

# The International Tobacco Control Policy Evaluation Project ITC Zambia National Report

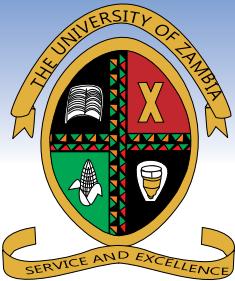
FINDINGS FROM THE WAVE 1 AND 2 SURVEYS (2012-2014)

DECEMBER 2015

## EXECUTIVE SUMMARY



Promoting Evidence-Based Strategies to Fight the Global Tobacco Epidemic



THE UNIVERSITY OF ZAMBIA



REPUBLIC OF ZAMBIA  
MINISTRY OF HEALTH



Findings from the ITC Zambia Wave 1 and 2 Surveys (2012-2014)

# ITC Zambia National Report

## Executive Summary



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The complete version of the ITC Zambia Wave 1-2 National Report is available on the ITC Project website at [www.itcproject.org](http://www.itcproject.org).

# ITC POLICY EVALUATION PROJECT IN ZAMBIA

The International Tobacco Control Policy Evaluation Project (the ITC Project) is a multi-country prospective cohort study designed to measure the psychosocial and behavioural impact of key policies of the World Health Organization (WHO) Framework Convention on Tobacco Control (FCTC) in 23 countries.

The ITC Zambia Survey is a face-to-face survey of a nationally representative cohort sample of approximately 1,500 tobacco users and 600 non-users. The Wave 1 Survey was conducted between September 7, 2012 and December 20, 2012. Wave 2 was conducted approximately two years later (August 18, 2014 – October 30, 2014). This report presents the results from the most recent wave (Wave 2) of the ITC Zambia Survey and compares progress on tobacco control in Zambia against other ITC countries.

## ITC Zambia Survey Team

### *ITC Zambia Investigators*

Dr. Fastone Goma\* – University of Zambia, School of Medicine, Zambia

Mr. John Mayeya – Directorate of Public Health and Research, Ministry of Health, Zambia

Mr. Richard Zulu – University of Zambia, Institute for Economic and Social Research, Zambia

Mr. Masauso M. Phiri – Project Manager (Wave 1), University of Zambia, School of Medicine, Zambia

Mr. Kondwani Chirwa – Project Manager (Wave 2), University of Zambia, School of Medicine, Zambia

Mrs. Josephine Chewe – Central Statistics Office, Zambia

## ITC International Team

Dr. Geoffrey T. Fong\*, Dr. Mary E. Thompson, Dr. Matthias Schonlau, Mr. Pete Driezen – University of Waterloo, Canada

\**Principal Investigators*

## Project Management

Dr. Susan Kaai – ITC Research Associate, University of Waterloo, Canada

Dr. Anne C.K. Quah – ITC Research Scientist, University of Waterloo, Canada

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Zambia 2012-2014

# EXECUTIVE SUMMARY

## Evaluation of Tobacco Control in Zambia - The ITC Zambia Survey

In 2010, Dr. Fastone Goma and colleagues at the University of Zambia (UNZA) and the Ministry of Health partnered with Dr. Geoffrey T. Fong, Chief Principal Investigator of the International Tobacco Control Policy Evaluation Project (ITC Project) and the ITC Project team in Canada at the University of Waterloo to create the ITC Zambia Project. The ITC Zambia Project is an evaluation of the country's efforts to implement tobacco control policies under the WHO Framework Convention on Tobacco Control (FCTC) – a global health treaty which Zambia ratified in 2008. The FCTC and its Guidelines provide the foundation for countries to implement evidence-based tobacco control policies to reduce the prevalence of tobacco use. The ITC Project measures the effectiveness of implementation of the FCTC in Zambia and 22 other countries.

Two waves of surveys have been conducted in Zambia among a nationally representative sample of approximately 1,500 tobacco users and 600 non-users aged 15 years and older. The ITC Zambia Survey is a cohort survey, so the respondents who participated in Wave 1 in 2012 were recontacted in Wave 2 in 2014 to answer the follow up survey. The Wave 1 ITC Zambia National Report was released in Lusaka in May 2014 (see [www.itcproject.org/resources/view/1660](http://www.itcproject.org/resources/view/1660)). The new Wave 2 National Report (see [www.itcproject.org](http://www.itcproject.org)) assesses Zambia's progress in tobacco control two years later and six years after ratification of the FCTC, and compares progress in Zambia against other ITC countries around the world.

## Main Findings from the ITC Zambia Wave 2 National Report

The ITC Zambia Wave 1 National Report found that although Zambia has enacted tobacco control laws across the major policy domains of the FCTC under the National Public Health Act (1992), these policies and their implementation fall short of the treaty requirements and FCTC Guideline recommendations. The report concluded that without urgent action to strengthen Zambia's tobacco control policies including improved enforcement of smoke-free laws, implementation of large pictorial warnings, increases in tax and prices of tobacco products and introducing a ban on sales of single cigarettes, the threat to public health and the economy caused by tobacco would continue to escalate. However, since the Wave 1 Survey, there has been little progress on tobacco control in Zambia. The Wave 2 Survey results provide evidence that Zambia is falling further behind other countries in the implementation of strong FCTC policies. However, support for further government action on tobacco is strong among both tobacco users and non-users.

### High use of menthol cigarettes

ITC cross-country comparisons indicate that 40% of male smokers in Zambia who have a regular brand smoke menthol cigarettes – the highest percentage among 19 ITC countries. These findings are of particular concern for youth uptake of smoking. Menthol masks the harsh properties of tobacco smoke and lures young people to initiate smoking, and possibly sets them up for a lifetime addiction to cigarettes. Although all conventional cigarette brands are equally harmful, approximately one-third (31%) of smokers believe that menthol cigarettes are less harmful than regular cigarettes.

### Zambian smokers want to quit

Wave 2 findings show that approximately half (51% vs. 42% at Wave 1) of smokers have “ever” tried to quit smoking and more than a quarter (27% vs. 23% at Wave 1) plan to quit smoking within the next 6 months – the third-highest percentage among 11 ITC low- and middle-income countries (LMICs). Quit attempts and quit intentions are less likely among smokeless tobacco users – about one-third (34%) of smokeless users have “ever” tried to quit, and only 12% (vs. 8% at Wave 1) of smokeless users plan to quit within the next 6 months.

## Zambians are not protected from secondhand smoke in bars and workplaces

Scientific evidence has clearly established the dangers to health from exposure to secondhand smoke (i.e., causes lung cancer and heart disease among non-smokers). Article 8 of the WHO FCTC requires countries to adopt and implement effective measures to provide protection from exposure to tobacco smoke in indoor workplaces, public transport, indoor public places, and other public places. Although Zambia strengthened legislation to ban smoking in public places in 2008, the Wave 2 Survey shows continuing high rates of exposure to secondhand smoke in bars (74% of tobacco users and 52% of non-users noticed people smoking at last visit) and indoor workplaces (30% of tobacco users and 9% of non-users noticed people smoking in the last 30 days). However, rates of smoking are much lower in restaurants (5% of tobacco users and 3% of non-users noticed people smoking) and on public transport (5% of tobacco users and non-users noticed people smoking). Zambia leads 20 ITC countries in the implementation of complete bans on smoking in the home: at Wave 2, 74% of male smokers and quitters reported that they “never allow” smoking in their home.

### Zambia's single text-only health warning is ineffective

Large pictorial warnings on tobacco packages are a proven no-cost means of informing users about the harms of tobacco use, motivating smokers to quit, and preventing ex-smokers from starting again. Article 11 of the FCTC requires Parties to adopt and implement effective packaging and labelling measures within 3 years of ratification, but Zambia has not yet complied with this requirement. The current single text-only warning covers less than 30% of the bottom front and back of the cigarette package and is only available in English. Among 11 LMICs in the ITC Project, Zambia has the lowest percentage of male smokers and quitters (22%) who “often” or “very often” noticed warnings. In contrast, in Mauritius, where pictorial warnings cover 60% of the front and 70% of the back of the pack, 78% of male smokers noticed the warnings.



*40% of Zambian smokers are unable to read the health warning*

### Zambian tobacco users have low awareness of the harms of tobacco use and secondhand smoke

Article 12 of the FCTC requires Parties to promote and strengthen public awareness of tobacco control issues and to adopt and implement measures to raise public awareness of matters related to tobacco control. The Wave 2 findings suggest an increased presence of anti-smoking information since Wave 1, but also comparatively low awareness of the harms of tobacco relative to other ITC countries. At Wave 2, more than one-quarter of tobacco users noticed anti-tobacco messages on the radio (31%) and on tobacco packages (28%). However, there were no significant increases in knowledge of the harms of smoking among smokers between survey waves. In fact, male smokers and quitters in Zambia have:

- the lowest awareness that smoking causes lung cancer (79% at Wave 2) among 12 ITC countries;
- the third lowest awareness that smoking causes heart disease (74%) among 14 ITC countries;
- the second lowest awareness that smoking causes stroke (45%) among 20 ITC countries;
- the third lowest awareness that secondhand smoke causes heart disease in non-smokers (64%) among 9 LMICs.

Smokeless tobacco users in Zambia also have low awareness of the harms of smokeless tobacco use. About one-third or less of smokeless users were aware that smokeless tobacco causes harm to unborn child (19%), difficulty to open mouth (24%), gum disease (31%), throat cancer (30%), mouth cancer (29%), and heart disease (35%).

## The entertainment media is a main source of tobacco promotion

Article 13 of the FCTC obligates Parties to take appropriate measures to ban tobacco advertising, promotion, and sponsorship (TAPS) within 5 years after ratification. However, Zambia has not met the requirement to implement a comprehensive ban on TAPS and continues to allow tobacco advertising through newspapers, radio, television, cinema, billboards, posters, magazines, and videos. Wave 2 findings show that the entertainment media continues to expose about a quarter (22%) of tobacco users to tobacco promotion. Shops and bars are the main venues for tobacco advertising as 15% of tobacco users noticed tobacco product advertising in shop windows or inside shops and 14% noticed advertising in bars.

## Hand-rolled cigarettes and singles make smoking affordable for Zambians

Increasing taxes on tobacco products is the single most cost-effective strategy to reduce tobacco use, particularly among youth. Article 6 of the FCTC calls on Parties to adopt and maintain taxation and pricing measures that will contribute to the health objectives aimed at reducing tobacco consumption. At Wave 2, more than half (59% vs. 49% at Wave 1) of Zambian smokers smoked only or mainly factory-made cigarettes, 39% (vs. 48% at Wave 1) smoked only or mainly hand-rolled cigarettes and 2% (vs. 3% at Wave 1) smoked both factory-made and hand-rolled cigarettes equally. The majority (88% vs. 78% at Wave 1) of those who smoke mainly hand-rolled cigarettes said they do so because of price. About half (51% vs. 46% at Wave 1) of smokers stated that their last purchase of cigarettes was loose (single) cigarettes. Price was one of the least mentioned reasons to quit (32% of smokers; 21% of smokeless users at Wave 2) among the twelve reasons given in the survey. ITC cross-country comparisons indicate that of 20 ITC countries, Zambia has the third lowest percentage of male smokers and quitters who reported that price led them to think about quitting “somewhat” or “very much” in the last 6 months. These findings indicate that cigarettes are highly affordable in Zambia and that prices are currently too low to motivate smokers to quit and to prevent youth from starting.

## Zambian tobacco users support stronger policies

The Wave 2 Survey findings provide evidence of growing support among Zambian tobacco users for stronger action on tobacco control:

- 95% of tobacco users support a complete smoking ban in restaurants; 86% support a complete smoking ban in workplaces; 70% support a complete ban on smoking in bars;
- 87% of tobacco users “support” or “strongly support” a total ban on tobacco products within 10 years, if the government provided assistance such as cessation clinics;
- 79% of tobacco users (vs. 71% at Wave 1) think that cigarette packages should have more health information;
- 74% of smokers (vs. 56% at Wave 1) support an increase on cigarette taxes;
- 73% of smokers, 62% of smokeless users, and 91% of non-users support a tax increase on hand-rolled tobacco;
- 54% of smokeless users (vs. 37% at Wave 1) support an increase on smokeless tobacco taxes.

*Among 20 ITC countries, Zambia has the highest percentage of male smokers and quitters (77%) who think that cigarette packages should have more health information than they do now.*

# RECOMMENDATIONS

The steps forward for Zambia to meet its obligations under the FCTC and to protect the public from the harms of tobacco are very clear. There is a need to accelerate the implementation of the following recommendations, despite the significant challenges facing policymakers. There is a growing recognition that multisectoral “whole of government” approaches are the best way to realize the full benefits of the FCTC.

1. Increase the price and taxation of tobacco products and ban the sale of single cigarettes.
2. Design and implement pictorial health warnings that occupy at least 50% of the top part of the front and back of tobacco packages as called for in the Article 11 Guidelines.
3. Strengthen the smoke-free law by ensuring strong and consistent enforcement, particularly in bars and indoor workplaces, including strong penalties for violations.
4. Implement a comprehensive ban on tobacco advertising, promotion, and sponsorship of tobacco products, including the entertainment media, with no exceptions.
5. Design and implement health information and mass media campaigns to further educate the public regarding the harms of tobacco and to keep messages salient.
6. Increase government support for cessation services and training of health care workers to strengthen their role in cessation.
7. Ban misleading, false, or deceptive packaging and labelling, including descriptors such as “light”, “mild”, or “low tar”, as well as the display of quantitative or qualitative statements about tobacco constituents and emissions that might imply that one brand is less harmful than another. Consider plain packaging to reduce the appeal of tobacco products.

# The International Tobacco Control Policy Evaluation Project

# The ITC Project

## Evaluating the Impact of FCTC Policies in...

20+ countries • 50% of the world's population  
60% of the world's smokers • 70% of the world's tobacco users

Australia

Bangladesh

Bhutan

Brazil

Canada

China (Mainland)

France

Germany

India

Ireland

Kenya

Malaysia

Mauritius

Mexico

Netherlands

New Zealand

Republic of Korea

Thailand

United Kingdom

Uruguay

United Arab Emirates

United States of America

Zambia

