段播放控烟公益广告，几乎每个公共场所都设有控烟海报和温馨提示，在全国率先推出 12320 防烟监督举报投诉电话。《条例》实施一年来，曾经烟雾缭绕的冰城，空气清新了许多。

部分公共场所还有人吸烟，但呈下降趋势

“《条例》实施一年来，最明显的变化是防控二手烟的观念深入人心，这是哈尔滨在控烟上取得的重大进步。”张敬东说。

今年 1 月至 5 月，哈尔滨市对餐饮、学校、医疗机构等 185 家室内公共场所 355 个点位二手烟残余情况分三次进行了 PM2.5 监测。结果显示，各公共场所监测均值逐次下降，合格率逐次上升，其中餐饮大厅首次检测合格率仅为 9%，而第三次检测合格率上升到 80%。

虽然室内无烟环境创建整体效果显著，但并不排除部分“死角”的存在。在南岗区嵩山路的一家小餐厅内，墙面上悬挂着“关爱生命 远离烟草”的提示和“室内禁止吸烟”的海报，但还是有不自觉的食客点起香烟。当记者问负责清理工作的服务员为何不劝阻时，服务员表示，客人没说话，老板没说话，谁愿意惹这个麻烦？

在哈尔滨市医科大学附属第二医院，记者看到，无论是室内还是室外，随处可见散落在地的烟头。在该院门诊楼的出口位置，悬挂着醒目的“禁止吸烟”和“无烟医院”标志，但仍有不少烟民在吞云吐雾，而不远处的一个角落就是该院的“吸烟区”。

“吸烟是一种多年形成的不良习惯，戒烟也需要一定的过程，3—5 年的时间才可能转变。”张敬东说，虽然部分公共场所还有人吸烟，但这种现象在呈下降趋势。

下一步将把控烟纳入政府部门绩效考核

在今年国际冰雪节期间，哈尔滨“冰雪大世界”园区内的冰雕烟草广告，一度引起社会强烈关注。哈尔滨控烟办协调旅游局、国资委等部门于 1 月 9 日将烟草广告拆除，这成为哈尔滨市控烟历史上具有标志意义的事件。

“哈尔滨机场进入安检前的环节，已经实现了室内全面无烟，吸烟的人都在候机楼前的室外吸烟点吸烟。现在，经过安检后的候机区，还设有吸烟室，如何解决这一问题是我们未来的工作方向。”张敬东认为，哈尔滨控烟工作面临的最大问题，就是如何得到全社会的理解和支持，“让大家都能站出来对室内公共场所的吸烟行为说‘不’”。

据了解，哈尔滨下一步将把控烟纳入绩效考核，建立行政问责、重点工作督办等制度。在有代表性的公共场所建立监测点，并定期发布监测结果，同时建立全面的防烟监督评价体系等。

“《条例》的主要目的是创建无烟场所，目前餐饮企业问题最多。”张敬东说，我们将把室内无烟环境创建纳入政府部门的目标考核，把防烟执法检查变成一项各个场所和部门的自主性工作。“这项工作今年的控烟重点。”

拒绝烟草从娃娃抓起

《人民日报》（2013年05月31日 11版）



5月29日，河南省安阳市内黄县实验幼儿园的老师在给小朋友们讲解吸烟的危害。

当日，该幼儿园开展“拒绝烟草 从小做起”宣传教育活动，通过指导小朋友们利用旧挂历制作香烟模型、绘制戒烟图画等方式，宣传吸烟对身体的危害，教育学生远离烟草。

刘肖坤摄

天津控烟条例实施一年 有些禁烟场所仍“冒烟”

《人民日报》（2013年05月31日 11版）

本报天津5月30日电（记者朱虹）5月31日，《天津市控制吸烟条例》将迎来全面实施一周年。天津市健康促进委员会日前发布的《天津市控制吸烟工作报告（2012年度）》认为，一年来，天津控烟社会宣传、支持、参与氛围逐步形成且不断趋好，依法控烟初见成效。

报告显示，医疗卫生机构内吸烟现象发生比例由条例实施前的13.9%下降至11.6%，教育机构内吸烟现象比例由11.1%下降至7.6%，政府办公机构内吸烟现象由96.4%下降至78.2%，娱乐场所吸烟现象发生率由62.5%下降至50%，互联网上网服务营业场所吸烟率由100%下降至79.2%。同时，医疗卫生机构、公共交通等候场所在条例实施后禁烟标识张贴率达到100%，而网吧、歌（舞）厅张贴率分别为25%和40%。

截至去年年底，天津市共进行控烟举报现场处置103次，行政处罚个人18次，处罚单位、单位法人共5次，罚款金额共计14200元。2013年，天津市将进一步加强控烟工作，统一全市各场所的禁烟标识，确保条例落实到位。

无论是否贴有“禁烟”标识，饭店却是禁不了烟的“重灾区”。随便走进一家饭店，抽烟现象多多少少都避免不了。记者来到天津河西区土城附近的一家饭店，尽管贴着“禁烟”标识，但仍能看到有顾客抽烟，根本不理睬眼前的“禁烟牌”。饭店服务员告诉记者，以前也管过一阵，但是架不住顾客不听，管得太严又怕顾客再也不光顾，久而久之也只能放任自流了。

本报专访中国疾控中心控烟办负责人——

立法，让儿童远离烟雾

本报记者 王君平

《人民日报》（2013年05月31日 11版）

“全球青少年烟草调查”结果显示：我国青少年在家中和公共场所受二手烟危害的比例分别为43.9%和55.8%。在世界无烟日前夕，记者采访了中国疾控中心副主任、控烟办主任梁晓峰，他说，无烟环境是送给青少年和儿童最好的礼物。

据介绍，1988年第一个世界无烟日是4月7日，第二年调到5月31日，放在国际儿童节的前一天，就是希望下一代免受烟草之害。

今年无烟日的主题是“禁止烟草广告、促销和赞助”。梁晓峰说，烟草商通过新媒体引诱青少年吸烟，通过烟草广告、促销和赞助引诱青少年沦为新的烟民，为此，我们反对烟草商赞助体育文化活动来吸引青少年，尤其是反对资助学校。

公共场所禁烟须立法保障

记者：请介绍下我国目前公共场所禁烟的情况。

梁晓峰：截至今年5月底，北京、银川、上海、杭州、广州、哈尔滨、天津、鞍山等8个城市出台或修订了条例，禁止城市公共场所吸烟。兰州、沈阳、深圳等地无烟环境立法也取得积极进展。2011年3月，“十二五”规划明确提出“全面推行公共场所禁烟”。《中国烟草控制规划（2012—2015年）》明确提出公共场所禁烟的目标。

但是，目前我国没有一部控烟的法律，全国154个城市有控烟法规，绝大多数是2006年以前制定的，地方立法受到立法权限制，缺乏执法效果。

记者：无烟立法是实现公共场所禁烟最有效的手段吗？

梁晓峰：公共场所全面禁烟，无烟立法最有效。二手烟不存在所谓的安全暴露水平。采取自愿的政策并不能达到全面无烟的目的，只有通过立法才能产生比较好的效果，这是保护所有公民不受二手烟危害的唯一有效途径，也是世界各国多年实践总结的经验。

控烟执法须加大公众参与

记者：您认为公共场所全面禁烟难在哪里？

梁晓峰：我国是世界卫生组织《烟草控制框架公约》的缔约国，应以此为标尺，借鉴国外和港台地区的成功立法经验，加快推进全国性无烟立法的出台。

公共场所全面禁烟，面临着立法和执法的“双重”尴尬。简单、明确、可执行的法律文本及实施细则，有利于法律的有效实施。立法如果全面明确，会使执法变得简单。如果立法不好，肯定执行不好。而执法是控烟的关键，执法好不好关系到立法的成效。在控烟法律之外，需要制定更加细致的控烟实施细则。控烟法律需要多部门联合执法，需要强有力的协调机制，调动执法部门积极性，建立有效的监督管理机制和畅通的沟通机制。

控烟与中国未来紧密相连

记者：我国烟民这么多、“烟味”这么重，如何推进无烟立法？

梁晓峰：我国烟草流行水平居高不下，吸烟人群超过3亿人。控烟工作存在方方面面的压力和阻力，面临一系列挑战，控烟与中国的未来紧密相连，今天的努力成就明天的希望。

公共场所全面禁烟，需要广泛的民众支持，要让二手烟的危害人所共知，营造无烟立法的氛围，加快推动无烟立法的进程。不要让我们的下一代成为烟民，不要让他们在烟熏火燎中成长，要保护他们不受二手烟的危害。推动无烟立法，要从执法中发现立法的不足，以立法城市的经验和教训为即将立法的城市做借鉴，避免走不必要的弯路。无烟立法“牵一发而动全身”，需要媒体和公众共同参与。

【新闻链接】

第二十六个世界无烟日主题：

禁止烟草广告、促销和赞助

本报北京5月30日电（记者白剑峰）国家卫生计生委今天在京举行世界无烟日宣传活动，要求禁止本系统相关机构和个人接受烟草广告、促销和赞助，已经接受的烟草广告、促销和赞助项目或活动要及时终止，并采取措施消除不良影响。

5月31日是第二十六个世界无烟日，世界卫生组织确定今年的主题是“禁止烟草广告、促销和赞助”。国家卫生计生委副主任崔丽说，我国政府积极履行世界卫生组织《烟草控制框架公约》，卫生计生部门按照履约职责，以创建全国无烟医疗卫生系统为突破口，多措并举，发挥示范带头作用，积极推进控烟履约进程。

广州控烟条例实施细则完成征求意见

控烟执法 难在取证

本报记者 罗艾桦

《人民日报》（2013年05月31日 11版）

据广州市控烟办统计，自《广州市控制吸烟条例》2010年实施至今年5月，广州共检查各类公共场所27.08万场次，发出整改通知书7.87万宗，劝阻个人吸烟行为9.4万宗，依法对155名个人和12家单位实施处罚，累计罚款近10万元。

对违例吸烟人士的检控，如何调查取证是关键。记者多次随队参加控烟执法活动，遇到最多的就是“脚底抹油”和拒不承认两种现象。

在某网吧里，执法人员发现有个人正在角落吸烟，马上上前准备进行处罚。“没钱。”吸烟的小伙子讪笑着掐灭了手中的烟头。执法人员要求对方出示身份证。“没带，我让人回家拿好吗？”趁执法人员不注意，该小伙子拔腿就跑，转眼无影无踪。

根据现行法律规定，只有公安部门才有权查看公民身份证。网吧的控烟执法由公安部门负责，但在餐饮行业、娱乐文化场所等地，食品药品监督、文广等部门遇到问题就难以约束违法吸烟者。

在一家酒店，控烟执法队员一进门就发现有人抽烟，立即举起相机拍照取证，没想到抽烟的那个阿伯听到声音，马上把夹着香烟的手放了下来，随后掐灭了烟头扔到了桌子底下。

“我没抽烟，你没有证据！”阿伯大声呵斥。执法队员检查相机里的照片，发现没拍到阿伯拿烟的手，只好放弃了处罚。

有人证明也无法对违法吸烟个人进行处罚？执法人员无奈地表示，还是要以照片为证。没有照片，碰上人抵赖，那也没办法。

5月初，广州公布了《广州市控制吸烟条例实施细则（征求意见稿）》，向市各职能部门和社会公众征求意见。现已征集完毕，将于近期送市法制办，经法定程序后，报市政府公布实施。

征求意见稿对调查取证进行了进一步细化：“当事人不能现场出示有效证件的，现场的场所经营管理工作人员应当通过拍照取证、视频取证等措施协助确认执法事实。”而目前如果通过拍照取证，考验的是执法人员的“抓拍”能力，难免出现未能将违法吸烟行为及时拍下来的情况，但不排除以后加强视频取证的力度。

香港控烟立法循序渐进凝聚共识

一次修法 酝酿筹备 10 年

本报记者 葛瑜玮

《人民日报》（2013年05月31日 11版）

30年前的香港，室内室外，吸烟行为都十分常见；30年后的今天，香港的室内，就连酒吧、麻将会所和夜总会等场所都难见烟雾缭绕。

香港大学法律学院教授付华伶认为，香港控烟的成功经验是建立在完善的法律体系之上的，定义明晰、实际可操作的控烟法例，给控烟执法带来便利。循序渐进、凝聚社会共识的立法过程，是香港控烟法例有效执行的基础。

从1982年颁布《吸烟（公共卫生）条例》开始，香港控烟法例经过多次修订，法定禁烟区不断拓展。香港吸烟与健康委员会主席刘文文表示，表面上来看，这是法律修订完善的过程，实际上蕴含了大量控烟宣传教育。以2007年扩大法定禁烟区，将所有食肆、室内工作室及多个公众场所均订为法定禁烟区为例，立法前的酝酿筹备期长达10年。

“这10年间，香港就立法进行了大量科学论证以及民意调查。配合持续的宣传工作，等到正式立法的那一刻，公众已经普遍对立法有了心理准备。”刘文文说。

那么，是什么保证了法例的可操作性、明确性？立法会议员谢伟俊表示，香港的重要公共政策大都通过立法推行，立法的目的是为了解决实际问题，而清晰的法律条文离不开严谨的制定程序。在厘清具体法例具体定义上，香港的法院扮演着重要角色。

在执法方面，除了卫生署控烟办公室控烟督查，香港法律还授权法定禁烟区的场所管理人执行禁烟条例，更可在有需要时召唤警务人员协助。

2012年，控烟督察共收到约18000宗有关吸烟的投诉，进行了逾26000次巡查，发出超过8000张有关吸烟罪行的定额罚款通知书及约180张传票。不过，仍有市民投诉说控烟办人手不足、控烟督察未能及时到场处理市民投诉。

中国控制吸烟协会呼吁

坚决拒绝烟草品牌冠名评选

“娇子”评选实质是营销烟草

《人民日报》（2013年05月30日 16版）

本报北京5月29日电（记者王君平）世界无烟日前夕，已连续举办9年的“中国娇子青年领袖”评选活动5月26日开始，活动由川渝中烟“娇子”烟草品牌赞助。中国控制吸烟协会今天呼吁：网民拒绝参与、青年领袖拒绝接受烟草品牌冠名评选。协会呼吁，所有被评的青年领袖坚决拒绝接受并站出来明确反对，千万别让自己的形象和影响力被烟草企业绑架。

目前我国青少年吸烟率为11.5%，约有1400万青少年烟民，尝试吸烟的青少年达4000万，青少年吸烟率正呈现出低龄化及上升趋势。

中国控制吸烟协会呼吁，网民要认清“娇子”评选活动的实质是营销烟草，目的是树立社会形象，吸引青少年关注并增大好感，从而在潜移默化中增加烟草销量，扩大烟民数量。因此，网民要坚决抵制一切形式的烟草广告、促销和赞助活动。

中国控烟协会呼吁，被提名的青年领袖请坚决拒绝接受所谓的“奖项”，切勿成为烟草代言人。所有被烟草冠名活动提名的青年领袖们都是各行各业的精英和楷模，代表着中国青年勤奋、健康、成功、文明的良好形象，如果接受了烟草企业颁发的所谓“奖项”，不仅有违青年领袖的荣誉，更会对广大青少年产生负面影响和示范作用，对中国减少新烟民带来阻力。

协会呼吁尽快修订、完善《广告法》和《烟草广告暂行管理办法》，践行我国政府的庄严承诺，依照《公约》要求，坚决禁止一切形式的烟草广告、促销和赞助活动，为尽早实现我国全面禁烟而共同努力。

工信部等170家机关企事业单位参与创建无烟环境

《人民日报》（2013年05月29日 11版）

本报北京5月28日电（记者王君平）北京市无烟机关单位建设暨第二十六个世界无烟日活动今日启动，工信部等170家单位申请参加首批无烟机关单位创建活动。这170家中有中央直

属机关、国务院机关以及中央企事业单位56家，市、区级行政机关及企事业单位114家。北京市爱卫会有关负责人说，尽管近年来北京市控烟工作有较大进展，但仍需要更多的机关单位加入到无烟环境创建的队伍中来。

据悉，2012年3月至4月，北京市人大常委会曾就其提出的《北京市控制吸烟条例（专家建议稿）》向社会公开征求意见，共搜集到706条意见，赞同进一步扩大控烟范围的占90%。今年4月17日北京市人大召开《北京市控制吸烟条例》立项论证协调会，正式启动地方立法程序，目前立法的各项论证、调研工作正紧张有序进行，有望今年年底前完成立项论证，明年通过一审。

蒙古国 严控公共场所吸烟

本报驻蒙古国记者 霍文

《人民日报》（2013年05月28日 22版）

本报记者刚来蒙古国首都乌兰巴托工作时，发现无论在大街小巷，还是学校门前，每天都有出售小商品的流动商贩。他们除了向学生出售价香糖、饼干、饮料等食品外，还出售香烟，而且可以论支卖，1支香烟30或50图格里克（1元人民币约合230图格里克）不等。每当下课时，很多学生都要来这里买烟，从不避讳。

近日，蒙古国政府会议通过了《关于烟草生产、进口、销售控制条例》，该条例是对今年3月起实施的《烟草控制法》修正案的具体细化。根据该条例，烟草企业的销售点要设在距离幼儿园和学校等教育机构500米以外的地方，销售点可由县、区、居委会等各级政府办公厅依据有关地图资料认定。

据统计，蒙古国吸烟率达到 27.6%，其中男性占 69%，女性占 31%。高校大学生吸烟率高达 80%，分别有 42.9%和 35.6%的人在家中或办公室受到二手烟危害。蒙古国心血管疾病和癌症为两大死亡原因，这都与吸烟率高密切相关。

蒙古国控烟法至今已实施 20 年，但吸烟人数不降反升，且青少年和女性吸烟比例有不断上升的趋势。从 1993 年 7 月通过并实施蒙古国首部《烟草控制法》，到 2005 年对某些条款的修改补充，烟草在需求、供给、使用、降低毒性等方面都有明确规定，但由于缺乏对烟草销售和个人吸烟等方面的具体控制和处罚规定，控烟的效果并不明显。

为从根本上抑制吸烟人数增加，控制烟草使用，保护广大公众免受二手烟危害，2012 年 10 月蒙国家大呼拉尔（议会）通过了《烟草控制法》修正案，并于今年 3 月 1 日实施。新的控烟法对各级政府和执法部门、烟草经营商以及普通公民的责任和义务都作了明确规定。

对于执法者，省、县、区、居委会等政府各级行政机构，公平竞争消费者权益局、技术监督局、警察、海关、税务等相关机构，应向公众公布电话，随时接受举报和投诉，并处罚违反控烟法的各种行为。

对烟草经营商来说，严禁通过互联网销售香烟，严禁在距离学校 500 米以内设立香烟销售点，严禁向不满 21 岁的公民出售香烟，烟草公司法人和拥有 20%以上股份的股东应在互联网公布其姓名、地址、从事行业等以及与烟草生产相关的信息，以备公众监督。同时，禁止任何形式的香烟广告。

对烟民来说，严禁在写字楼、餐厅、酒吧以及学校、火车站、机场、公交汽车站周围等公共场所吸烟，否则将受到处罚。如违反上述规定，普通人将被处以 5 万图格里克的罚款，公务人员将被处以月最低工资的 10—25 倍罚款，执法人员将被处以月最低工资的 25—50 倍罚款。

本报记者注意到，新法执行近 3 个月来，公共场所的空气变得干净了。本报记者的朋友那仁是乌兰巴托市一家餐厅的经理，就在几天前因为客人在用餐时吸烟，而被前来检查的执法人员罚款 100 万图格里克，吸烟人也被罚款 5 万图格里克。法律规定的高额罚款让烟民不敢轻易违反法律，原先在学校门口和大街上的流动烟贩也已在乌兰巴托完全消失。

（本报乌兰巴托 5 月 27 日电）

深圳日前出台《深圳经济特区控制吸烟条例》修订稿，拟将控烟监管职责“分”给
12家行政部门

12个“大檐帽”能管住一根烟吗？（经济热点）

本报记者 吕绍刚

《人民日报》（2013年05月27日 17版）

相关部门：联合执法符合现实情况需要

深圳是全国首个进行地方立法控烟的城市，现行《控烟条例》1998年就出台了，但实施情况并不理想。此前有媒体报道称，“十多年来一张罚单都没有开出”。

按照《控烟条例》，卫生行政部门是控烟工作的执法机构。而深圳日前出台的《深圳经济特区控制吸烟条例》修订稿，拟将控烟监管职责“分”给卫计、教育、人社、交通、公安、市场监管、文体旅游、民政、城管、经信、科技创新、住房建设等12个相关部门。

对此，立法部门表示，由于控烟工作涉及面广，场所众多，需要建立多部门协作的执法监督制度。根据现有的行政机关对有关场所的行业管理职能，要求其履行控烟监管职责，有利于提高控烟执法的可操作性，并降低行政成本。

多部门联合控烟的监管模式，在香港有先例。目前香港政府控烟的执行机构是香港卫生署控烟办公室，而控烟执法部门则由康乐及文化事务署、食物环境卫生署和房屋署进行。上述三个署的工作人员，需要分别负责自己所下辖的公共设施 and 场地、公共街市和小贩市场及公共屋村内的法定禁烟区。控烟办公室的督察人手则负责协调整体控烟过程。

深圳市卫人委的张欣表示，执法的可操作性在立法过程中是首先要被考虑的因素。以深圳目前的人员编制，只能实行多部门联合执法，如果监管职责明确，就不会有互相推诿的问题。

反对意见：会导致效率低下资源浪费

然而，在修订稿的立法听证会上，一些市民代表却表达了对多部门联合执法的“不信任”：“混乱的执法界限肯定会导致互相推诿。”

“‘一个和尚挑水吃，两个和尚抬水吃，三个和尚没水吃’的故事我们从小就听过。12个部门管控烟，很可能就变成谁也不管”，深圳市民郑先生对记者说，“九龙治水的尴尬在现实中太多了，多部门联合监管，难免会有监管盲区。再说，这么多部门都控烟，协调起来是件很困难的事。”

除了效率低下，反对的理由还有不划算。“联合执法需要‘社会成本’”，北京大学深圳研究生院人文学院副院长于长江表示，控烟并非当下最需要解决的社会问题，如此“大动干戈”地十多个部门联合执法，是对社会资源的浪费。

深圳大学行政法学副教授宋为民也表达了同样的担忧：“如果教育、民政等原本不是执法部门的单位，为此专门组建执法队伍，将耗费大量公共资源。”

近年来，深圳一直在探索职能有机统一、功能定位准确、部门数量精干的大部制。新成立的市场监管局，就统筹了原工商局、质监局、食药局、知识产权局和卫生局的餐饮监管职责。5个“大檐帽”合成一个“大檐帽”，效率大大提升。有专家认为，12个部门联合控烟，好比把一个“大檐帽”拆成了12个“大檐帽”，与深圳市近年来转变政府职能的探索似乎有点相悖。

据深圳市人大常委会教科文卫工委副主任戴广宇介绍，考虑到执法环节较专业而复杂，此次听证会不涉及执法细节，只是集中对处罚金额问题听取意见。他表示，联动执法的细节目前尚未讨论，将在修改稿进入审议环节时参照委员们的意见，同时广泛征求执法主体的意见再确定。

郑先生说：“我们盼望相关部门认真听取意见，正面回应质疑，好好想想12个‘大檐帽’来管一根烟是不是合理。”

禁烟有道

李学江

《人民日报》（2013年05月26日 07版）

在又一个“世界无烟日”来临之际，加拿大首都渥太华的居民在网上发起了一场“无烟街”运动。这条有名的商业街名叫“斯巴科斯街”，是一条名店林立的步行街，平时游人如织，外来游客多会徜徉其间，寻觅所爱。正是出于保护游客健康和街道清洁，所以才有人在网上发起了“无烟街”倡议，并得到了积极响应，人们开始了网上投票。

其实，加拿大在禁烟方面一直走在世界前列。1987年就开始禁止香烟广告，1990年起禁止航班上吸烟，常年都开展“无烟星期三”运动。就在去年的“无烟日”，渥太华市宣布：在市属各大公园、酒吧的露天座位等公共场所禁止吸烟，违者重罚。由于这些措施，加拿大20年来吸烟率下降了26%之多。

让笔者奇怪的是，来加拿大两年多，在各大商店和超市中竟从未看见过香烟柜台。为了一探究竟，我特意前往一家大超市买烟。可进店后怎么也找不到香烟柜台，问了一圈才知道，香烟只在角落里的一个单间销售。我走进去，只见柜台后面的那排立柜都用白色塑料帘子遮蔽着。向女售货员打听有无香烟，她指着塑料帘子说，就在后面。我说：“能不能让我看一眼。”她却说：“商店不准掀开帘子给顾客看，你要哪种牌子，我取给你。”我说：“我刚来加拿大，还不知道有哪些牌子的香烟，总得让瞅一眼以便挑选吧。”她说：“那是绝对不可以的，掀开帘子就等于做了广告宣传，那是违法的，我可能因此而丢了工作。”

说来有趣，我又到另一家商店买烟，发现香烟竟然是藏在柜台后的铁皮柜中，而且还上了锁。报出香烟的品牌后，售货员才从抽屉里拿出钥匙，打开柜门，取出一盒烟来。我将烟盒拿在手里细瞧，上半部是图片，左侧是一个熟睡的婴儿，右侧有黑色压图大字：“警告：烟味伤害婴儿！”下面文字是：“孕妇吸烟会增加早产危险，同时会增加婴儿患病、残疾和死亡的危险。”另两只烟盒上的图片更为触目惊心：一嘴黑色的牙齿和两片焦黑的肺叶。

据售货员介绍：加拿大自上世纪60年代就开始立法限制烟草销售，是当今世界上限烟最严厉的国家之一。法律规定要年满18周岁才可以买烟，青年人买烟必须出示年龄证明；任何场所都严禁以任何方式做香烟广告；所有公众场所，包括咖啡馆、饭馆、商店以及公交车等，一律禁烟。此外，加拿大的香烟价格奇贵，比美国要高出许多，烟草税是烟价的69%至

89%。加拿大政府 2011 年的普查表明，自 1999 年以来，全国吸烟人数（15 岁以上）从占总人口的 25% 下降到了 17%。看来禁烟宣传与执法取得了很不错的成效。

朋友雷蒙德说，他吸了几十年的烟，但数年前终于戒掉了。问其原因：一是太贵，吸烟有害还花钱，完全是赔本买卖；二是不便，所有公众场所都禁烟，想吞云吐雾一把，还得找合适地方，太麻烦；三是会疏离亲情，且不说亲朋好友不欢迎吸烟，就是他的法国女伴也不喜欢香烟味，再吸下去，女朋友就要跑掉了。

微信、微博、微电影成监管“盲区”

烟草营销“傍上”新媒体

本报记者 王君平

《人民日报》（2013年05月22日 09版）



5月31日，世界无烟日。今年世界无烟日的主题是：禁止烟草广告、促销和赞助。5月21日，新探健康发展研究中心在京召开交流会称，烟草业通过新媒体营销卷烟诱导青少年吸烟，而新媒体营销烟草是法律监管“盲区”。

20多位医药卫生界专家、法律专家呼吁，有关部门应尽快根据《烟草控制框架公约》的精神修订和完善相关法规，坚决禁止所有的烟草广告、促销和赞助。

新媒体营销成监管“盲区”，青少年是主流受众

“老板，来包1906”是广东双喜集团拍摄的创意视频。烟民在买烟过程中瞬间回到1906年，带来神奇的体验。短短几分钟的视频中，双喜产品反复出现，并在视频最后出现其微信联系方式。

如果将微博看作品牌的广播台，微信则为品牌开通了“电话式”服务。当品牌成功得到关注后，便可以进行到达率几乎为100%的对话，它的维系能力远远超过了微博。烟草论坛开设手机客户端、手机微博上的烟草企业微博账号、微信上的烟草企业微信账号等，烟草业的新媒体营销攻势已经逐渐从互联网渗透至手机。

新探健康发展研究中心工作人员李彤介绍，新媒体凭借其传播速度快、受众范围广、宣传费用低、可复制性强等特点，已成为烟草业营销的重要手段。各种烟草企业的微信账户以及手机应用软件会定期向消费者手机发送烟草广告，使得消费者的生活无时无刻不“充满烟味”。

《广告法》第十八条规定：“禁止利用广播、电影、电视、报纸、期刊发布烟草广告。禁止在各类等候室、影剧院、会议厅堂、体育比赛场馆等公共场所设置烟草广告。”原国家控烟办主任杨功焕教授指出，新媒体不在《广告法》禁止之列，成为烟草营销的法律“盲区”。

“青少年是互联网尤其是社交媒体的使用主体。烟草业通过新媒体营销卷烟，其目的是为了吸引新的吸烟者，诱导青少年吸烟，是和父母争夺下一代的健康。”李彤说。

专家呼吁修订广告法，遏制烟草业用新形式营销

“一支烟的穿越”是福建龙岩卷烟厂赞助拍摄的一部有关七匹狼烟的微电影，在长达 23 分钟的电影中七匹狼烟的镜头多次出现。微电影借由其成本低、传播快、娱乐性强等特点成为了时下火热的影视形式，常被烟草企业利用，进行品牌宣传。

中国控烟协会常务副会长许桂华说，烟草业通过新媒体赋予烟草“深厚”的“文化内涵”，让群众产生错误的价值认同。

面对新媒体铺天盖地的烟草广告、促销和赞助，《广告法》规定的禁止范围还够吗？

我国现行《广告法》颁布于 1994 年，至今已近 20 年。其烟草广告相关条款已不能适应形势的需要，与中国政府签署并承诺的《烟草控制框架公约》要求有很大差距。根据《公约》第十三条，各缔约方应“广泛禁止所有的烟草广告、促销和赞助”。

杨功焕认为，“禁止一切烟草广告、促销和赞助”是减少烟草需求的最有效、且最为符合成本效益的一项控烟措施。

新探健康发展研究中心王克安主任指出，烟草业无孔不入，拼命进行烟草营销。针对烟草业的新媒体营销，应当尽快修改《广告法》第十八条，严格禁止在所有媒体、尤其是包括移动终端在内的各种新媒体上发布烟草广告、进行烟草营销。

国家控烟办有关负责人指出，为了落实《中国烟草控制规划（2012—2015 年）》，应尽快修订相关法规，使其符合《公约》精神。行政部门应加强执法和监督力度，遏制烟草业的营销行为。

北京故宫博物院全面禁烟

《人民日报》（2013年05月20日 12版）

本报北京5月19日电（记者王珏）北京故宫博物院从18日起正式实行“全面禁烟”。

北京故宫博物院制定了严规，全体员工、在院合作单位和个人，无论室内和室外，不分开放区与工作区，一律禁止吸烟。对违反禁烟规定的人员将进行严格处罚，并通报全院。

18日当天，故宫博物院院长单霁翔与故宫博物院志愿者一起向观众发放带有故宫Logo和“无烟故宫”宣传语的彩色手环，倡导文明参观，消除因吸烟带来的安全隐患，共同为实现“无烟故宫”、“平安故宫”而努力。

故宫博物院是我国现存最大、保持最完好的古代宫殿木结构建筑群，自紫禁城1420年建成以来，防火就是其面临的首要难题，院内随处可见的铁缸、铜缸都是用于储水灭火。此前，虽然故宫博物院多处设置“禁止吸烟”的标示牌，但仍有部分观众在紫禁城内随意吸烟，给故宫安全带来了严重隐患。

“喜羊羊悲剧”别再重演（新评弹）

张贺

《人民日报》（2013年05月16日 17版）

文化企业必须认识到：文化产品的消费者首先是人，其次才是为企业提供利润的消费者。在文化企业的天平上，人与消费者，孰先孰后、孰轻孰重，将直接决定企业的创作生产。

据报道，江苏一9岁男童模仿动画片《喜羊羊与灰太狼》中灰太狼烤羊的情节，在玩闹中将两个同伴捆在树上烧，造成严重烧伤。虽然这只是一起个案，但惨烈的后果让人不得不审视和思考国产儿童文化产品的内容问题。

近年来，儿童因模仿影视、动漫中的情节而造成自身和他人严重伤害的事件屡见不鲜，许多家长因担心国产动漫中的暴力、脏话、吸烟等的不良影响而禁止孩子看电视。讽刺的是，因看好儿童市场，大量资金涌进动画制作领域，2012年我国生产了22万多分钟的电视动画片，位居世界第一。显然，逐利冲动才是推动国产动漫急剧增长的原动力。在一些文化企业眼中，电视机前的孩子首先是消费者，其次才是孩子。他们的文化产品是为满足消费者需求而生产制作的，至于其中所传递的价值观和是非观是不是适合孩子，只要不冲撞法律红线和基本伦理，也就无暇顾及了。

但文化产品不同于一般商品，一件衣服穿破了扔掉即可，一份食物不合口味不吃也罢，其损害随时可以终止。而文化产品特别是影视产品是直接作用于感官而诉诸心灵的，对人的意识和行为的影响既不易觉察又根深蒂固。儿童心智发育尚不健全，更易为文化产品的内容及其价值取向所影响。国外曾有一项调查：每天看电视超过2个小时青少年的暴力倾向就会明显增强。之所以如此，最直接的因素正是电视节目中暴力情节的反复出现。

因此，对于儿童文化产品，家长和学校固然要负起筛选和监管责任，但首要责任应落到文化生产者身上。这和食品安全领域，食品生产者必须承担首要责任是同样道理。文化企业有责任为孩子提供符合身心特点、有利于健康成长的合格产品。

文化企业必须认识到：文化产品的消费者首先是人，其次才是为企业提供利润的消费者。在文化企业的天平上，人与消费者，孰先孰后、孰轻孰重，将直接决定企业的创作生产。以人为重，必然关注作品的社会影响；以利润为重，必然为迎合消费者而渲染最能吸引眼球的情节。不同的选择，决定了不同企业的品格高下。

英国企鹅出版公司创办人艾伦·莱恩1935年创办企鹅的目的，就是痛感当时英国出版业唯利是图、以低级庸俗的小说迎合读者的风气。他希望以大众能承受的价格推出优美高尚的经典之作。“企鹅古典系列”、“海雀图画书系列”等奠定企鹅声誉的丛书就是这样诞生的。但20世纪60年代初，当企鹅公司的总编辑戈德温为牟利而推出一本充满血腥和罪恶的漫画书《大屠杀》后，莱恩怒不可遏，率人冲进书库，将所有还没来得及上市的《大屠杀》全部销毁。他对戈德温说：“你可能是一个商业奇才，但你却不知道一本书不是一听黄豆。”

说的真好！只有文化企业具有这样的社会责任感，才会摆正消费者与人的关系，才能让“喜羊羊悲剧”不再重演。

罚款涨至 500 元，12 家部门联合监督

深圳就控烟条例 举行立法听证会

吕绍刚 王星

《人民日报》（2013年05月15日 11版）

“禁烟区吸烟罚款拟从 20 元增加到 500 元”。日前，《深圳经济特区控制吸烟条例》修订稿引起了社会的广泛关注。5 月 14 日，深圳举行控烟条例立法听证会，就控烟条例修订草案中关于罚款金额的事项进行听证。听证事项有 6 项，共有 11 个陈述人发表意见。听证会结果将于 5 个工作日后公布。

禁烟场所经营者控烟不力最高罚 3 万元

据了解，与现行条例相比，《修订草案》一方面扩大了禁烟场所，由 7 类增至 16 类，宾馆酒店、商场超市等场所也新划定为禁烟场所；另一方面，大幅提高处罚金额，比如在禁烟区吸烟且不听劝阻的，罚款由原来的 20 元大幅提高至 500 元。在禁烟场所的经营者未履行控烟职责且逾期不改的，罚款由原来的最高 3000 元提高至 3 万元。同时，还新增了多个罚款事项。如烟草制品经营者派赠宣传品的，罚款 10 万元。

深圳市政府解释称，考虑吸烟行为的短暂性及执法的难度，对个人执法以劝阻为主，而不是以罚款为目的，规定 500 元的罚款额度主要是起震慑作用。

深圳市零售商业协会代表陈忱表示“罚款多少不是解决问题的根本办法”。他说，政府要求商家设置吸烟室的建议很好，但是商家实施起来有困难。深圳综合开发研究院公共政策与政府绩效评估研究中心主任王梅表示，重罚肯定会有震慑作用，但是怎么执行是关键。

律师担心多部门执法易导致相互推诿

实际上，深圳市作为全国首个进行地方立法控烟的城市，早在 1998 年就出台了《深圳经济特区控制吸烟条例》，但实施情况并不理想。2011 年，卫生部公布修订后的《公共场所卫生管理条例实施细则》中规定，自 5 月 1 日起宾馆、饭馆等室内公共场所禁止吸烟，但因为种种原因未执行，该规定变为“一纸空文”。

那么，深圳将如何改变现行条例出台后，十多年从未执行的尴尬局面呢？据了解，此次条例修订草案，把原条例中由卫生行政部门一家负责的执法权，赋予教育、交通、公安、城管等 12 个政府相关部门，即要求其对各自职责领域内发生的违规行为进行处罚。

广东鹏翔律师事务所律师梅春来表示，由于吸烟的场所非常多元化，由单独的卫生部门变为 12 家部门联合执法，可以加大执法力度。但是执法部门变多，“也不排除会有各部门之间相互推诿的情况出现。”

“联合执法是好事情，但发挥公众监督作用更重要。”王梅说，在欧洲国家，餐馆或酒店等禁烟场所，如果有人吸烟，经营者是有义务和责任出面劝阻的，否则其他受到二手烟伤害的消费者就可以向有关部门投诉经营者的“不作为”。

电子烟并非无害（科技大观）

杨功焕

《人民日报》（2013年05月09日 22版）

吸烟有害健康，这是世人皆知的常识。一些烟民因为健康等因素的考虑，将目光投向了电子烟，但欧美的科学家们经过反复研究和论证得出结论：日渐流行的电子烟并非安全无害，事实上它对人的健康存在很大的潜在风险。美国食品药品监督管理局（FDA）以及世界卫生组织认为，电子烟虽有可能起到辅助戒烟的作用，但其使用并未得到相关临床试验支持。

电子烟作为传统烟草的替代品，近年来在欧美很多国家盛行。意大利财政部近日表示，由于40%的烟民出于健康和减少开支的考虑而改吸电子烟，导致国库税收减少近2亿美元，目前，改吸电子烟的烟民仍呈增加趋势。美国的电子烟民已达350万，年销售额达4亿美元，这一数字虽不及美国800亿美元烟草市场的1%，但预测认为，电子烟的消费10年内有望超过卷烟。随着技术的不断完善，电子烟市场将在未来10年内超过真正的香烟。

电子烟也称虚拟香烟，外形和传统香烟较为相似，但内部构造却十分不同，一般由电池杆、雾化器和烟弹组成。雾化器由电池杆供电，能把烟弹内的液态尼古丁转变成雾气，从而让使用者在抽吸时有一种类似吸烟的感觉。

目前，对电子烟等产品统一称为“低害性烟草制品”。尽管电子烟是为减少吸烟危害而推出的卷烟替代产品，但其对健康的潜在风险不容忽视，其中的尼古丁是一种高度成瘾物质，如果未按照戒烟药的要求，严格、逐步地减量缓释，则不可能起到戒烟过程中的尼古丁替代作用。而且，一旦过量吸入尼古丁，还能造成血压升高、心跳加快甚至心律不齐等症状并诱发心脏病。因此，只要电子烟中含有尼古丁，它就不是健康的产品。此外，大多数在售的无烟烟草制品尽管亚硝胺（一种致癌物质）含量较低，但尼古丁释放量的水平变化不定，这导致吸烟者在不能抽烟的情况下，将其作为替代品抽吸，而不能起到戒烟的作用。

电子烟中还含有不少的添加成分，如制造商为了把电子烟烟弹中的液态尼古丁蒸发出来，在其中添加了丙二醇，最多可占烟弹内液体含量的90%以上。德国联邦健康教育中心的专家对电子烟进行研究后发现，该物质会对呼吸道产生刺激，进而引发一些急性症状。虽然电子烟制造商宣称，电子烟中没有香烟中的焦油、悬浮微粒等有害成分，也不含有二手烟，比传统香烟更健康，但迄今为止，国内外均没有系统的电子烟安全性评估资料。

正因为如此，电子烟的销售在全球范围内可谓“冰火两重天”。由于各国对电子烟评审的严格程度有所差异，在一些国家如意大利、菲律宾和美国热销的电子烟，在巴西、希腊和新加坡

等很多国家被禁止销售和进口。目前，一些国家已经立法加强对电子烟的管理，要求制造商在销售此类产品前，必须向审批机构提供吸烟者患相关疾病风险性和成瘾性等相关证据。

香港去年 开出近万张违例吸烟罚单

《人民日报》（2013年04月25日 13版）

本报香港4月24日电（记者尹世昌）香港特区政府食物及卫生局长高永文今天表示，香港执法部门去年就违例吸烟发出定额罚款通知书9363张，法庭传票566张。

控烟办公室依靠控烟督察执法，处理有关吸烟的查询和投诉个案，并就违反《吸烟（公众卫生）条例》的规定进行巡查和检控行动。2012年，控烟督察共收到约18000宗有关吸烟的投诉，进行了逾26000次巡查，发出超过8000张有关吸烟罪行的定额罚款通知书及约180张传票。

所有违例吸烟投诉，控烟办公室都会根据既定程序跟进，向投诉人了解详情，例如违例吸烟的时间和地点，并应投诉内容，考虑日后于个别时段到有关地方进行突击巡查。

中国控制吸烟协会调查显示

5.1%学生自己买过烟

《人民日报》（2013年04月17日 13版）

本报北京4月16日电（记者王君平）中国控制吸烟协会近日公布调查显示，有36.2%的学生帮家人买过烟，其中25%是小学生。

调查显示 5.1%学生自己买过烟。这说明国家有关禁止向18岁以下未成年人售烟的法规未得到有效实施。学生受到二手烟危害严重，有57.7%的学生曾暴露于二手烟的餐馆中。

中国控制吸烟协会于2011年11月发起创建无烟学校项目。在北京、郑州、开封三座城市选择试点学校31所。学生吸烟率和尝试吸烟率均有下降，吸烟率由7.7%下降到6.3%。

控烟莫变纸老虎

金真

《人民日报》（2013年04月10日 05版）

日前，深圳拟修改《深圳经济特区控制吸烟条例》，将吸烟罚款从20元增加到500元，同时将控烟的执法部门扩大到12个。这样的举动，反映了当地控烟的决心。也相信，通过增加罚款额度、使违规吸烟者承受更多的法律责任，能对违反条例的吸烟行为有所威慑。

不过，控烟的关键，还在于能否严格执法。据当地部门介绍，该《条例》制定14年来，未开过一张罚单。这并非因为大家都自觉遵守了《条例》，而是因为执法管理“人手不够”。如今执法力量扩大了，但并不意味着问题就能“迎刃而解”，12个部门介入其中，如何分工协作、会不会出现“九龙治水”，也都需要关注。说到底，力度不够大、决心不够强、执法不到位，哪怕罚款额度再高，参与部门再多，恐怕都只是写在纸上、挂在墙上的文字游戏。

控烟关乎环境质量和公众健康。相关部门只有站在社会总体福祉的一边，才能在执行控烟条例时避免应付敷衍，做到违法必究。

控烟，棘手的因果关系（环球走笔）

洪延青

《人民日报》（2013年03月28日 21版）

俄罗斯总统普京日前签署禁烟法案，不仅公共场所禁烟，甚至电影中也不能出现吸烟镜头，除非构成“艺术表达不可分割的组成部分”，被称为“史上最严”的禁烟法案。放眼全球，各国政府下决心和力气控烟已是大势所趋。

除了颁布法令，诉讼也是控烟运动中的一个重要方面。

要胜诉，前提之一是证明香烟是致病原因。一般来说，侵权案件中的事实因果关系的证立，要经过两个步骤：第一，确立一般性因果关系，即明确某类行为或者物质具有致害能力；第二，确定特定因果关系，即判断一般因果关系涵摄个案中的特定事实。

诉讼中，证立这两类因果关系困难重重。这一点淋漓尽致地表现在美国有关香烟的诉讼历史中。就一般因果关系来说，早在 20 世纪初，已有不少研究揭示香烟的毒性及其与疾病的关联。但这些观点未能获得科学界广泛认可。50 年代以来，各大烟草公司组成联盟，开展公关，雇用科学家，资助研究机构，竭力否认吸烟损害人体健康。一般因果关系的不确定，导致 20 世纪 50 年代到 80 年代的香烟诉讼均以失败告终。

此后，越来越多的研究证明吸烟的危害，特别是许多烟草公司内部职员、受雇的研究和公关人员曝光了大量的内部文件，所有证据都表明香烟危害健康和尼古丁成瘾性，以及烟草公司故意对公众隐瞒相关信息。至此，吸烟有害健康的一般因果关系不再是障碍，而个案中的特定因果关系却成为争议的焦点。由于吸烟者必然暴露于各种各样致病因素中，在诉讼中要排除所有其他致病因素简直就是不可能的任务。因此，一直到 90 年代中期为止，烟草公司在诉讼中依然占据上风。零星的原告胜诉案例，也主要是因为法院认定烟草公司欺骗或误导消费者，而非基于香烟对原告的伤害。

90 年代末期，美国许多州政府出面起诉烟草公司。最终，50 个州政府与美国五大烟草公司达成和解协议。五大公司向政府支付巨款，用于治疗 and 吸烟有关的疾病，并且限制烟草广告营销。但是，和解协议的签订意味着州政府不能因损害健康为由再次起诉烟草公司，烟草公司也乐得花钱给自己买“免罪牌”。

美国有关香烟诉讼的历史无疑是一部因果关系的斗争史。法院对因果关系的“坚持”，使得诉讼案件的裁定必须等待科学研究的进一步发现，甚至还需要依赖有关人士的良知之举。这种情形并不限于有关烟草的诉讼。生活中，人类对于身边各种各样可致病因素的关注度空前提高，铅、汞、氯化烯、铬、铍、苯等化学物质对人体伤害的案件也大量涌入法院。但由于认识上的局限性以及各种不确定的因果关系，诉讼之路往往很坎坷。

有学者提议法院改革处理因果关系的做法。国外一些法院采取了变通之法，或由法院提出自己认可的一般性因果关系标准，或在某类型案件中不再要求原告证明特定因果关系。但这种创新也引来了批评声音，甚至认为法院根本就不该受理此类诉讼。围绕不确定因果关系的争论还将继续并困扰着人们。

俄罗斯禁烟从青少年抓起

本报驻俄罗斯记者 谢亚宏

《人民日报》（2013年02月19日 22版）

据俄罗斯《消息报》2月18日报道，俄罗斯卫生部宣布将从今年开始，在每年进行的未成年人体检中加入一项测试，用来检测10岁以上的中小学生是否吸烟。据介绍，政府将投入35亿卢布（约合1.16亿美元）以检测和分析2670万名学生呼出气体中一氧化碳浓度和血液中碳氧血红蛋白的含量。

此外，俄政府还从立法层面上加强烟草管理。俄国家杜马（议会下院）12日三读通过的禁烟法案规定：从今年6月1日开始完全禁止在大中小学校、医院、饭店、火车站等公共场所吸烟，到2014年禁烟场所的范围可能还将扩大；同时，禁止烟草企业举行抽奖活动和赞助节日，且商家禁止在商店橱窗中展示香烟，只能打出烟草的价目表。俄联邦委员会将于20日审议该法案，不出意外的话，法案将于近期通过并生效。下一步杜马准备出台具体措施以惩罚违犯法律的烟民，如在公共场所吸烟可能将被罚款3000卢布。

根据俄罗斯统计局的数据，全国共有4400万人吸烟，约占总人口的1/3，平均每位烟民每月在吸烟上的花费达到567.6卢布。每年由于吸烟而患病致死的俄罗斯人有40万。同时，俄罗斯还是青少年吸烟问题最严重的国家之一。根据俄社会组织“青少年吸烟问题委员会”介绍，2012年约有31%的俄罗斯青少年吸烟，而1999年这一数字更是高达48%。青少年烟民的平均开始吸烟年龄为11岁，有些人甚至7岁就开始吸烟。很多人吸烟的理由只不过是认为“这很时

尚”或者是“受身边的人感染”。他们中有人最多一天能抽十几根香烟。虽然俄罗斯法律规定禁止向未成年人出售烟草制品，但是该法律显然没有得到很好地执行。

正因为如此，禁烟在俄罗斯迫在眉睫。在 12 日国家杜马投票中，仅有 1 人投了反对票。根据俄新社的数据，支持在工作场所、医院、教育机构等地方禁烟的俄罗斯人超过 80%，赞成禁止一切形式烟草广告的人达到 83%。俄卫生部希望，在国家禁烟措施的支持下，到 2020 年俄罗斯成年人口吸烟率能从现在的 39% 下降到 25%。

政府的一系列禁烟举措得到了教育工作者的支持。列甫琴科是一所学校的副校长，他在接受本报记者采访时表示，他现在尚未见到法律全文，但个人对禁烟法案和即将出台的测试表示支持。如果今后进行这项测试，学校将对吸烟学生的整体数量有一个更全面的了解。他还指出，在欧洲很多国家都颁布了严格的禁烟令后，烟民数量大大降低，他希望在政府出台各项严厉措施后能收到同样的效果。在青少年禁烟方面，家庭教育的重要性也是不可忽视的。“季度”青少年复健中心专家戈特里普表示，未成年人禁烟需要父母和专家共同努力，因为如果家庭中父母吸烟，那么让孩子禁烟就没有任何意义，所以父母需要以身作则。

禁烟法案也引起了部分烟民的抗议。有人抱怨法律过于严厉，要求政府在烟民与非烟民间寻找平衡。然而，一位名叫“克塞尼娅”的网民反驳道：“我不明白，为什么有些烟民在污染空气，让别人忍受烟雾的同时要求别人尊重自己的权利呢？”有国家杜马议员还提出更为严厉的禁烟建议，认为吸烟者除了在自己的房间和汽车内可以吸烟，其他场所均应禁止吸烟。专家认为，鉴于现在俄罗斯烟草厂商实力强大，禁烟法案真正发挥效果很可能需要 5 至 7 年时间，而在禁烟之外，向民众推广健康的生活方式也相当重要。

（本报莫斯科 2 月 18 日电）

中国控制吸烟协会

卷烟降焦 不能减害

《人民日报》（2013年01月22日 09版）

本报北京1月21日电（记者王君平）记者从今天召开的中国控烟协会媒体通报会获悉：“低焦油”不等于低危害，“低焦”卷烟同样危害人体健康。

《烟草行业中长期科技发展规划纲要（2006—2020年）》将减害技术确立为9个烟草科技重大专项之一。从2011年1月1日起，国内生产卷烟盒标焦油不超过12毫克/支；2015年1月1日起，国内生产卷烟盒标焦油不超过10毫克/支。

中国控烟协会常务副会长许桂华指出，世界卫生组织忠告，所有的烟草制品包括“低焦油”卷烟，都是致命的，根本没有安全的卷烟。“降焦减害”已被多个国家和地区禁止。欧盟和美国法律明确规定：烟草制品禁止使用“柔和型”、“清淡型”等误导性术语。

烟草中含有7000多种化学成分，其中有毒有害物质达250多种。烟焦油只是其中部分成分的载体，即使卷烟焦油降低了，也不表明其他致癌物、有毒物也会降低。许桂华说，吸烟是一种成瘾性慢性疾病，焦油降低后，尼古丁含量随之降低，吸烟者会采取“补偿行为”，吸得更深、吸的次数更多。随着吸烟量的增加，吸入烟草中的其他有害物质也会增加。

“烟草院士”现身工程院官网再引争议，有人提出质疑新证据——

“国际上已证实降焦不等于减害”(热点解读)

本报记者 王君平

《人民日报》（2013年01月16日 16版）



宋嵩绘

核心阅读

近日，广受质疑的“烟草院士”谢剑平的名字出现在中国工程院官方网站，再引争议。

1月15日，中国医学科学院基础医学研究所和新探健康发展研究中心联合举办研讨会，与会者认为“减害降焦”研究误导公众，并称国际上已证实“降焦减害”是骗局。

15日，记者在中国工程院官网上看到，在“走近院士”栏目中，谢剑平位列43位“环境与轻纺工程学部”院士名单中，并称“2011年当选中国工程院院士”。

在15日召开的研讨会上，多位专家提出质疑“烟草院士”的新证据，并认为其研究成果为烟草业利益服务，刻意隐瞒吸烟导致的危害，其所行所言不符合“提倡科学精神，维护科学道德”的院士义务。

烟草专家当选中国工程院院士，遭受多方质疑

2011年12月，郑州烟草研究院副院长谢剑平被列入中国工程院增选院士名单，引发控烟人士、公共卫生界乃至卫生部和世界卫生组织的广泛质疑。2012年5月，中国工程院4个学部近百位院士联名致函工程院主席团，请求尽快复议，重审烟草专家谢剑平当选工程院院士的资格。

中国工程院院士秦伯益是当时联名的院士之一，他认为，谢剑平违背了科学道德、国家法规和社会伦理。秦伯益曾在一个会议上当面问谢剑平：“人用3天的产品，（临床实验）要做一个月的时间，人用一个月的产品，要做终生的实验，你做什么了？”谢剑平没有回答。

中国工程院院士陈君石说，谢剑平的成果在科学上是站不住脚的，而且还有欺骗性，要对他所获得的几项国家科技进步奖进行分析。

中国工程院院士王陇德说，去年两会期间，工程院领导曾找他谈话，说第一谢剑平没有作假，第二工程院评审程序是完整的，没有违反评审程序，所以不能取消。

然而，王陇德却对谢剑平院士的评审程序提出质疑。他说，把一个对人健康有害的研究成果放到了环境轻纺学部，这就是评审程序上的一个严重错误。他建议科技部和工程院反省科技奖的评审和院士评审工作的相关规定，尽快提出对谢剑平科技进步奖和他院士资格的重新复议。

中国疾控中心控烟办原主任杨功焕说，关于谢剑平院士资格的争议，并非简单的学术水平高下之争，而是关系到科学方向、科学伦理，是控烟和反控烟之争，要烟草还是要健康之争，是要履行《烟草控制框架公约》还是要违背公约原则之争。

专家认为低焦油不等于低危害，“减害降焦”研究误导公众

在15日召开的研讨会上，中国毒理学会副理事长郑玉新教授、新探健康发展研究中心副主任吴宜群和世界国际防痨和肺部疾病联合会甘泉博士提出质疑“烟草院士”的新证据。

郑玉新指出，对产品健康风险和安全性的评价应包括体外毒理学、动物毒理评价、临床人体试验和上市后监测等阶段，但谢剑平仅采用了体外毒理学评价及最初级的致死急性毒性评价指标（低级别证据）来评价导致多种慢性疾病（癌症、心血管系统疾病和呼吸系统疾病等）的健康危害，不能得出低焦油卷烟、中药卷烟增加人安全性的结论。将这些研究直接应用于“黄鹤楼”、“芙蓉王”和“红塔山”等卷烟生产，是把有局限性的卷烟危害评估模型超范围滥用，对公众造成误导，为烟草业服务。

秦伯益说，神农萃取液是一种中药，中药加入卷烟进入人体，需要按照中药至少是新剂型的第四类进行申报审批，谢剑平没有向国家报批，这违反了国家法规。

控烟人士认为，谢剑平被中国烟草专卖局树为“减害降焦”学科带头人，并被推荐获取国家科技进步奖和评为院士，是中国烟草专卖局和中国烟草企业推行的“减害降焦”策略的重要组成部分，这是中国烟草业推行“减害降焦”骗局的标志性事件。

王陇德说，对低焦油烟草危害的认识，是一个关键因素。吸烟有害健康，99%的人都知道，但低焦油不等于低危害，恐怕就没有多少能说得清楚。根据2010年的全球成人烟草调查在中国的调查结果，仅有14%的中国人对于低焦油的危害有正确的认识。

杨功焕说，大众存在很多误区，认为降一点总是好一点，更安全一点。很多人相信低焦油卷烟，认为中式卷烟危害更小一些。过去10年，中国的烟产业“减害降焦”策略中的一个关键就是用科学外衣包装，为烟草业误导公众提供虚假证据。与其他卷烟相比，低焦油卷烟销量增长了约10倍。

专家称国际上已证实降焦减害是骗局

低焦油卷烟到底能不能降低对人体的危害呢？对此，国际上已有不少研究。据了解，美国国立卫生研究院专门对低焦油引起的健康危害进行了评价，认为低焦油卷烟不能降低危害。去年11月27日，美国联邦法院判决烟草公司承认其欺骗行径，并要求烟草公司声明：“所有卷烟都会导致癌症、肺病、心脏病和早逝，淡味卷烟、低焦油卷烟、超淡味卷烟和天然卷烟无一例外。没有哪一种卷烟是安全的。”

甘泉认为，中国烟草业也在采用和美国烟草业相同的欺骗策略。谢剑平作为国际烟草业前台组织（CORESTA）的中国代表和理事，完全清楚国际烟草业用“降焦减害”欺骗公众的策略和方法，并在得知这些骗局已被揭穿的情况下，仍然改换包装，以类似的“减害”策略来欺骗中国公众。“低害、降焦、加香”策略是在我国已经生效多年的世界卫生组织《烟草控制框架公约》明令禁止的策略。

吴宜群说，谢剑平在他的某些著作和课题申请书中，承认他的研究远未能达到减害；而在他申报院士时却吹嘘其研究成果对“降焦减害”的重要贡献。由此可见，谢剑平明知自己的研究有重大缺陷，却有意骗取科学桂冠，严重违反科学伦理道德。

中国社会科学院哲学所研究员邱仁宗教授强调，当代科技伦理学要求科学家进行负责任的研究，要求科学家坚持科研诚信的原则。谢剑平所从事的研究完全违背了这两条要求，违背了毒理学研究的基本要求。

根据《科学技术进步法》第二十九条的规定：国家禁止危害国家安全、损害社会公共利益、危害人体健康、违反伦理道德的科学技术研究开发活动；《国家科学技术奖励条例实施细则》第九十六条明确强调：获奖成果的应用不得损害国家利益、社会安全和人民健康。

以发展促进健康公平（环球走笔）

洪延青

《人民日报》（2013年01月10日 21版）

新年伊始，实施仅一年多的“肥胖税”在丹麦被叫停。“肥胖税”的初衷是通过高脂肪食品征税，用税收杠杆引导民众更健康地生活。然而，政府的善意遭到厂家、销售商和消费者的激烈反对，甚至被讽为“保姆式国家的最恶劣表现形式”。

肥胖易致病是常识。肥胖和吸烟、缺乏运动、过量酒精摄入、不健康饮食等已被证实是导致慢性非传染性疾病（简称“慢病”）的主要因素。而慢病已经取代战争、瘟疫、自然灾害等成为“世界头号杀手”。世界卫生组织的统计显示，全世界约63%的人口死于慢病，发展中国家慢病死亡率约80%，威胁全球经济增长与发展的步伐。

慢病极大地消耗着各国有限的公共卫生资源，成为有些国家财政困窘的因素之一。一些国家政府相继出台防治慢病措施，效果褒贬不一。拿控烟和控制肥胖来说，禁止青少年吸烟、规定校园午餐热量、限制自动贩卖机安置、增加课外活动等措施，基本没有反对声，毕竟青少年属于受保护群体。限制吸烟场所、建立无烟的公共场所和室内环境也被人们所接受。为什么民众难以接受香烟税和肥胖税，以至其他强制的戒烟和减肥措施呢？

究其原因，还是与植根在西方人内心深处的自由原则有关，即只要一个人的行为不对他人自由造成限制，政府就无权干涉。因此控烟实践的不对称性非常显著：控制二手烟的措施在种类和力度方面不断加强；但针对烟民自身的控烟措施却步履维艰。控制肥胖也一样，由于超重不会对他人造成危害，而且是否过量饮食，是否应增加运动，属于个人私生活，政府无权干涉。近日，纽约市出台的禁止销售超大装的碳酸饮料规定、英国地方立法草案将政府福利与遵循医师指示完成规定的运动量挂钩等措施，都遭到和“肥胖税”一样的强烈反对。

预防慢病的关键是养成健康的生活方式。而个体的生活方式并不完全是个体的自主选择，而是深深打着群体的烙印。世界卫生组织提出健康的社会决定因素理论，强调经济发展不平衡等社会因素对于健康的重大影响。例如，在发达国家，吸烟者显著地集中在社会中下层；世界范围内，主要的吸烟人群集中在中低收入国家。肥胖也呈现出类似的分布。同样的，艾滋病被认为既是健康问题也是社会问题。在英国的格拉斯哥，穷人区和富人区居民的平均寿命相差整整27岁。

“肥胖税”被叫停说明，防治慢病政府不能简单地把板子打到民众身上，而应该关注影响群体健康的各种结构性因素，从源头着手，让发展的成果惠及社会中下层，通过发展的平衡促进“健康的公平”。

我国每年新增出生缺陷人口约 90 万例——

30 秒，降生一个缺陷儿（聚焦·关注出生缺陷（上））

本报记者 李晓宏

《人民日报》（2013年01月04日 19版）



毕传国会（人民图片）

1. 全国围产期出生缺陷总发生率呈上升趋势，目前约为 5.6%，处于世界中等收入国家平均水平

在江西省赣州市人民医院，每个月都有几台免费先天性心脏病手术，对象是农村贫困儿童。

在心外科病房，记者见到来自会昌县周田镇的萌萌。已经 3 岁多的她，看上去比实际年龄小得多。“孩子生下来嘴唇是紫的，3 天后出院坐电梯时，我发现她喘气变急，脸色发青。医

生诊断，患了先心病。”萌萌的爷爷张庆福说，“小时候喂养可愁坏了人，同龄孩子已经能吃面条了，她还只能喝奶。而且一年有几个月的时间患感冒，感染了好几次肺炎。”

据该院副院长何春明介绍，自3年前启动儿童“两病”免费救治工作以来，该院已接诊了178名像萌萌这样的患儿。

先天性心脏病是胎儿心脏血管发育异常所造成的心血管畸形。它是我国发生率最高的一种出生缺陷，也是我国新生儿自然死亡的首要病因。卫生部监测数据表明，全国先心病发生率呈上升趋势，2011年为2000年的3.56倍。

在北京市妇产医院产科副主任于松眼里，这些年出生缺陷儿在不断增多，有些异常出生时就能发现，比如唇腭裂、无脑儿等，有些则在出生后一段时间甚至数年后才逐步显现。

在山西的一些医院，经常会有来看遗尿的学生或看腰痛病的青年。医生们检查后发现，这些患者的脊柱通常都有个小裂口，这种隐蔽的小裂口叫隐性脊柱裂。儿童遗尿，10%以上受其影响。得了隐性脊柱裂，即便小时候不遗尿，长大成人后也会腰痛，而且逐渐加重，有人甚至要靠打“封闭”来镇痛。

“其实，在神经管畸形中，隐性脊柱裂是症状最轻的一种。重症脊柱裂会导致下半身瘫痪，走路永远是一个梦。”山西省卫生厅妇社处处长郭湛英说，我国是全球神经管畸形高发国家，每年有8万至10万患儿出生。山西、陕西等北方省份，发生率高于全国平均水平。

“出生缺陷是指婴儿出生前就已发生的身体结构、功能或代谢异常。”卫生部妇社司妇卫处处长宋莉介绍，我国于1986年建立了以医院为基础的出生缺陷监测系统。监测数据表明，全国围产期出生缺陷总发生率呈上升趋势，目前约为5.6%，处于世界中等收入国家平均水平。以当前年出生人数1600万计算，平均不到30秒就有一名缺陷儿出生，每年新增出生缺陷人口约90万例。其中，出生时临床明显可见的出生缺陷约25万例。

2.全国将近一成的家庭，承受过或正在承受出生缺陷带来的不幸。在严重出生缺陷患儿中，约40%将成为终生残疾

在海口市举办的“世界地中海贫血日”活动现场，11岁的文艺博依在爸爸身边，面色有些黑黄，沉默不语。父亲文兵告诉记者，小艺博一岁半时，体质变得十分虚弱，经常感冒发烧，脸色惨白。经过一段时间检查，被确诊患上地中海贫血症。

医生好心地劝文兵：“根治这种病需要骨髓移植，费用至少30万元，但成功率并非100%。你还年轻，可以再生一个……”对于一名下岗工人来说，30万元想都别想。妻子绝望地走了，最初几年，还回来看过孩子，后来就再没露过面。

小艺博发病的时候，每个月都要输血，还要除铁，以免体内铁沉积导致内分泌失调，一个月花销 4000 元左右。为了给儿子治病，文兵打过各种零工，不管多苦多累，只要能挣钱，他都会去做。然而，即便拼命干活，高昂的医药费还是让他入不敷出，常常是旧债未还，新债又起。

由于长期患病，文艺博变得头颅宽大，面黄肌瘦，经常无精打采。“一个重型地中海贫血儿的出生，就像拉开了一场家庭悲剧的大幕。”在带着孩子四处求医的过程中，文兵结识了许多“地贫儿”家庭。许多人家因为给孩子治病，由小康陷入贫困。也有不少父母因不堪重负，放弃孩子治疗。

“出生缺陷不但严重影响儿童的生命和生活质量，也给家庭带来沉重的精神和经济负担。”宋莉说，在社会保障水平总体偏低的情况下，它导致很多家庭因病致贫、因病返贫，贫困地区尤其突出。

一项调查显示，2005 年全国城镇居民家庭人均年收入为 1.13 万元，而城镇有残疾人的家庭人均年收入仅为 4864 元；全国农村居民家庭人均年收入为 4631 元，而农村有残疾人的家庭人均年收入仅为 2260 元。

根据我国出生缺陷监测结果，目前累计有近 3000 万个家庭曾生育过出生缺陷儿，约占全国家庭总数的近 1/10。也就是说，全国将近一成的家庭，承受过或正在承受出生缺陷带来的不幸。出生缺陷是我国婴儿残疾的主要原因。在严重出生缺陷患儿中，约 40% 将成为终生残疾。

出生缺陷也是儿童死亡的重要因素，在全国婴儿死因中的构成比排序，出生缺陷由 2000 年的第四位上升至 2011 年的第二位，达到 19.1%。出生缺陷的发生，也给社会带来沉重负担。据测算，我国每年因神经管缺陷造成的直接经济损失超过 2 亿元，先天性心脏病的治疗费高达 126 亿元，唐氏综合征的总经济负担超过 100 亿元，维持最基本生活费用高达数百亿元。

3. 出生缺陷病因十分复杂。其中，遗传因素占 25%，环境因素占 10%，不明原因占 65%

头发细黄的贝贝到了该会爬的年龄了。可他不会爬，不会抬头，扶墙站立时会突然“软趴”。最近皮肤上还长了奶癣，小便也有股怪味。妈妈带他去医院，医生检查后说，贝贝患了苯丙酮尿症，体内缺乏代谢酶，终生只能吃特制奶粉和米面。

“苯丙酮尿症是一种遗传代谢性疾病。患儿出生时大多表现正常，3—4 个月后逐渐表现出智力、运动发育落后，尿液和汗液带有一股鼠尿味，民间俗称‘鼠尿儿’。”于松说。

“我国出生缺陷病种繁多，目前已知的至少有 8000—10000 种。”中国优生科学协会副会长、北京大学人口研究所所长郑晓瑛表示，出生缺陷病因十分复杂。其中，遗传因素占 25%，环境因素占 10%，不明原因占 65%。

“贝贝所患的苯丙酮尿症和小艺博的地中海贫血症，都是遗传因素所致。”郑晓瑛介绍，前者在我国 10 万人中有 7 人发病；后者在广西、广东、海南等南方省区，基因携带者高达 20% 以上。如果夫妇双方都带有地中海贫血基因，他们的子女患重型地中海贫血症的几率是 25%。

出生缺陷可由染色体畸变、基因突变等遗传因素或环境因素引起，也可由这两种因素交互作用或其他不明原因所致，通常包括先天畸形、染色体异常、遗传代谢性疾病、功能异常如盲、聋和智力障碍等。环境因素包括生物、化学和药物等多种因素，如母亲在怀孕期间感染了风疹病毒、梅毒、艾滋病等；长期接触 X 光射线或铅、镉、汞、甲醛、有机溶剂等有害有毒物质；使用了某些致畸药物。环境和遗传环境因素相互作用引发的出生缺陷，包括某些先天性心脏病、脑积水、脊柱裂等。一些儿童耳聋，是因为孩子携带了某种耳聋基因，在服用链霉素等药物的刺激下诱发致病。

郑晓瑛强调，我国出生缺陷发生率上升，还与孕妇自身的生理因素有关。

一是高龄孕产妇比例逐年上升。目前，北京、上海等大城市的医院里，35 岁以上的产妇约占一成以上。研究发现，随着孕妇年龄提高，染色体异常总发生风险迅速提高。准妈妈年龄在 35 岁以上，生育先天愚型、“兔唇”缺陷儿的风险提高 2—3 倍。

二是孕妇营养失衡导致部分微量元素缺乏，特别是碘与叶酸缺乏。叶酸来自于新鲜绿叶蔬菜及柑橘类水果等。孕妇缺乏叶酸，会导致神经管发育动力不足，出现神经管畸形缺陷。山西、内蒙古等神经管畸形高发的北方地区，妇女普遍严重缺乏叶酸，叶酸水平只为南方妇女的 1/3。另外，孕妇怀孕前吸烟、喝酒等，也是导致出生缺陷的原因之一。

卫生部妇幼保健与社区卫生司司长秦怀金指出，当前，我国出生缺陷防治面临巨大挑战。一是我国人口基数大，出生缺陷患儿绝对数量多。二是出生缺陷病种多、病因复杂，且多数病因不明，缺乏特异性的干预技术和措施。同时，受经济条件、医疗水平、地理环境、传统文化、健康知识普及程度等因素的影响，一些有效的干预措施尚未得到应用和普及。三是出生缺陷防治地区间发展不平衡，中西部地区的出生缺陷防治工作明显落后于东部地区，防治体系不健全，综合防治能力不足。四是出生缺陷防治网络尚不完善，出生缺陷防治专业队伍建设、学科建设和科学研究亟须加强，出生缺陷患儿医疗保障制度有待进一步完善。

禁烟

8 部门公开控烟信息

无一部委公开反对警示图形上烟包

《人民日报》（2013年10月12日 04版）

本报北京 10 月 11 日电（记者王君平）记者 11 日了解到，对于此前北京市义派律师事务所向“烟草控制框架公约履约工作部际协调领导小组”8 个小组成员申请政府信息公开，8 个部门都在法定时间内做出了答复。这是该小组政府信息首度公开。

2006 年 1 月 9 日，《烟草控制框架公约》在我国生效。2007 年 4 月 27 日，我国成立烟草控制框架公约履约工作部际协调领导小组，组长单位为工信部，副组长单位为外交部和国家卫生计生委。成员单位分别为财政部、海关总署、国家工商总局、国家质检总局和国家烟草专卖局。

据介绍，义派律师事务所从 5 月 5 日起，向 8 个部门申请信息公开，包括控烟履约经费总额及来源、控烟履约经费支出、对于烟包上使用警示图形的态度等。

对于控烟经费，外交部回复“全部来源财政拨款。2006 年以来，在控烟方面的年均支出为 100 元，合计 800 元，主要用于国际禁烟日制作控烟标语横幅。”国家卫生计生委回复，2006 年以来，相关经费约 8660 万元，其中中央本级经费，2006—2009 年，每年约 265 万元，2010—2013 年，每年约 150 万元；中央补助地方项目经费，2006 年—2012 年，每年约 1000 万元用于补助地方创建无烟医疗卫生机构示范基地。而财政部回复：“控烟所需资金全部由财政安排，截止到 2012 年底，中央财政已累计安排近 600 亿元，地方各级财政也相应安排了补助资金。”

中国控烟协会常务副会长许桂华就此提出，公共卫生经费不是控烟经费，不能把全国健康教育经费当成控烟经费。控烟到底有多少经费？又是如何用的？

对于8个部门的回复，国家疾控中心原副主任杨功焕认为多是应付。王振宇律师介绍，没有一家单位公开表示反对警示图形上烟包。不过，警示图形的职能部门质检总局未公开态度。

王振宇说，我国控烟履约工作缺乏明确要求和目标，没有考核、惩罚机制，小组成员是平级单位，影响开展工作。

专家支招破解控烟普遍性执法难题 立法明确公共场所管理者责任

本报记者 杨文明

《人民日报》（2013年06月04日 11版）



在今年“世界无烟日”期间，江苏镇江边防检查站官兵走上外籍船舶，向出入境船员讲解吸烟危害，传授戒烟方法。
史巧云 衡新摄影报道

“在立法上，我们亟须一部全国性专门法律。法律的名称不宜采用控制吸烟或禁止吸烟一类的名称，而是建议采用《烟害防治法》、《烟害防治条例》或《控制二手烟草烟雾危害条例》等。这一类的名称明确、直接宣示了立法的目的不是禁止个人吸烟，而是禁止个人在危害他人健康的场所吸烟，既宣传了烟草控制立法的宗旨，也减少了吸烟者因误认为全面禁烟而对法律规范的抵触。”长期关注烟草控制问题的中国政法大学研究生院副院长、卫生法研究中心执行主任解志勇教授说。

全国性立法才会让各界看到控烟决心

解志勇认为，根据《烟草控制框架公约》的要求及我国在签约时的承诺，我国本应该在2011年3月实现室内公共场所和室内工作场所100%禁烟的目标，但《公约》第八条明确提出

的许多要求我们仍未能达到。“国家级专门控烟法律法规缺失，法定不允许吸烟的地方比较局限，执法主体不明导致可操作性不强，没有明确提出100%无烟环境，多数场所仍允许设吸烟室。”

针对这一现状，解志勇指出，全国性控烟立法必不可少。“全国性立法的优势有两点：一是有能力协调更广泛的利益；二是可以调动整个社会的积极性。”

“人们对控烟的认识还不到位，包括立法者的认识也不到位。”据解志勇介绍，很多人将吸烟视为个人习惯和自由，主张控烟应靠道德而非法律强制。在控烟立法研讨会上，也有部分法学专家持类似观点。“在这种大环境下，推进全国性立法的困难可想而知。”解志勇说。

相对于中央层面立法的滞后，地方控烟立法却可以用“大放异彩”来形容。“绝大多数直辖市和省会城市，都已出台各自的地方立法，或者正在积极推动和着手立法。地方立法的优势在于灵活性，某个地方好的做法最终会推广到全国。”解志勇表示。

直接针对吸烟者执法是不可能的任务

控烟执法难最突出的表现就是执法力量有限，执法盲区多。“我国控烟法律在执法主体、执法对象、执法措施方面都有明显的不合理之处。”解志勇认为，在执法上亟须明确两个理念：一是执法不等同于处罚，而是包括警告、劝诫、停业整顿等一系列措施；二是执法不只是政府的事，要需公众广泛参与。

解志勇认为，破解普遍性执法难题的关键点是公共场所的管理者或经营者。“政府应该充分支持公共场所管理者在自己场地内禁烟的行为。在立法时明确公共场所管理者或经营者可以警告、劝诫吸烟者停止吸烟，对于不服从的还可以要求其离开；必要时管理者可以请求警察或其他执法人员予以协助。”解志勇说，“直接针对吸烟者执法是不可能的任务。从国外的经验来看，控烟执法要取得预期效果，既需要通过立法赋予公共场所经营者和管理者一定的管理责任和义务，也需要对管理不力的行为进行处罚。”

“仅凭罚款很容易引起抵触情绪。实际上，除了罚款，还可以根据具体情形给予吸烟者劝告、警告、责令限期改正、处罚，对于公然违反禁烟规定的个别场所，可以考虑给予吊销营业执照、停业整顿等处罚。”解志勇说。

韩国严管店铺烟草广告

《人民日报》（2013年06月01日 11版）

本报首尔5月31日电（记者万宇）韩国禁烟运动协会31日发布调查报告称，在首尔市内，学校周边多数便利店的烟草广告都在店外，这增加了对青少年的不良影响。

该协会调查了首尔市内中学附近200米内的151间便利店，发现有90.1%的店铺的烟草广告暴露在店外。每个便利店平均有6.3个烟草广告，而且83%的店铺中烟草广告与青少年用品的距离不足10厘米。

韩国《国民健康促进法》禁止店铺将烟草广告展示在店外，违者将被处1000万韩元（约合5.5万元人民币）以下罚款或1年以下徒刑。

5月31日是第二十六个世界无烟日，主题是“全面禁止烟草广告、促销和赞助”。

纵横

《人民日报》（2013年05月31日 05版）

采不到鲜花便培土

倪先允

如果把人才比作鲜花，那么育人者就是园丁。

“采不到鲜花便培土”，是园丁们常说的一句话。把这句话用到人才培养上再合适不过了。

君不见，实际生活中，有的领导干部经常抱怨单位缺少文字写手、专业能手、技术高手、多面好手，缺少能担当大任、独当一面的优秀人才。对此，请扪心自问：“采不到鲜花，你培土了吗？”

领导干部都希望采摘到鲜花，为单位创造政绩。须知，鲜花的生长需要外在条件，须经过园丁的培土、浇灌、施肥、整枝、治虫……到了季节，才能吐艳开放。不想培土，只想采摘，这样的事情是从来不会有的。

然而，有人不懂得这个道理。面对采不到的鲜花，有的扭头就走，任其自生自灭，不去创造条件把优秀种子培育成花朵。还有的甚至拔苗助长，制造“假花”。这样的态度只能带来两种结果：一是来年同样采不到鲜花；二是“假花”不会给人带来芬芳。

试玉要烧三日满，育才须经数年期。要想得到真正的鲜花，唯有持之以恒、坚持不懈地做好培土的工作。

人才是无价之宝，但比人才更重要的是让其茁壮成长的土壤。只有为优秀种子提供优质土壤，好苗子才能长成参天大树，小荷才能出落成接天莲叶。一些单位每年都会有典型培养计划，这些典型很多只是优质种子，有些已经是含苞待放的花骨朵，但还不会一下子就给单位带来荣耀和成绩。相信，只要育人者耐心培育，给雄鹰以蓝天，给千里马以旷野，让他们最大限度地获得生长的养料、成长的空间，鲜花的盛开只是早晚的事。

鲁迅说：“天才大半是天赋的；独有这培养天才的泥土，似乎大家都可以做。做土的功效，比要求天才还切近；否则，纵有成千成百的天才，也因为没有泥土，不能发达，要像一碟子绿豆芽。”展示才华的舞台，公平公正的环境，唯才是举的机制，都是让人才脱颖而出、茁壮成长的好土壤。唯有如此，才能让更多人有机会出彩，才能让人才的园林鲜花盛开、香飘万里。

（原文刊于5月29日《解放军报》，有删节）

烟草广告“穿马甲”该管管

张枫逸

今年世界无烟日的主题是“禁止烟草广告、促销和赞助”。而北京市疾控中心日前发布一则监测结果显示：北京地区电视中的烟草广告，在一周时间内出现了117次。这只是全国各地烟

草广告泛滥的一个缩影。尽管我国法律不乏禁止烟草广告的条款，但泛滥的烟草广告，对控烟禁烟着实是一个严峻挑战。

《广告法》规定：“禁止利用广播、电影、电视、报纸、期刊发布烟草广告。禁止在各类等候室、影剧院、会议厅堂、体育比赛场馆等公共场所设置烟草广告。”有明确规定，为什么烟草广告还如此泛滥呢？

究其原因，除了监管不力，也在于烟草广告钻了法律的空子，衍生出不少新的变种。从渠道讲，随着新媒体普及，烟草企业已将广告及促销活动重点投放到了互联网。微博、微信、网站等新媒体，都成为烟草商的新“阵地”。从手段讲，烟草广告越来越以企业形象宣传、品牌延伸宣传、赞助冠名、深度植入影视剧等面目出现。而《广告法》及《烟草广告管理暂行办法》，都是近20年前颁布的，那时并没有也不大可能将这些新“阵地”、新变种全都纳入禁止范畴。

烟草的危害不用多说，控烟禁烟也是国际趋势。烟草广告的泛滥，不但有违国际潮流，更加重烟草带来的社会危害。对此，除开展拒绝烟草广告、促销和赞助的倡议活动外，更要适应时代变迁，不断健全和完善相关法规，将新媒体和一些烟草广告新变种，都纳入到法制化监管的轨道中来。同时，要切实加强监管，加大处罚力度，从而约束烟草广告泛滥的局面。

（原文刊于5月30日《湖北日报》，有删节。原题为：《烟草广告监管别再“摸石头”》）

一周热点评述（人民日报微博）

点评人：人民网舆情监测室主任分析师 刘鹏飞

《人民日报》（2013年01月31日 14版）

【你所不知道的老干妈】

转发：4291；评论：1022

26日，“老干妈”创始人陶华碧现身贵州两会现场，她披露，“老干妈”2012年产值33.7亿，纳税4.3亿。而她目不识丁；15年来从没改过规则：一手交钱，一手交货；产品遍布30多个国家和地区，“有华人的地方，就有老干妈。”几乎从不做广告，最好广告就是口头传播。

点评：近来，食品行业迎来多事之秋，从“老干妈”身上，我们看到的是最质朴、最可贵的品质。企业和产品都源自于创造者勤劳、诚信的内在精神。这种精神值得倡导和鼓励。

【李娜，澳网亚军】

转发：4073；评论：740

在刚刚结束的澳网女单决赛中，中国选手李娜以1:2不敌白俄罗斯选手阿扎伦卡，获得亚军。恭喜阿扎伦卡，掌声送给李娜。顽强，拼搏，享受，都做到了！一起回顾一下澳网“娜”些年。@李娜

点评：总盯着领奖台上的冠军，容易让人们遗忘更加值得珍惜的体育精神。结果只是一瞬间，竞技体育的过程蕴涵着应对压力、克服困难、冲击极限的决心和勇气。在公平的竞技台上奋力拼搏的所有运动员，都值得我们热烈鼓掌。

【40岁前戒烟或可多活9年】

转发：3642；评论：756

美国新英格兰医学杂志24日刊载研究报告说，吸烟减寿至少10年，但如在40岁前戒烟，可基本抵消吸烟带来的减寿效应，比不戒烟者多活9年。无论男女，不管烟龄长短，如能在34岁前戒烟，可补齐差不多10年寿命；45岁—54岁戒烟可多活6年；55岁—64岁期间戒烟最多挽回4年。（南国早报）

点评：多一些公益广告、媒体报道，多一些公共禁烟牌，可以让烟民认识到没有香烟的生活更加健康和美好。我们应该给戒烟者更多的鼓励，多讲一些科学的道理，多报一些有说服力的数据和故事。从个人到家庭、社会，文明健康要从点滴做起。

香烟

国家烟草专卖局回应
个人跨地运烟限量
是为打击倒买倒卖（回应）

《人民日报》（2013年02月06日 04版）

本报北京2月5日电（记者左娅、姚雪青）江苏扬州市民跨省购买百条香烟被收缴引起热议。5日，国家烟草专卖局回应称，当地烟草专卖局和公安部门的联合执法有法律依据。该局相关负责人表示，限定邮寄、异地携带卷烟的数量，目的在于加强烟草专卖管理，打击倒买倒卖卷烟行为，规范卷烟流通秩序。

国家烟草专卖局回应称，《中华人民共和国烟草专卖法》规定，“邮寄、异地携带烟叶、烟草制品的，不得超过国务院有关主管部门规定的限量”。国家烟草专卖局2008年下发《关于规范异地携带卷烟管理和携带证使用的通知》规定：“个人乘坐车、船、飞机等交通工具，跨地（市）携带卷烟的最高限量为每人次1万支（50条）。个人在最高限量以内携带卷烟，不需办理携带证明。卷烟工商企业的公务人员跨地（市）携带业务用烟，超过个人携带卷烟最高限量的，必须向烟草专卖局申请办理携带证。卷烟工商企业的公务人员跨地（市）携带业务用烟的数量每人次不得超过5万支（250条）。”

从字面上看，按规定可通过办理携带证明而异地携带超过50条卷烟的个人，只限于卷烟工商企业的公务人员。这点得到地方有关方面证实。南京烟草专卖局公司办公室和苏州市12313烟草行业监督举报热线的工作人员都表示，携带证只对行业内工作人员办理，不对个人办理；扬州市12313热线工作人员介绍，至少在过去七八年间，未向个人办理过携带证。

跨省购买百条香烟被收缴惹争论

专家称收缴行为合法，但相关部门应承担未告知责任

《人民日报》（2013年02月05日 04版）

本报南京2月4日电（记者姚雪青）日前，有网友爆料称，1月19日，家住江苏扬州的杨先生因春节送礼需求，而本地供货不足，在山东鱼台购买了100多条名贵香烟，托朋友于先

生开车送回老家扬州江都，后者开车行至徐州沛县时，被当地烟草专卖局和公安联合执法队以涉嫌非法经营罪没收。对此，沛县公安局及烟草专卖局分别进行了回应。

公安机关认定——

购烟为自用不是非法经营

2月3日，沛县公安局在其官方微博“平安沛县”中通报了事件经过，称沛县烟草专卖局查获于先生运输的香烟价值达6.3万元，按照《烟草专卖法》及“两高”关于涉烟犯罪的相关司法解释规定，非法经营烟草专卖品案值超过了5万元的，需要公安机关介入。但经该局前往山东鱼台、扬州江都等地调查核实，杨先生购买的香烟为春节送礼自用，且供货紧张，并非用于非法经营。该局已于1月28日作出不予立案决定，并移送沛县烟草专卖局。

4日傍晚，沛县烟草专卖局向本报记者发来《“1·19”案件情况说明》称，该局查获当事人于某涉嫌无烟草专卖品准运证运输的卷烟共3个品种109条，案值6.235万元，执法人员对涉案卷烟依法先行登记保存，待卷烟质量鉴定报告出来后，将通知当事人，依照相关法律、法规规定处理。

烟草专卖局认为——

依法查处无证运输卷烟

“分析本案，杨先生购烟并非用于经营，并通过经营来获取利润，因此不能构成非法经营罪。应当由烟草专卖主管部门按照相关规定追究其行政责任。”江苏东恒律师事务所律师谢瑛认为，沛县公安局的处理是妥当的。

记者查阅《国家烟草专卖局关于规范异地携带卷烟管理和携带证使用的通知》，其中规定：个人乘坐车、船、飞机等交通工具，跨地（市）携带卷烟的最高限量为每人次1万支（50条）。

沛县烟草专卖局认为，根据《烟草专卖品准运证管理办法》第二十六条规定即“烟草专卖行政主管部门或者烟草专卖行政主管部门会同有关部门依法对涉嫌从事非法运输烟草专卖品活动和场所进行检查，依法对违法行为进行处理”，该局有依法查处无证运输卷烟的法定职责和权力。

专家表示——

相关部门不告知是管理缺席

该事发生后，在网络上引起了热议。有网友说，这件事情为何引起大家关注，是因为不仅当事人不清楚无证跨地（市）携带卷烟超过 50 条违法，可能绝大多数普通人都不清楚。对香烟特别熟悉，而对涉烟法规又如此陌生，这反映的是普法缺位。

“当事人购买烟草的时候，没有相关部门告知他购买的后果，使他在不知情的情况下购买，这是管理的缺席。”南京师范大学公共管理学院院长赵晖认为，长期以来，政府权力或者是公共权力，没有一个清晰、明确的边界，经常会介入私人、市场等领域。市场可调节的领域政府不应当过分干涉，也不能越位。

烟草

规范公积金缴存 清理违规车辆

烟草专卖局动真碰硬转作风（整改进行时）

《人民日报》（2013年12月08日 01版）

本报北京12月7日电（记者刘志强）规范住房公积金超标缴存、专项清理违规车辆……群众路线教育实践活动开展以来，国家烟草专卖局坚持边查边改、立行立改、真转真改，在动真碰硬、严肃查处顶风违纪案件的同时，通过加强制度建设巩固活动成果。

今年5月底，有媒体报道吉林烟草工业公司超缴住房公积金问题。随后，国家烟草专卖局立即成立了联合调查组。经查，截至6月，该公司超缴公积金人数1622人。对此，国家烟草专卖局进行了严肃查处：对5名高管超缴的公积金全部清退。长期以来，烟草行业公积金实行属地化管理，各地政策并不一致，有些单位的缴存基数和比例存在问题。为此，国家烟草专卖局党组6月14日决定采取整改措施：如实提供行业省级公司主要负责人公积金自查自纠情况，接受国家审计监督；全行业从7月起，一律按规定标准缴存，同时有序清理过去超缴的公积金。到7月底，全国烟草行业未按缴存基数执行的499家单位、未按缴费比例执行的356家单位已全部作出整改。

今年6月24日、7月19日，河南周口、广东珠海两地烟草专卖局（公司）违规购置超标车辆问题先后被媒体曝光。国家烟草专卖局对两起案件深入调查后，处分了相关责任人。在此基础上，7月底启动专项整治，要求各直属单位及所属企业单位，全面核查登记现有车辆，并对超编制超标准违规车辆登记封存、暂停使用。目前，此项工作已全部完成，全行业封存超标车1344辆。

“我们不仅在查摆问题、专项整治上下功夫，也注重举一反三，在建章立制上下功夫。”国家烟草专卖局局长凌成兴告诉记者，针对突出问题，该局先后出台了《关于加强行业住房公积金管理的通知》、《关于进一步严格规范烟草行业车辆配备使用管理的补充通知》等制度。此外，该局还正在研究制定规范“三公”经费和宣传促销经费、规范完善企业负责人职务消费行为等制度。下一步将特别加大制度执行力度，坚决维护制度的严肃性、权威性，努力提升烟草行业深化改革、科学发展、控烟履约、规范管理的形象。

湖北公安县接受媒体监督

废止烟草

摊派文件

《人民日报》（2013年10月24日 11版）

本报武汉10月23日电（记者付文）22日，中央电视台对湖北公安县个别乡镇和村组以行政手段推销烟酒的有关情况进行了报道。记者今天从公安新闻网获悉：公安县诚恳接受舆论监督，县委、县政府主要负责人召开会议，出台废止相关摊派文件等一系列整改措施。

具体措施有：撤销县卷烟市场领导小组下发的《关于印发（2013年全县烟草工作考核办法）的通知》；同时，一并废止各乡镇自行下发的有关烟草销售任务的相关文件。对报道中涉及的镇村，由县里派专班进行全面核查清理，逐一整改，并组织全县各乡镇同步开展自查整改。今后一律不得下发销售计划，镇村组织一律不得参与烟酒销售，一律不得与镇村干部的待遇挂钩。

微信、微博、微电影成监管“盲区” 烟草营销“傍上”新媒体

本报记者 王君平

《人民日报》（2013年05月22日 09版）



5月31日，世界无烟日。今年世界无烟日的主题是：禁止烟草广告、促销和赞助。5月21日，新探健康发展研究中心在京召开交流会称，烟草业通过新媒体营销卷烟诱导青少年吸烟，而新媒体营销烟草是法律监管“盲区”。

20多位医药卫生界专家、法律专家呼吁，有关部门应尽快根据《烟草控制框架公约》的精神修订和完善相关法规，坚决禁止所有的烟草广告、促销和赞助。

新媒体营销成监管“盲区”，青少年是主流受众

“老板，来包 1906”是广东双喜集团拍摄的创意视频。烟民在买烟过程中瞬间回到 1906 年，带来神奇的体验。短短几分钟的视频中，双喜产品反复出现，并在视频最后出现其微信联系方式。

如果将微博看作品牌的广播台，微信则为品牌开通了“电话式”服务。当品牌成功得到关注后，便可以进行到达率几乎为 100%的对话，它的维系能力远远超过了微博。烟草论坛开设手机客户端、手机微博上的烟草企业微博账号、微信上的烟草企业微信账号等，烟草业的新媒体营销攻势已经逐渐从互联网渗透至手机。

新探健康发展研究中心工作人员李彤介绍，新媒体凭借其传播速度快、受众范围广、宣传费用低、可复制性强等特点，已成为烟草业营销的重要手段。各种烟草企业的微信账户以及手机应用软件会定期向消费者手机发送烟草广告，使得消费者的生活无时无刻不“充满烟味”。

《广告法》第十八条规定：“禁止利用广播、电影、电视、报纸、期刊发布烟草广告。禁止在各类等候室、影剧院、会议厅堂、体育比赛场馆等公共场所设置烟草广告。”原国家控烟办主任杨功焕教授指出，新媒体不在《广告法》禁止之列，成为烟草营销的法律“盲区”。

“青少年是互联网尤其是社交媒体的使用主体。烟草业通过新媒体营销卷烟，其目的是为了吸引新的吸烟者，诱导青少年吸烟，是和父母争夺下一代的健康。”李彤说。

专家呼吁修订广告法，遏制烟草业用新形式营销

“一支烟的穿越”是福建龙岩卷烟厂赞助拍摄的一部有关七匹狼烟的微电影，在长达 23 分钟的电影中七匹狼烟的镜头多次出现。微电影借由其成本低、传播快、娱乐性强等特点成为了时下火热的影视形式，常被烟草企业利用，进行品牌宣传。

中国控烟协会常务副会长许桂华说，烟草业通过新媒体赋予烟草“深厚”的“文化内涵”，让群众产生错误的价值认同。

面对新媒体铺天盖地的烟草广告、促销和赞助，《广告法》规定的禁止范围还够吗？

我国现行《广告法》颁布于 1994 年，至今已近 20 年。其烟草广告相关条款已不能适应形势的需要，与中国政府签署并承诺的《烟草控制框架公约》要求有很大差距。根据《公约》第十三条，各缔约方应“广泛禁止所有的烟草广告、促销和赞助”。

杨功焕认为，“禁止一切烟草广告、促销和赞助”是减少烟草需求的最有效、且最为符合成本效益的一项控烟措施。

新探健康发展研究中心王克安主任指出，烟草业无孔不入，拼命进行烟草营销。针对烟草业的新媒体营销，应当尽快修改《广告法》第十八条，严格禁止在所有媒体、尤其是包括移动终端在内的各种新媒体上发布烟草广告、进行烟草营销。

国家控烟办有关负责人指出，为了落实《中国烟草控制规划（2012—2015年）》，应尽快修订相关法规，使其符合《公约》精神。行政部门应加强执法和监督力度，遏制烟草业的营销行为。

烟草行业

去年上交财政7166亿元

《人民日报》（2013年01月18日 10版）

本报北京1月17日电（记者左娅）记者从今天召开的烟草行业工作会上获悉：去年烟草全行业实现工商利税8649亿元，同比增长15.7%；上交国家财政7166亿元，同比增长19%。卷烟产销量4950万箱，同比增长控制在2.4%以内。全国卷烟焦油量加权平均值降至10.9毫克/支，同比降低0.6毫克/支。

烟草行业去年还加大售假网络打击力度，全年共查处案值5万元以上制售假烟案件4886起，打掉大型制售假烟网络231个。

控烟

中国公共卫生事业令人乐观

——访中国政府“友谊奖”获得者杰福瑞·考普兰

本报记者 强薇

《人民日报》（2013年10月09日 22版）

杰福瑞·考普兰博士曾任美国疾控中心主任，目前担任中国疾控中心高级顾问。因多年在华辛勤工作和突出贡献，考普兰刚刚获得由国家外国专家局评选的2013年度中国政府“友谊奖”。

32年前，中美刚建交不久，考普兰第一次来中国。在当时来华交流的美国专家中，考普兰是最年轻的一个。在与中国结缘的30多年里，基于他的指导，中国创建了应对公共卫生突发事件的高级现场流行病学培训项目；在他的帮助下，北京、上海等地建立了慢性病防治体系，并由此奠定了中国慢性病防治的雏形；他积极促进中国早期预防医学学科建设和疾控体系的发展……

32年里，考普兰亲历了中国人生活方式的变迁。“随着中国的发展，人民物质生活日渐丰富，一些健康问题也随之凸显出来。”他举例说：“人们比以往接触到更多油腻、高卡路里、高盐分的食品。汽车代替了自行车、步行等健康的出行方式，大气污染和吸烟等因素又加剧了人们患病的几率。”在公共卫生问题上，政府应该扮演怎样的角色呢？考普兰说，“打个比方：一个足球场，如果把其中一边的球门抬高，另一边的球门降低，球就会更容易进入较低的那一方球门。”政府在公共卫生事业中的作用，就好比这个倾斜的足球场。通过在机动车道旁修建专用的自行车道、提高烟草税、提高高热量食品价格等举措，可以抬高“非健康生活”这一边的球门，降低“健康生活”这一边的球门。

“无烟城市”是考普兰团队在中国开展的重点合作项目。2009年，由考普兰带队的课题小组在上海、无锡等7个城市试点实行了烟草控制项目，并得到比尔·盖茨基金会的支持。次年，加入该项目的城市达到17个，这个数字还在继续扩大。“一些城市由市长带头，通过政府部门的推动和市民的齐心努力，取得了非常好的效果。”考普兰欣慰地说。

在谈到中国公共卫生事业的未来发展时，这位美国学者认为，应坚持预防为主。“以控烟为例，防止一个不吸烟的人开始吸烟，比说服一个烟民戒烟要容易得多。”考普兰认为，中国的当务之急是树立一种卫生观念，如减少烟草、控制饮食、增加运动。他表示，美国也存在同样的问题，情况也十分严峻。在这些问题上，中美之间可以尽可能多地分享经验。考普兰微笑着说：“自从第一次来中国时，我就对中国的公共卫生事业保持乐观，现在更加乐观。”

我国肺癌死亡率40年增长近10倍

《人民日报》（2013年03月18日 09版）

本报北京3月17日电（记者王君平）记者从今日在京召开的首届中美医疗机构控烟论坛上获悉：我国肺癌死亡率40年间上升近10倍。40年前，中国肺癌的死亡率为5.46/10万，肿瘤死因排在胃癌、食管癌、肝癌和女性宫颈癌之后。而最新的全国登记地区的报告发病率中，肺癌居恶性肿瘤死因的第一位，发病率为53.37/10万，死亡率为45.57/10万，其中男性肺癌发病率高达70.40/10万，死亡率为61.00/10万。

中国医科院肿瘤医院院长赫捷说，肺癌患者中吸烟比例为60%—70%，吸烟导致肺癌是科学界公认的事实。吸烟与我国人口死因中的肺癌、食管癌、肝癌、胃癌以及慢性肺部阻塞性疾病、心脑血管疾病都有关，是增加中国人死亡风险的重要因素。

