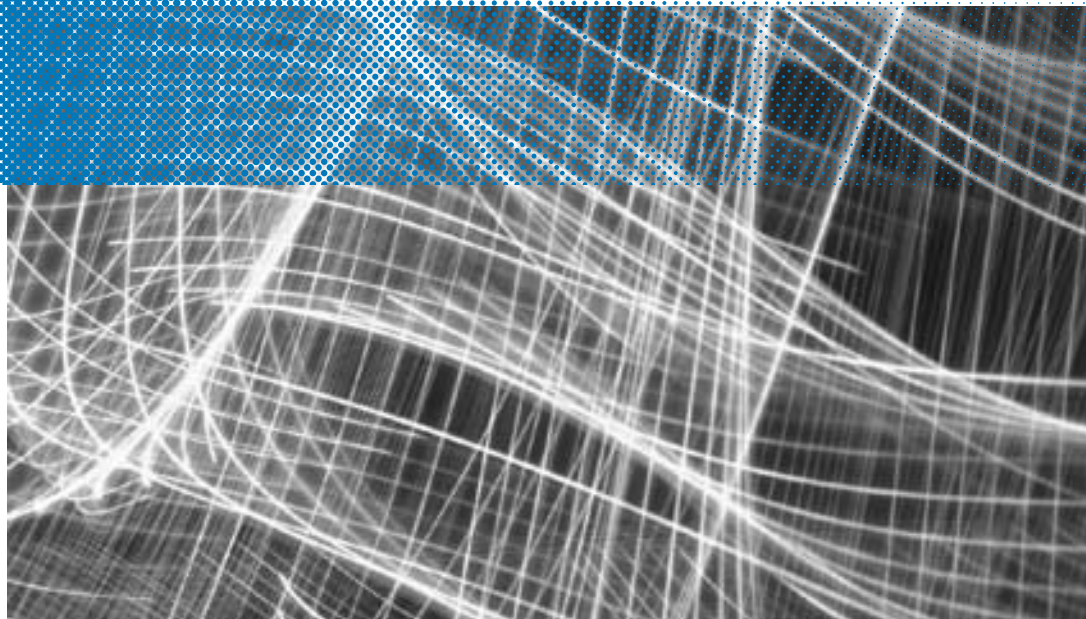


# spectra

71



## Programme development

### 2 Alcohol, tobacco, diet and physical activity

Lack of physical activity, a poor diet and use of addictive substances are among the major causes of health problems in modern society. In June, the Federal Council approved the continuation of the national prevention programmes relating to alcohol and tobacco and a new programme focusing on diet and physical activity. We briefly describe the three programmes, their main objectives and the measures that are being taken to achieve them.

### 4 A creative approach to beating smoke

The new phase of the tobacco prevention programme «Less smoke, better life» was developed with the keen participation of the public. The response to the competition announced in the spring was overwhelming. Some 2,000 people came up with some very creative ideas for slogans in all the country's languages, and the most original of them now adorn T-shirts, posters, web banners and slide advertisements in cinemas. There can be no doubt that people have noticed the FOPH's campaign – and that its clever, witty messages are meeting with a positive response.

### 4 eHealth – Health on the net

In the past, every prevention programme has been a pioneering achievement. How can the experience gained from this work be made available to future generations of experts? The Federal Office of Public Health asked the Institute of Political Science at Zurich University to carry out a study designed to identify the factors that contribute to successful programme development. Guidelines summarise this systematic analysis and will support the offices responsible for developing future programmes by providing a useful tool for thinking and planning.



Schweizerische Eidgenossenschaft  
Confédération suisse  
Confederazione Svizzera  
Confederaziun svizra

Swiss Confederation

Federal Department of Home Affairs FDHA  
Federal Office of Public Health FOPH

# National Tobacco Programme 2008–2012 – Not smoking will become the norm

**Tobacco control.** Tobacco control in Switzerland has recorded a number of successes in recent years. The proportion of smokers in the 14–65 age group declined by around 13% between 2001 and 2007. The National Tobacco Programme 2008–2012 aims to reduce the number of smokers even further.

The Federal Office of Public Health (FOPH) has developed the National Tobacco Programme 2008–2012 (NPT 2008–2012) in collaboration with other involved government offices and major stakeholders in Switzerland's tobacco policy. Following on from the National Tobacco Prevention Programme 2001–2008, it defines the national strategy for tobacco prevention. The Federal Council gave its approval on 18 June 2008 and mandated the Federal Department of Home Affairs to implement it.

## Economic cost of CHF 10 billion

Every year, some 8,300 people die in Switzerland as a result of using tobacco. A further 16,000 or so individuals are rendered unfit for work by the effects of smoking. Passive smoking is an additional public health challenge. More than one quarter of the Swiss population in the 14 to 65 age bracket is exposed to tobacco smoke and its harmful effects on health for at least seven hours per week. Smoking imposes a financial burden of around CHF 10 billion a year on the Swiss economy. Revenue from the tax on tobacco, which is used to fund the old-age and survivors' insurance (AHV) system, is slightly over CHF 2 billion.

## Only 23% still smoke

The mission of the NPT 2008–2012 is to reduce the incidence of tobacco-related



deaths and infirmity in Switzerland. In order to accomplish this mission, the following quantitative targets must be met by the end of 2012:

1. The proportion of smokers among people resident in Switzerland must drop by 20%, i.e. from 29% (2007) to roughly 23%.
2. The proportion of smokers in the 14 to 19 age group must drop by 20%, i.e. from 24% (2007) to below 20%.
3. The proportion of individuals exposed to tobacco smoke generated by others (passive smoking) for seven or more hours per week must drop by 80%, i.e. from 27% (2006) to about 5%.

The NPT 2008–2012 identifies four areas in which action needs to be taken if the above overriding objectives are to be met: information and opinion-form-

ing; health protection and market regulation; behavioural prevention; and coordination and collaboration. The programme's strategic objectives are focused on these four areas:

- Not smoking should be the norm in society.
- There should be greater awareness of the harmful effects of using tobacco and greater acceptance of tobacco prevention by the public and politicians.
- The tobacco-related aspects of Swiss law should be modified in line with the results of negotiations on the agreement with the European Union (EU) in the health sector.
- Switzerland should ratify the WHO's Framework Convention on Tobacco Control
- The tax on tobacco should be raised in line with validated efficacy criteria.

- Protection against passive smoking should be regulated at federal level.
- The cantons should continue their many and varied efforts to achieve effective tobacco prevention.
- Young non-smokers should be helped to avoid starting to smoke.
- Smokers should be supported in their efforts to stop smoking.
- The stakeholders in tobacco prevention should commit to implementing this programme together and to the continuing development of tobacco prevention in Switzerland.
- The authorities involved in tobacco prevention and the institutions which operate at national, cantonal and communal level should harmonise their approach to implementing the programme and ensure that resources are deployed efficiently and synergies are exploited.

The NPT 2008–2012 will be implemented in an open process which is transparent to everyone involved. The FOPH will play a coordinating role by creating a favourable framework for implementing the strategic objectives and ensuring that the stakeholders' activities are coordinated.

Contact: Anne Lévy,  
Head of the Alcohol and Tobacco  
Section, [anne.levy@bag.admin.ch](mailto:anne.levy@bag.admin.ch)

# National Diet and Physical Activity Programme 2008–2012 – Counteract

**Prevention of obesity and eating disorders.** The aim of the measures that make up the National Diet and Physical Activity Programme 2008–2012 is to counter obesity and eating disorders, particularly in children and young people, more effectively than in the past.

The Federal Office of Public Health (FOPH), the Federal Office of Sports (FOSPO), the Health Promotion Switzerland group and other stakeholders have together developed the National Diet and Physical Activity Programme 2008–2012 (NPEB 2008–2012). It lays down the national strategy for promoting a healthy diet and sufficient physical activity. The focus is on individual responsibility, voluntary measures by business, and the quality of food.

## A problem with serious consequences

One in five children in Switzerland weighs too much. The number of overweight children has increased five-fold in the past 20 years. The picture is similar in the population as a whole: in 2002 37% of the population were overweight or obese, ten years previously the figure was 30%. The costs associated with obesity and obesity-related disorders amounted to CHF 2.7 billion in 2001. The Swiss population's diet is characterised by a low intake of fruit and vegetables. In addition, people in Switzerland consume far more than the recommended daily amount of sugar, which is currently 10% of total caloric intake. Almost one third of the population (31%) admit that they don't pay any particular attention to their diet. Lack of physical activity is very common in Switzerland. The recommendation to take at least 30 minutes of exercise daily is not followed by 64% of adults, and 19% don't take any exercise at all. A sed-

entary lifestyle is responsible for at least 2,900 deaths, 2.1 million cases of illness and direct treatment costs of CHF 2.4 billion annually in Switzerland.

## Five steps to a vision

The vision of the NPEB 2008–2012 is to create living conditions in which individuals, families and communities eat a balanced diet, get enough physical activity, and in doing so promote their own health. To achieve this vision, five targets have been set:

1. Ensure national coordination: Coordination of the numerous stakeholders and projects in this field is the responsibility of the FOPH and is intended to ensure that optimal use is made of resources and synergies. This includes a national nutrition and physical exercise platform and a uniform monitoring system.



2. Promote a balanced diet: This involves measures designed to encourage consumption of fruit and vegetables, to reduce the salt, sugar



# National Alcohol Programme 2008–2012 – Getting a grip on the negative effects of drinking

**Alcohol control.** The federal government has been involved in alcohol-related matters for several years. It is now seeking to continue these activities in the form of a National Programme. The main focus of the programme will be on youth, violence, sport and accidents.

The Federal Council requested the Federal Office of Public Health (FOPH) to develop a National Alcohol Programme 2008–2012 (NPA 2008–2012). The programme was developed in collaboration with the Swiss Commission for Alcohol-related Questions (EKAL), the Swiss Alcohol Board (EAV), the cantons, the Conference of Health Ministers (GDK) and other parties involved in alcohol policy in Switzerland. The Federal Council approved the NPA 2008–2012 on 18 June 2008.

## Alcohol consumption disrupts the balance in many ways

The vast majority of people in Switzerland have an unproblematic and low-risk attitude towards alcoholic beverages. But over half a million people regularly drink too much alcohol, and almost 300,000 are dependent on alcohol or at serious risk of becoming dependent. Problematic drinking and dependence on alcohol have many negative repercussions. These include impairment of health and illness in drinkers and the people close to them, and a large number of alcohol-related injuries and accidents. Alcohol is implicated in one in six fatal road-traffic accidents. Alcohol is often a contributory factor in aggressive behaviour, which manifests as domestic violence, violence among young people or violent behaviour at



sports events, for example. Alcohol is one of the five major factors in disease, accounting for costs of around CHF 6.5 billion.

## A vision of low-risk drinking

«People who drink alcohol do so without harming themselves or others.» This is the vision of the NPA 2008–2012. The focus is on reducing problematic alcohol consumption and the negative effects of problematic drinking on the individual's personal situation and society. Priority is being given to enforcing the existing legislation, particularly the aspects relating to the protection of children and adolescents.

The NPA 2008–2012 comprises seven complementary and mutually supportive primary objectives. Specific activities need to be developed and implemented for each of these objectives. Behavioural prevention (information, greater awareness) and structural prevention (measures such as the enforcement of laws) will be deployed equally to ensure that the preventive impact of the programme is both adequate and sustainable. The primary objectives of the NPA 2008–2012 are:

1. To make society and the political and business communities aware of the particular susceptibility of children and adolescents to alcoholic beverages and to involve them in

supporting appropriate measures to protect this group.

2. To reduce problematic alcohol consumption (binge drinking, chronic and inappropriate drinking).
3. To reduce the number of alcohol-dependent individuals.
4. To tangibly reduce the burden of the negative effects of drinking on family members and the immediate social environment.
5. To reduce the negative impact of alcohol consumption on public life and the economy.
6. The governmental and non-governmental players involved with alcohol should coordinate their activities and ensure jointly that the National Alcohol Programme is implemented successfully.
7. The general public should be aware of the negative impact of drinking alcohol and support suitable measures to reduce drinking.

The intention is to implement the NPA successively in the various fields between 2008 and 2012. Attention will focus on areas such as health promotion and the early identification of at-risk individuals, the treatment and social integration of alcohol abusers, and a review of structural measures such as efforts to price non-alcoholic beverages attractively in comparison with alcoholic drinks. The aim of this latter point is to reduce the widespread phenomenon of binge drinking in particular and to effectively reduce alcohol consumption by children and young people.

Contact: Anne Lévy,  
Head of the Alcohol and Tobacco  
Section, [anne.levy@bag.admin.ch](mailto:anne.levy@bag.admin.ch)

# ing some weighty problems with more drive



3. Promote opportunities for physical activity: In collaboration with FOSPO and other partners, the FOPH hopes to create an environment (e.g. cycle paths, green areas) which will encourage all sectors of society towards more physical activity in general.

4. Integrated approaches to promoting a healthy weight: The purpose of this target is to break the trend towards increasing obesity. It foresees the incorporation of integrated models into everyday life which will focus on physical activity, nutrition, psychological and social aspects. This target will be orchestrated by the Health Promotion Switzerland group in close collaboration with the cantons.

5. Optimise the range of advice and therapy available: People in

and fat content of food, to reduce the proportion of energy-dense food in the diet, and to encourage breastfeeding.

Switzerland who are obese or who suffer from an eating disorder should be provided with evidence-based advisory services and treatment options. Particular attention will be paid to early identification of at-risk patients.

The NPEB 2008–2012 is based on the successful experience gained by partners working in the fields of nutrition, physical activity and health here and abroad. Collaboration between the key stakeholders will be a major factor in determining the success of this programme during its implementation.

Contact: Liliane Bruggmann, Head of the Diet and Physical Activity Section, [liliane.bruggmann@bag.admin.ch](mailto:liliane.bruggmann@bag.admin.ch)

## At first hand

There has been a great deal of discussion and argument in specialist circles and the media about the FOPH's new programmes for alcohol, tobacco and nutrition and physical activity. Now that they have all been approved by the Federal Council, we would like to present them to you once more. At the same time, we want to take a step back and look at the DEVELOPMENT of these programmes a bit more objectively. What has to happen before a programme of this kind is even ready to be approved?

This edition of spectra discusses some specific examples (the new programmes) and also spotlights a new tool intended to support project managers in the development of future programmes.

These «programme development guidelines» are based on a research project titled «Success factors for developing a programme». The study was commissioned because we essentially have a lot of experience in programme development. However, this information is not easily accessible when it comes to starting new processes. The problem that a programme is intended to solve is never the same. The people who are supposed to develop the programme move on over the years and generally don't have a great deal of experience in developing a national prevention programme. Yet the route to finding the solution is always similar, and we can still learn from each other.

The article on the last page of this edition reports on what the study found, what the guidelines offer, and where you can find them. Suffice to say that the guidelines have been described by former Vice-Director Flavia Schlegel as a «good, systematic tool for thinking and planning».

I hope that you and we will be able to benefit from the experience that has been gained when the next programme is developed. If that happens, the purpose of the guidelines and of this edition of spectra will have been more than achieved.



Markus Weber  
Evaluation and Research  
Federal Office of Public Health

# «Less smoke, better life» – the public composes campaign texts

**Tobacco control.** On 20 October, the Federal Office of Public Health launched the third round of this year's «Less Smoke, better Life!» campaign. A new feature is the use of texts drawn up by members of the public, i.e. the ten winning texts from the competition held this spring.

During the spring round of the «Less smoke, more life» tobacco control campaign, the FOPH called on creative

## The ten winning slogans

- Ende Glut, alles gut
- Raucht er, raucht er nicht, raucht er, raucht er nicht...
- Vögelwohl
- Die Luft ist rein
- C'est plus avec la clope qu'on allume
- Respirer la vie
- Respira la vita a pieni polmoni
- Non mandare tutto in fumo!
- Dresscode: no smoking
- Happy End

writers among the general public to compose texts for the campaign and perhaps win an iPod touch. Just under 2,000 people from all language regions took part. They were invited to submit short and pithy texts that conveyed the benefits of not smoking, as this year's campaign has done with its slogans such as «Nichts zu Husten» (Nothing to cough about), «Der richtige Riecher» (Having a good nose) or «Zungenkuss» (French kiss).

The jury, consisting of representatives of the FOPH and the two agencies, By Heart and cR Kommunikation, that are implementing the campaign, had to make tough decisions, and lots of other submissions were equally worthy of being published and winning a prize. Many of them were witty, startling and creative. The authors had looked for inspiration to proverbs, popular songs or even computer error messages. The jury was impressed by the wide range.

## All expectations exceeded

It was the first time that the FOPH had called on the public to take part in the tobacco control campaign. It was therefore difficult to predict what the reactions would be. But the many submis-

sions exceeded all expectations. They show that the campaign has attracted attention and that opportunities for taking part are eagerly seized.

The winning slogans will be deployed during the third round of the tobacco control campaign, starting on 20 October: two of them as posters, four as T-shirts, two as e-cards and one each as an online banner and a cinema slide.



T-shirts can be ordered from the campaign shop as long as supplies last, while the e-cards can be sent via the website.

Contact: Adrian Kammer,  
Head of Campaigns Section,  
adrian.kammer@bag.admin.ch

www.bravo.ch

# What makes successful programme development?

**Developing a new programme.** New guidelines for the development of national prevention programmes have been produced so that the responsible offices can draw on valuable past experience.

One of the tasks of the Federal Office of Public Health (FOPH) is to develop new national prevention programmes. So far it has not been possible to input the experience gained from previous programmes into new development processes because programmes of this type are fairly rare occurrences and the responsible individuals change frequently. A study of the «factors for success in programme development» was carried out so that the offices involved in this area don't have to keep starting from scratch. The two primary objectives of the study, which was commissioned from the Institute of Political Science at Zurich University (IPZ), were to undertake a systematic analysis and presentation of the experience that has been gained, and to provide a practical tool in the form of guidelines. The project looked at seven programmes from 1999 to 2008: HIV/AIDS, tobacco, mental health, two alcohol programmes and two illegal drug programmes.

## Three central success factors

The first conclusion that the analysis produced was that every case is different. Yet the IPZ identified a large number of critical factors which have a fundamental impact on the quality of the development process. Firstly, existing

knowledge needs to be included appropriately (evidence-basing); secondly, the process needs to be well organised (project management); and thirdly, it must be ensured that the proposed measures can be implemented effectively. However, these aspects should be self-evident for all project-development activities. A national prevention programme which involves, affects and interests many people – from local prevention offices through the cantons, NGOs and political parties to the business sector – is, after all, not a run-of-the-mill project.

It emerged from the specific examples studied that the use of existing knowledge and learning from others must become more systematic and comprehensive. Where process planning and design are concerned, it is clear that the development processes used for recent programmes have improved greatly compared with older programmes. This is not least the result of the FOPH's insistence on professional project management. The development of the National HIV/AIDS Programme NHAP 2004–2009 can be seen as a model of good practice in this respect.

## Conflicts in implementation

A potential conflict between technical quality and political viability was identified which is likely to affect the quality of implementation. The aim is to employ various methods – openness to innovative ideas, networking with numerous groups, evaluation of the successes and failures of similar programmes in Swit-

zerland and elsewhere, and participative processes – to produce a high-quality programme with high-quality technical content. The political viability of proposed measures subsequently has to be examined. However, if a programme is adapted to what is politically possible, this is likely to endanger its acceptance by the partners who have to implement it (cantons, NGOs etc.).

## An aid to navigating the project jungle

Guidelines have been drawn up on the basis of the study; they are intended to provide the relevant offices with a sound, systematic tool for thinking and planning and thus to assist the programme development process in the future. Practical instructions and checklists grouped into four phases (conception, development, consolidation, approval) show what needs to be borne in mind when and identify possible pitfalls. However, it is up to the project managers to do the bulk of the work, as these are the individuals who need to translate the general guidelines in the context of their specific project. Yet even perfect planning can't prevent problems entirely. A good job was done on the development of the National Alcohol Programme 2008–2012 (NPA), for example, but the programme was nonetheless marked by major upheaval during the approval phase.

The guidelines are also intended to be used with projects other than the development of the FOPH's national preven-

tion programmes. The FOPH is making them generally available, along with a summary of the study, at [www.health-evaluation.admin.ch](http://www.health-evaluation.admin.ch) > Tools > Guidelines (German and French).

Contact: Markus Weber  
Evaluation and Research  
markus.weber@bag.admin.ch

## Credits

### No. 71, November 2008

«spectra – Prevention and Health Promotion» is a newsletter of the Federal Office of Public Health published six times a year in German, French and English. Some of the views expressed in it may diverge from the official stance of the Federal Office of Public Health.

Published by: Federal Office of Public Health, CH-3003 Berne  
Tel. +41 31 323 87 79, fax +41 31 324 90 33  
Produced by: Pressebüro Christoph Hoigné  
Allmendstrasse 24, CH-3014 Berne  
Head of Editorial Board: Adrian Kammer, [adrian.kammer@bag.admin.ch](mailto:adrian.kammer@bag.admin.ch)  
Contributors: FOPH staff, Ch. Hoigné and others  
Translation: BMP Translations AG, Basel  
Photos: FOPH, Christoph Hoigné  
Layout: Lebrecht typ-o-grafik, 3006 Bern  
Printed by: Büetiger AG, 4562 Biberist  
Print-run: German: 6400, French: 3400, English: 1050

Individual issues and free subscriptions to «spectra» can be ordered from:  
GEWA, Alpenstrasse 58, Postfach, 3052 Zollikofen  
Telefon 031 919 13 13, Fax 031 919 13 14  
[service@gewa.ch](mailto:service@gewa.ch)

Next issue: December 2008