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Note: This is Version 2 of the Report. Version 1 indicated that the data was adjusted for time-in-sample effects, however they were not. Version 2 correctly notes that the data were adjusted for age, sex, city, and smoking status.
EXECUTIVE SUMMARY

This report describes the main findings of the International Tobacco Control (ITC) Policy Evaluation Project in Brazil (ITC Brazil Survey) related to the impact of tobacco control policies that prohibit tobacco advertising, promotion, and sponsorship (known as TAPS). A comprehensive ban on TAPS is required under Article 13 of the Framework Convention on Tobacco Control (FCTC) and its Guidelines. The FCTC is the first international public health treaty negotiated under the auspices of the World Health Organization (WHO) and it was ratified by Brazil in 2005.

WHAT IS THE ITC PROJECT?

The ITC Project is the first international cohort study on tobacco use. It surveys a representative sample of smokers (and non-smokers in most countries) over time to measure the psychosocial and behavioral impact of major policies of the FCTC. The ITC Project conducts surveys in over 20 countries, including Brazil, representing over 50% of the world population and 70% of the world’s tobacco users.

THE ITC PROJECT EVALUATION OF THE IMPACT OF TOBACCO CONTROL MEASURES

All ITC surveys are developed using the same methods, conceptual framework, and questionnaire. This includes more than 150 questions directly related to the impact of policies designed to be identical or functionally equivalent in all ITC countries in order to allow comparisons between countries. The Project provides evidence to systematically evaluate the effectiveness of tobacco control measures, such as health warning labels, price and taxation of cigarettes, smoke-free legislation, bans on advertising and promotion of tobacco products, as well as education and support for cessation. The findings provide evidence-based guidance to support tobacco control policymakers on best practice for implementation of the FCTC.

THE ITC BRAZIL SURVEYS

The ITC Brazil Wave 1 Survey was conducted in 2009. In 2012-2013, the ITC Brazil Wave 2 Survey was carried out. In each wave, about 1,800 adults (1,200 smokers and 600 non-smokers) were interviewed by telephone in three Brazilian cities: Rio de Janeiro, São Paulo, and Porto Alegre.

THE IMPLEMENTATION OF TAPS RESTRICTIONS IN BRAZIL

In December 2000, tobacco advertising was banned in all forms of media, but the tobacco industry was still allowed to advertise at points of sale (POS) through billboards, posters, or placards which made the POS extremely important for marketing tobacco products. Sponsorship of national events by cigarette brands was also banned in 2000; however, a ban on sponsorship of international events by cigarette brands was delayed until 2005.

In December 2011, the Brazilian government banned POS advertising. However, protocols for monitoring compliance are still being developed and little change has occurred. Cigarettes are displayed at POS in close proximity to candies, chewing gum, and other products that are attractive to youth. In addition, cigarette packaging continues to be intensely exploited as a vehicle for advertising, through color and sophisticated design, in an effort to reach young people.
KEY FINDINGS ON THE IMPACT OF TOBACCO ADVERTISING, PROMOTION AND SPONSORSHIP RESTRICTIONS

Evidence from the ITC Brazil Survey showed that between 2009 and 2012-2013 there was a decrease in the perceived advertising of tobacco products among both smokers and non-smokers in the three cities surveyed. Despite this reduction, in 2012-2013 almost a quarter of smokers (22.6%) and non-smokers (24.9%) noticed things that encourage smoking. Among respondents between the ages of 18-24, this proportion was close to 30%, in both smokers (27.5%) and non-smokers (27.7%).

Studies conducted by the Alliance for Tobacco Control Brazil (ACTBr) in 2010 found that tobacco products are highly visible and accessible to children. In 83% of retail outlets, cigarettes are displayed near desirable items such as candy products. Another study found that 71% of young people aged 12 to 14 years old said that seeing cigarettes displayed might make them feel like smoking.

Sponsorship of sports and cultural events by tobacco brands were banned before the first wave of the ITC Brazil Survey (laws were implemented between 2000 and 2005). The perception of sponsorship of events by tobacco products brands among smokers and non-smokers was very low in all ITC Brazil cities. However, in a study of younger respondents, approximately one-third were aware of tobacco industry sponsored events held at universities, festivals, and bars.

Soap operas and other television programs are another way to promote the use of tobacco products in Brazil. In Rio de Janeiro, São Paulo, and Porto Alegre, at least one-third of respondents saw actors smoking in the last 6 months and for nearly half of these respondents, smoking was seen ‘often’ or ‘very often’.

BRAZILIANS STRONGLY SUPPORT TOBACCO CONTROL REGULATIONS

The ITC Brazil Survey shows that smokers and non-smokers are extremely supportive of stronger regulations for tobacco products (more than 80% agree) and believe that the government should do more to tackle the harm caused by smoking (approximately 90% agree). Plain packaging was endorsed by nearly half of smokers (48.8%), and 63.1% of smokers felt that tobacco companies should take responsibility for the damages caused by smoking.

Scientific evidence demonstrates that tobacco advertising increases tobacco consumption and comprehensive bans on tobacco advertising, promotion, and sponsorship (TAPS) are effective in reducing this trend. Internal tobacco industry documents reveal that marketing techniques are successful in attracting children and adolescents to use tobacco products. Over the past 25 years, Brazil has implemented various tobacco control policies to restrict TAPS. The ITC Brazil Survey has demonstrated that these measures have achieved some success; however, the tobacco industry has found ways to get around TAPs bans prompting the urgent need for stronger TAPS policies. This report recommends banning the display of tobacco products at POS, restricting the use of the pack for promoting tobacco use, and stronger enforcement of the existing POS advertising ban.
BACKGROUND AND INTRODUCTION

Introduction to this Report and the ITC Brazil Project

Every year, tobacco products cause the death of over 5 million people worldwide, and the death toll is increasing. And yet, tobacco companies continue to find effective ways to market their products to existing smokers, and, more importantly, to recruit new young smokers. The effectiveness of tobacco industry marketing efforts cannot be denied; research evidence and tobacco industry documents make it abundantly clear that their marketing efforts are successful in creating demand for their products. Given the inherently deadly nature of the products that they are marketing, industry success means public health and societal tragedy.

The WHO Framework Convention on Tobacco Control (FCTC) was adopted by the World Health Assembly in 2003 as the world’s first health treaty with an aim to reduce the public health threat of tobacco use. The Brazil government ratified the FCTC in November 2005 and is therefore required to implement a broad range of tobacco control measures, including: price and tax (Article 6), packaging and labelling (Article 11), efforts to support cessation (Article 14), smoke-free laws (Article 8), and regulation of tobacco products and disclosure of information about the contents of such products (Articles 9 and 10).

This report focuses on Brazil’s policies relating to Article 13, which obligates Parties to implement a comprehensive ban on tobacco advertising, promotion, and sponsorship (known as TAPS). Specifically, the report presents findings from the International Tobacco Control (ITC) Policy Evaluation Project in Brazil—a cohort survey of smokers and non-smokers conducted in 2009 (Wave 1) and 2012-2013 (Wave 2) in collaboration with the National Cancer Institute of Brazil. This report also presents results of studies commissioned by The Tobacco Control Alliance, Brazil (Aliança do Controle do Tabagismo/ACTbr), which were conducted by the survey firm Datafolha in Brazil between 2008 and 2011. The report evaluates Brazil’s policy measures to restrict the tobacco industry’s activities in three main areas: 1) direct and indirect forms of TAPS, 2) advertising at points of sale, and 3) advertising and promotion through packaging and labelling.

This report is intended to provide evidence to inform key stakeholders in Brazil (policymakers, advocates, researchers, and others) about whether policies implemented by Brazil to reduce/eliminate TAPS have been successful—both over time and in comparison with other countries. More broadly speaking, this report is intended to inform policymakers in setting future policies in Brazil and to inform non-governmental bodies to support their work in tobacco control. This ITC report focuses on TAPS. A more complete report—which will discuss the current state and progress over time of tobacco control policies in Brazil across the full range of FCTC policies—will be forthcoming.

The ITC Project Surveys

The ITC Project is the first-ever international cohort study of tobacco use. Its overall objective is to measure the psychosocial and behavioural impact of key national level policies of the FCTC. The ITC Project is a collaborative effort with international health organizations, researchers, and policymakers in more than 20 countries so far (see back cover), inhabited by more than 50% of the world’s population, 60% of the world’s smokers, and 70% of the world’s tobacco users.

All ITC surveys are developed using the same conceptual framework and methods, and the survey questions which include more than 150 questions directly relating to policy impact, are designed to be identical or functionally equivalent across all ITC countries in order to allow strong cross-country comparisons. The ITC Project aims to provide an evidence base to guide policies enacted under the FCTC, and to systematically evaluate the effectiveness of these legislative efforts.

In each country, the ITC Project conducts a longitudinal cohort survey to assess the impact, and identify the determinants of effective tobacco control policies, in each of the following areas:

- Health warning labels and pack descriptors
- Pricing and taxation of tobacco products
- Tobacco advertising, promotion, and sponsorship
- Smoke-free legislation
- Education and support for cessation

ITC Brazil Report on Tobacco Advertising, Promotion, and Sponsorship
In addition to policy evaluation, the ITC Project is improving the understanding of patterns of tobacco use and cessation over time and across countries, including factors that predict quit attempts and successful quitting. For example, ITC research is evaluating a broad range of influences on cessation such as policy-relevant factors, demographic factors, environmental factors, and beliefs and attitudes such as perceived risk, beliefs about the acceptability of smoking and use of other forms of tobacco, and reports of whether significant others are supportive of quitting. Such findings have important implications for the design and implementation of effective individual and population-level programs and policies to support cessation.

The ITC Brazil Project Surveys

The ITC Brazil Project was created in 2009 to evaluate the impact of tobacco control policies in Brazil and to understand the determinants of tobacco use behaviour. A cohort of approximately 1200 adult smokers and 600 non-smokers living in Rio de Janeiro, São Paulo, and Porto Alegre were interviewed by telephone in 2009 (Wave 1) and 2012-2013 (Wave 2). The sample was replenished in the second wave to replace Wave 1 respondents who were lost to follow up.

The Importance of Banning Tobacco Advertising, Promotion, and Sponsorship (TAPS)

Research evidence clearly demonstrates that tobacco advertising increases tobacco consumption. In particular, tobacco industry documents align with research studies in revealing that industry marketing techniques are enormously successful in attracting children and youth to start smoking, and to move them towards smoking regularly. New, young smokers are a necessary component for the success of an industry whose product causes the death of many of its users. A study in the United Kingdom conducted between 1999 and 2004 found that, for each form of tobacco marketing that youth recognized, the likelihood of smoking initiation increased by 7%. A 2004 study found that familiarity with local tobacco billboards increased the likelihood of smoking initiation among 13 to 14 year olds in Spain. In the United States, the National Cancer Institute (NCI) assessed the impact of media campaigns on children and youth and concluded in the 2008 NCI Monograph that “the evidence base indicates a causal relationship between tobacco advertising and increased levels of tobacco initiation and continued consumption” and that even brief exposure to tobacco advertising influences adolescents’ attitudes and perceptions about smoking, as well as their intentions to smoke.

In addition to making cigarettes attractive to replenish their markets through uptake of smoking by youth, tobacco companies seek to maintain their market among current smokers by differentiating brands—with some brands being marketed as youth-oriented, some for women, some for men, some being marketed as prestige brands, and some marketed as appealing to the health-conscious (“light/mild” brands). As the public have become more knowledgeable of the harms of cigarettes and other tobacco products—mostly through mass media campaigns—the industry has needed to find ways of preventing health-concerned smokers from quitting. The most important strategy has been to market certain brands in ways that make the product seem less harmful—these brands are collectively known as “light” cigarettes. “Light” cigarettes, however, are not less harmful than other cigarettes, contrary to the tobacco industry’s attempts to market these cigarettes as less harmful. FCTC Article 11 specifically calls for banning the use of “light/mild” and other misleading terms.

Example of cigarette marketing directed towards youth in Brazil
The Importance of Restricting Marketing on Tobacco Packaging

As tobacco advertising restrictions through traditional media avenues have increased in many countries, tobacco companies have turned to the use of packaging design features such as colours, pack shape, and descriptors to promote their products to target audiences. Studies confirm that differentiated brand imagery, and the personal identity attributes of those smoking these specific brands, is communicated through the pack design. Since deceptive and misleading terms, such as “light”, “mild”, and “smooth”, have been banned in many countries (including Brazil which was the first country to ban misleading descriptors in 2001), the tobacco industry has systematically replaced the terms with a well-researched colour coding to depict some brands as lighter, smoother, or lower in tar. Many research studies have shown that the names of colours that are known to be associated with health and less harm (names such as “gold”, “silver”) and lighter colouring of the packaging itself can be just as effective as the banned “light/mild” descriptors in misleading consumers to believe that such brands are less harmful. With this evidence of the failure of “light/mild” descriptor bans, and by the industry’s strategy to replace the names with colours, it is very clear that comprehensive advertising bans need to address the pack as an advertising medium.

The Importance of Plain Packaging

The government of Australia implemented the world’s first law requiring plain packaging on all tobacco products on December 1, 2012. Tobacco plain packaging allows only the brand name of the tobacco product to be printed in a standard font type and size. All other aspects of the package are standardised, including the location of the brand name, the package structure, and colour. Other aspects of the package may differ depending on the jurisdiction, for example, the accompanying health warning, allowing a brand variant (e.g., “blue”, “light”), emission and constituent labelling, and government markings. The inside of the package and the individual cigarettes are also standardized, with no identifying markings or inserts.

Research indicates that plain packs can reduce the appeal of tobacco products, increase the effectiveness of tobacco health warnings, and reduce the ability of the packaging to mislead people about the health harms of tobacco. Plain packaging may be particularly effective in deterring smoking in key populations. For example, a study conducted among 640 Brazilian women age 16-26 found that plain packages of cigarettes were rated as less appealing, worse tasting, and less smooth on the throat than branded packs; removal of the brand variant further decreased the rating of plain packs on these attributes.
Curbing TAPS through the WHO Framework Convention on Tobacco Control (FCTC)

FCTC Article 13 obligates Parties to undertake a comprehensive ban on TAPS within a period of 5 years from the time of FCTC entry into force of each country. This includes traditional methods such as commercials found on radio, television, billboards, and all print media, as well as indirect marketing techniques such as free samples, giveaways, and merchandising promoting cigarette brands on non-tobacco products. The Guidelines for Article 13 (adopted in November 2008) describe a comprehensive ban on TAPS as all forms of commercial communication, recommendation or action and all forms of contribution to any event, activity, or individual with the aim, effect, or likely effect of promoting a tobacco product or tobacco use, either directly or indirectly. Promotional effects, both direct and indirect, may be brought about by the use of words, designs, images, sounds and colours, including brand names, trademarks, logos, names of tobacco manufacturers or importers, and colours or schemes of colours associated with tobacco product.

The Article 13 Guidelines outline the scope of a comprehensive ban on TAPS including advertising at the POS and even the display of cigarettes at the POS. Any advertising that does exist is required to be accompanied by health or other appropriate warning messages. Parties are obligated to ban cross-border advertising that is generated from within the country and to collaborate internationally to eliminate external cross-border advertising. The Guidelines ban corporate social responsibility (CSR) activities in which the tobacco industry makes financial or indirect contributions to socially responsible causes as a means of portraying themselves as good corporate citizens.

The Effect of Banning TAPS

There is strong evidence across different countries that TAPS bans are effective in reducing tobacco consumption. Some studies also demonstrate the ineffectiveness of partial bans because tobacco companies redirect their marketing efforts to allowable avenues. A review of data from 22 countries conducted in 2000 reported that a comprehensive ban can reduce tobacco consumption by 6.3%. A 2007 review of policies in 30 developing countries concluded that comprehensive advertising and promotion bans resulted in a 23.5% reduction in per capita consumption, but only a 13.6% reduction with more limited bans. The Brazil SimSmoke Policy Simulation Model estimated that 14% of the 46% reduction in smoking prevalence in Brazil between 1989 and 2010 could be explained by marketing restrictions. The SimSmoke model also predicted that smoking prevalence could be reduced by an additional 2% to 7% by 2050 if a comprehensive marketing ban alone was put in place after 2010, while holding constant the 2010 scenario for the other policies.

Restriction on tobacco product marketing reduces the exposure of smokers and potential smokers to positive associations about using tobacco products. The ITC United Kingdom Survey demonstrated a significant reduction in exposure to pro-tobacco marketing influences after a strong tobacco advertising ban came into effect in February 2003, compared to prior to the ban, thereby producing an environment with fewer salient cues to stimulate smoking. However, it is also well known that tobacco companies respond to advertising restrictions by increasing marketing expenditure in areas that are not specifically covered in some tobacco advertising ban policies.
MEASURES TO RESTRICT TAPS IN BRAZIL

Implementation of the FCTC

In 2003, the National Commission for the Implementation of the FCTC was created in Brazil, consisting of members of 18 relevant ministries, to ensure the fulfillment of FCTC obligations across government sectors. Brazil ratified the FCTC in November 2005 and it was promulgated by the President in January 2006.

As a Party to the FCTC, Brazil is obligated to implement Article 13 and follow its Guidelines to implement a comprehensive ban on all forms of TAPS within 5 years after entry into force of the FCTC, which for Brazil was January 2011. For well over a decade, Brazil has been a global leader in efforts to reduce tobacco consumption, implementing significant tobacco control policies before the adoption of the FCTC, and after ratification, implementing some of the world’s most graphic pictorial warnings. However, gaps remain in fully implementing the FCTC Guidelines.

Policies to Restrict TAPS

Brazil first implemented restrictions on tobacco advertising and promotion in 1988 when it set specific times for the placement of tobacco advertisements on television, film, and theater. In addition, any tobacco ads were required to be accompanied by health warnings about the dangers of smoking. In the same year, the Federal Constitution determined that tobacco advertising would be subject to legal restrictions. In 1990, the government passed a law prohibiting misleading and unfair advertising, and in 1995 recommended that television avoid broadcasting images of celebrities smoking. Restrictions on tobacco sponsorship were still weak in 1995, only recommending that organizations not accept funding from the tobacco industry for public health campaigns.

Since that time, Brazil has made continuous strides in restricting TAPS. In December 2000, a comprehensive policy was implemented which banned commercial tobacco advertising in all media except at POS, banned the sponsorship of national and international cultural or sporting activities by tobacco brands, and prohibited promotional activities such as free samples and merchandising. In a law passed in 2003, all advertising in the interior of sale locations were required to cover 10% of the advertising space with the same pictorial health warnings that were mandated for cigarette packages. In 2003, tobacco brand sponsorship of international sporting and cultural activities was exempted from the ban until 2005. In December 2011, all POS advertising was banned except for the display of the packs themselves. ANVISA (Agência Nacional de Vigilância Sanitária; The National Health Surveillance Agency) is preparing protocols for inspection to ensure comprehensive enforcement of the TAPS laws across the country. In the meantime, the tobacco industry is taking full advantage of the lack of enforcement in all cities and continues to advertise in retail establishments; often without the required health warnings, and with many now using lit display units to attract more attention.

Cigarette advertising is prominent at outdoor refreshment kiosks in Brazil

Violations of the Dec. 2011 point of sale advertising ban are common
Pictorial Warnings and Other Policies to Restrict the Use of the Pack to Advertise and Promote Tobacco

As discussed previously, the cigarette pack has become an extremely important marketing tool for the tobacco industry. In an attempt to curb the advertising impact of the cigarette pack itself, Brazil implemented a law in 2001 that banned the use of misleading descriptors such as “light” and “mild”, but as noted previously, the industry systematically replaced the brand packages with colour coding, thus having little effect on smokers’ belief that some brands were safer than others. The 2001 law also required all cigarette packs to cover 100% of the back side with government mandated, pictorial health warning labels. Two further rounds of pictorial health warning labels were mandated in 2004 and 2009; however, no increase to the amount of pack space covered with warning labels will be required until 2016 when 30% of the front must also be covered.

Brazil has implemented some of the most vivid and emotionally arousing pictorial warning label images in the world. Brazil’s approach is based on research in the neurobiology of emotion showing that stimuli that are (a) very negative, and (b) high in arousal, cause an avoidance response. The images on the new Brazil warnings were selected on the basis that they were negative and highly arousing. Two of the images used in the 3rd round of pictorial health warnings issued in August 2009 are shown on the next page.

Figure 1. Timeline of tobacco advertising, promotion, and sponsorship policies and ITC Brazil Surveys

- **Dec. 2000**
  - Ban on all commercial advertising, except at point of sale (POS)
  - Ban on brand sponsorship of international and national cultural or sporting activities
  - Ban on advertising in a stadium, race track or stage
  - Ban on advertising by merchandising
  - Ban on distribution of samples and giveaways

- **Mar. 2001**
  - Ban on misleading descriptors such as “light” and “mild”
  - Pictorial health warnings required on cigarette packs covering 100% of one side of pack
  - POS advertising must contain pictorial health warning

- **July 2003**
  - Decree exempts ban on brand sponsorship of international sporting or cultural activities until 2005

- **Nov. 2002**
  - Prohibit food that resembles tobacco products

- **2004**
  - Second set of pictorial warning labels implemented

- **2005**
  - Tobacco advertising banned at POS (just the product can be exposed)
  - Health warnings to cover 30% of front of pack by 2016

- **Sept. 2005**
  - Ban on brand sponsorship of international cultural or sporting activities

- **Nov. 2005**
  - FCTC ratification
Brazil was the second country in the world and the first country in Latin America to adopt pictorial warnings on cigarette packs. The warnings portray vivid images of human suffering which have been shown to be powerful deterrents to smoking.

A summary of TAPS policies implemented in Brazil are displayed in this timeline, in relation to the ITC Survey fieldwork periods (Figure 1).
EVIDENCE OF THE EFFECTIVENESS OF TAPS RESTRICTIONS IN BRAZIL

This section presents results from Wave 1 (2009) and Wave 2 (2012-2013) of the ITC Brazil Survey, and from studies commissioned by The Tobacco Control Alliance, Brazil (Aliança do Controle do Tabagismo/ACTbr) from 2008-2011. The methods, samples, and survey dates from all research studies are described below.

The ITC Brazil Survey

The ITC Brazil Survey was conducted among a representative random sample of adult (aged 18 years and older) smokers and non-smokers residing in Rio de Janeiro, São Paulo, and Porto Alegre. All interviews were conducted by the Brazilian survey firm Expertise using computer assisted telephone interviews (CATI). The sample was selected using systematic sampling from extensive electronic phone number directories of the 3 cities. Details of the survey dates and sample sizes are provided below.

Wave 1 Survey Dates: April to June 2009
Wave 1 Survey Sample: 1215 Smokers and 610 Non-smokers

Wave 2 Survey Dates: October 2012 to February 2013
Wave 2 Survey Sample: 1222 Smokers and 608 Non-smokers

Table 1. Sample Sizes in the ITC Brazil Wave 1 and Wave 2 Surveys

<table>
<thead>
<tr>
<th>City</th>
<th>Wave 1 (n=1825)</th>
<th>Wave 2 (n=1830)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Smokers</td>
<td>Non-smokers</td>
</tr>
<tr>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Rio de Janeiro</td>
<td>168</td>
<td>242</td>
</tr>
<tr>
<td>São Paulo</td>
<td>185</td>
<td>218</td>
</tr>
<tr>
<td>Porto Alegre</td>
<td>166</td>
<td>236</td>
</tr>
<tr>
<td>TOTAL</td>
<td>519</td>
<td>696</td>
</tr>
</tbody>
</table>
ACTbr Studies

Several studies were conducted by Datafolha Research Institute and Gerp Research Strategy between 2008-2011 to gather information to better understand public perceptions of tobacco advertising in retail outlets and views on regulation of tobacco advertising. The results of the commissioned studies described in Table 2 are summarized below.

Table 2. Research studies conducted for the Tobacco Control Alliance, Brazil (Aliança do Controle do Tabagismo/ACTbr)

<table>
<thead>
<tr>
<th>Study Topic</th>
<th>Survey Date</th>
<th>Mode of Data Collection</th>
<th>Age of Sample</th>
<th>Sample Size</th>
<th>Survey Locations</th>
</tr>
</thead>
<tbody>
<tr>
<td>Perceptions of young people about tobacco advertising in retail outlets⁹⁹</td>
<td>December 2008</td>
<td>Personal interviews</td>
<td>12 to 22 years</td>
<td>N=560</td>
<td>São Paulo</td>
</tr>
<tr>
<td>Influence of retail outlets on initiation and maintenance of cigarette smoking²⁰</td>
<td>April 2010</td>
<td>Observational studies plus interviews with employees of retail outlets</td>
<td>-</td>
<td>429 retail outlets representative of the socio-economic distribution of São Paulo*</td>
<td>São Paulo</td>
</tr>
<tr>
<td>Opinions on the display of cigarettes at point of sale²¹</td>
<td>July 2010</td>
<td>Personal interviews</td>
<td>16 years and over</td>
<td>N=2,544 non-random selection</td>
<td>Nationally representative sample</td>
</tr>
<tr>
<td>Opinions on cigarette advertising²²</td>
<td>April 2011</td>
<td>Personal interviews</td>
<td>16 years and over</td>
<td>N=2,061 non-random selection</td>
<td>Nationally representative sample</td>
</tr>
<tr>
<td>Pre-Test/Campaign Launch²³</td>
<td>May 2011</td>
<td>Focus groups</td>
<td>18 years and over</td>
<td>8 groups of mixed gender grouped by age and socio-economic status</td>
<td>Rio de Janeiro</td>
</tr>
</tbody>
</table>

*Sampling of the retail outlets was stratified based on the Human Development Index distribution of locations in São Paulo

Noticing tobacco advertising and promotion: Findings of the ITC Brazil Survey

Tobacco advertising was first banned in Brazil in 2000 with the implementation of a law prohibiting all tobacco product advertising with the exception of commercial establishments where they are sold (point of sale) and Corporate Social Responsibility (CSR) initiatives. In addition, any advertising displayed at the point of sale (POS) was required to depict the approved government health warnings. In 2003, a law required posters and advertisements within POS to include the standard health warning images on a minimum of 10% of its advertising space. In 2011, a new law went further to ban all advertising, including POS. However, as of May 2013, protocols are still being prepared for enforcement of the 2011 ban; as a result, advertising of tobacco is still found at POS.
Smokers and non-smokers combined across cities: ITC Brazil Survey Wave 1 and 2 results

Wave 1 (2009) of the ITC Brazil Survey was conducted before the December 2011 POS advertising ban was in place, and Wave 2 (2012-2013) was conducted after the ban. Respondents were asked, “Thinking about everything that happens around you, in the last 6 months - how often have you noticed things that promote smoking?” As seen in Figure 2, both smokers and non-smokers showed a significant decline in noticing the promotion of smoking in the overall sample between Wave 1 and Wave 2, with smokers experiencing a more pronounced decline between the two waves than non-smokers. The percentage of smokers responding ‘often’ or ‘very often’ to this question decreased from 42.8% in Wave 1, to 22.6% in Wave 2. Non-smokers who responded ‘often’ or ‘very often’ to noticing the promotion of smoking, decreased from 35.2% in Wave 1 to 24.9% in Wave 2.

Figure 2. Percentage of smokers and non-smokers in the combined sample who noticed things that promote smoking ‘often’ or ‘very often’ in the last 6 months, by wave*

In 2008, the Global Adult Tobacco Study (GATS)24 conducted 39,245 interviews with Brazilians aged 15 and older and reported that 40.9% noticed cigarette marketing within the previous 30 days (45.5% of smokers and 40.0% of non-smokers). The GATS findings are consistent with the ITC Survey Wave 1 data gathered in 2009 (42.8% of smokers and 35.2% of non-smokers noticed smoking promotion in the last 6 months).

The tobacco control community is concerned about the shift in tobacco advertising towards more subtle marketing techniques at events where young people convene.
The ITC Survey findings demonstrate clearly that the laws passed in Brazil since 2000 have reduced public awareness of TAPS over the last 4 years. However, tobacco control advocates in Brazil have observed that from 2001 to 2008 the tobacco industry continued to violate legislation implemented in 2000, which banned TAPS with the exception of POS and CSR activities. While mass media advertising decreased markedly, cigarette brand promotion continued in events held throughout Brazil where young people convened such as rodeos; fashion weeks; winter festivals; art, décor and design events; and parties.25

In 2008, the Ministry of Health denounced the continued involvement of advertising agencies in developing cigarette brand advertising for use in these venues. Portfolios of advertising agencies that were hired by Souza Cruz (a subsidiary of British American Tobacco (BAT)) provided evidence of advertising campaigns targeted towards young people for brands such as Lucky Strike and Free. The Ministry of Health formally requested that the Brazilian Advertising Self-Regulation Council (Conselho Nacional de Autorregulamentação Publicitária; CONAR) comply with their code that demands compliance with national legislation. The Ministry also requested that ANVISA apply penalties for violation of the national law. Such advocacy efforts, as well as increasing social awareness about tobacco industry tactics, have resulted in some voluntary compliance with the legislation, thus contributing to the observed decline in noticing things that promote smoking between Wave 1 and Wave 2.

Although the POS advertising ban has not been enforced in Brazil, members of the tobacco control community have noted that the tobacco industry has shifted its advertising techniques from overt approaches, such as the use of posters, to more subtle techniques, such as the use of company name signs and pack colours at events oriented towards youth. Since 2012, after the passage of the POS advertising ban, tobacco control advocates have observed less use of posters and larger advertisements at point of sale and more use of luminous packaging displays (without the required health warnings) and attractive package design. A review of tobacco industry documents confirmed that in the context of tighter restrictions on conventional channels for tobacco marketing, cigarette packaging has become an integral marketing strategy for creating in-store presence at point of purchase and communicating brand image to appeal to young adults, women, and those seeking a safer product.7

The findings of the ITC Brazil Survey suggest that tobacco control policies aimed at the elimination of tobacco advertising, promotion, and sponsorship are moving in the right direction in Brazil; however, nearly one-quarter of the adult population interviewed in the ITC Survey still notice smoking promotion, suggesting there is more to be done. Actually, it is possible that tobacco advertising and promotion is even more prevalent than the data suggest, as awareness among youth was not measured in the ITC Brazil Survey - a population to whom the tobacco industry is focusing much of its TAPS efforts.

Additionally, findings from focus group studies conducted among adults aged 18 to 60 in Rio de Janeiro in April 2011 indicate that current forms of tobacco promotion at POS (for example, displaying cigarettes near candy, gum, and chocolate) are not overtly recognized by consumers as tobacco promotion, until they are shown images illustrating the use of these POS promotion strategies in typical retail outlets.23 The focus groups demonstrated the potential of campaigns to increase public support for a ban on display of tobacco at POS and the need for full enforcement of the December 2011 POS advertising ban. Indeed, an ACTbr study from July 2010 found that approximately two-thirds of respondents (64%) believe that cigarette packages should be hidden from view.21
Smokers and non-smokers by city: ITC Brazil Survey Wave 1 and 2 results

Figure 3 (smokers) and Figure 4 (non-smokers) below show that respondents in each of the 3 cities had decreases in noticing things that promote smoking between Wave 1 to Wave 2. Respondents in Rio de Janeiro were found to have the highest awareness of smoking promotion at Wave 2 compared to the other 2 cities, and respondents in Porto Alegre reported the lowest awareness of smoking promotion at both waves.

Smokers and non-smokers by age: ITC Brazil Survey Wave 1 and 2 results

Among smokers, there were differences in awareness of smoking promotion by the age of respondents at Wave 1; however, the magnitude of these differences decreased at Wave 2 (Figure 5). At Wave 1, smokers 35 to 44 years old (51.4%) and 18 to 24 years old (45.0%) noticed more smoking promotion than smokers between ages 25 to 34 (39.8%), ages 45 to 59 (41.1%), or age 60 and older (37.9%). By Wave 2 there were smaller differences between age groups (a range of 20.2% to 27.5%). Among non-smokers, the 18 to 24 year old group was most aware of smoking promotion at Wave 1 (41.6%) and was still among the highest percentages at Wave 2 (27.1%) (Figure 6). These findings suggest that younger people may be more susceptible to tobacco marketing, and that promotions used by the industry are targeted toward youth. These suggestions are supported by research conducted by Pollay et al. (1996), which concluded that cigarette advertising sensitivity is three times larger in adolescents than in adults, and that “the battle for market share is waged largely among the young”.26

Respondents in Rio de Janeiro were found to have the highest awareness of smoking promotion at Wave 2 compared to the other 2 cities, and respondents in Porto Alegre reported the lowest awareness of smoking promotion at both waves.
ITC and other studies in Brazil find that younger people may be more susceptible to tobacco marketing, and suggest that promotions used by the industry are targeted toward youth.

A 2008 study commissioned by ACTbr with adults aged 16 and over in the Brazil population investigated the impact of cigarette advertising directed towards youth. When asked about knowledge of tobacco company advertising at events at universities and festivals, in bars, and other locales frequented by young people, the ACTbr study found a similar level of awareness of smoking promotion (34%), as was found overall in Wave 1 of the ITC Survey in 2009 (40.5%). The 25 to 34 year old group in the ACTbr study reported the highest awareness (38%) among the sample of respondents. A large majority of the population (86%) in the ACTbr study reported that they would support a proposal banning this type of advertising to young people, including 75% of smokers.
Smokers and non-smokers by education: ITC Brazil Survey Wave 1 and 2 results

Smokers from lower educational backgrounds noticed more smoking promotion in Wave 1 (54.8%) than those from higher educational backgrounds (39.0%) (Figure 7). At Wave 2, noticing tobacco promotion among smokers from the different education groups was more similar. The high education group of non-smokers also showed a smaller decline from Wave 1 to Wave 2 compared to the other groups (Figure 8). The smaller decline in awareness may suggest that the use of more subtle advertising techniques by the tobacco industry may have had a greater impact on this group.

Figure 7. Percentage of smokers in the combined sample who noticed things that promote smoking ‘often’ or ‘very often’ in the last 6 months, by education, by wave*

Figure 8. Percentage of non-smokers in the combined sample who noticed things that promote smoking ‘often’ or ‘very often’ in the last 6 months, by education, by wave*

Low-income smokers and non-smokers had among the highest rate of noticing things that promote smoking ‘often’ or ‘very often’.
Smokers and non-smokers by income: ITC Brazil Survey Wave 1 and 2 results

The ITC Brazil Survey data show that lower income respondents (smokers and non-smokers) in this study were more aware of things that promote smoking (Figures 9 and 10), similar to the results for lower educated respondents as discussed above. Higher income respondents were the least likely to notice smoking promotion. Future analyses of ITC Brazil Survey data will explore differences between low and high socio-economic smokers on their sensitivity to TAPS using an index that combines education and income.

Figure 9. Percentage of smokers in the combined sample who noticed things that promote smoking ‘often’ or ‘very often’ in the last 6 month, by income, by wave*

Figure 10. Percentage of non-smokers in the combined sample who noticed things that promote smoking ‘often’ or ‘very often’ in the last 6 months, by income, by wave*

Low-income respondents (smokers and non-smokers) were more aware of things that promote smoking, similar to the results for low-educated respondents.
Display of tobacco products at points of sale (ACTbr studies)

In Brazil, the display of tobacco packs in stores continues to be a valuable marketing strategy for the tobacco companies, particularly for reaching young people. Research commissioned in 2008 by ACTbr among 12 – 22 year olds in 6 Brazilian cities found that when asked to report what products they see on sale in bakeries, supermarkets, and convenience stores, cigarettes were the 2nd most cited product (42% of respondents), behind only candy products. The majority of youth interviewed (63%) said that seeing cigarette products displayed at the points of sale might make them feel like smoking a cigarette. This response was highest among the youngest and decreased with age: 71% of youth between ages 12 to 14 year-olds, 68% of youth between ages 15 to 17 years, and 56% of youth between ages 18 to 22 years.

Research has found that the presence of tobacco displayed alongside other desirable items like candy and soft drinks, creates a sense of familiarity for children and youth that could interfere with attempts to educate them about the serious health consequences of tobacco products. In an Australian study published in 2006, it was shown that exposure to cigarette displays, even without additional advertising, increased school children’s risk factors for taking up smoking by adversely affecting their belief that cigarettes are easily available and in their recall of cigarette brands.

A study conducted in the city of São Paulo in 2010 on cigarette displays at retail locations provides evidence of children’s high exposure to cigarette displays. The study found that the majority of establishments selling cigarettes were located within 1 kilometer of an elementary school or high school, and that in 83% of these establishments the cigarettes were displayed close to candy. The visibility of tobacco displays to children was recorded by trained observers in these establishments. Tobacco displays were more visible to children in stores that were located near schools (85%), compared to stores not located near a school (73%). Another ACTbr study conducted in 2010 on opinions about cigarette displays found that a large majority of the Brazilian population (74%) agreed that the display of cigarette packs at point of sale influences children and adolescents to initiate smoking and 64% agreed that they should be hidden from view. A 2011 ACTbr study investigating opinions about cigarette advertising found that 78% of the population in Brazil agreed that shops should be banned from exposing cigarettes for sale where they can be seen by children and youth.
Sponsorship of events by tobacco companies: ITC Brazil Survey Wave 1 and 2 results

Sponsorship of sporting and art events by tobacco brands has been banned in Brazil since December 2000, however sponsorship by tobacco companies is currently not regulated. Although the 2000 ban on tobacco brands included both national and international sporting events, the international ban suffered a setback in 2003 by a federal law which allowed international sporting events to be sponsored by the tobacco industry. Later in 2005, the ban on sponsorship of international sporting events was implemented.

Respondents in the ITC Brazil Survey were asked, “In the last 6 months, have you seen or heard about any sport or sporting event that is sponsored by or connected with tobacco companies, such as Phillip Morris, Souza Cruz, or others?” Because the bans on sporting event sponsorship were implemented well before ITC Survey was conducted, the ITC results provide just a snapshot of the effectiveness of the ban in the long term. Overall, the visibility of sporting event sponsorship by tobacco companies in the three cities was fairly low — less than 10% of respondents at both Waves reported that they had seen or heard of tobacco company sponsorship. The ITC Survey results showed that the percentage of smokers and non-smokers who noticed smoking event sponsorship decreased between Wave 1 and Wave 2 (Figure 11). It is not clear whether these findings reflect strong industry compliance with the ban on sponsorship of events by tobacco brands, or if tobacco industry sponsored events are actually occurring but that the advertising is subtle and not noticed or possibly not perceived as sponsorship.

Although the overall rate of noticing sponsorship was low, the findings showed that non-smokers had a higher rate of noticing tobacco sponsorship, compared to smokers. Whether tobacco promotion is more salient among non-smokers because they do not view it as socially acceptable is not clear and would require further investigation.

Smokers in Porto Alegre showed the least change between waves relative to the two other cities (Figure 12). The decrease in noticing sporting event sponsorship between waves in Rio de Janeiro was the largest of the three cities and was significant (p<.05).

Figure 11. Percentage of smokers and non-smokers in the combined sample who have seen or heard about a sporting event sponsored or connected to tobacco companies in the past 6 months, by wave*

Figure 12. Percentage of smokers who have seen or heard about a sporting event sponsored or connected to tobacco companies in the past 6 months, by city, by wave*
Among non-smokers, Porto Alegre respondents reported an increase in seeing or hearing about sports sponsorship between Wave 1 and Wave 2 (Figure 13) and had the highest percentage of the three cities at Wave 2. São Paulo reported a decrease between Waves 1 and 2, while Rio de Janeiro reported the lowest rates of noticing sponsorship.

The ITC Survey assessed respondents’ familiarity with tobacco company names (since smokers more commonly refer to their brand names), by asking, “Now I will read a list of companies. Please tell me which of these are tobacco companies: Nestlé, Souza Cruz, Pirelli, Phillip Morris”. They were asked to answer yes/no to each company name. The findings showed that there was a high degree of recognition of the 2 main tobacco companies in Brazil compared to some non-tobacco companies. Souza Cruz, a domestic company that is a subsidiary of British American Tobacco (BAT) and the largest tobacco manufacturer in Brazil, was very recognizable (99.4% of smokers and 92.3% of non-smokers). Recognition of the international tobacco company, Phillip Morris, was somewhat less evident (77.2% of smokers and 62.7% of non-smokers).

Similar to sport events, awareness of art or cultural events sponsored by tobacco companies was also low overall (below 10%) all 3 cities (Figure 14). Again, there was no policy change in cultural sponsorship bans since the implementation of ban on national Brazilian events in 2000 and international events in 2005, so the results suggest the ban has been successful over the long term, at least in reducing salient forms of sponsorship. There was also a small decrease in the percentage of smokers and non-smokers who noticed sponsorship of art events between Waves 1 and 2 of the ITC Survey.

These results suggesting that there was low awareness of tobacco industry sponsored art events are in marked contrast to results found in the ACTbr study conducted in 2011 with a national sample of adults aged 16 and older, where 34% of those interviewed were aware of tobacco industry sponsored events held at universities and festivals, and in bars (although the report did not specifically specify that they were art or cultural events).22

ITC findings showing low awareness of tobacco industry sponsored art events among adults are in marked contrast to research conducted among those aged 16 and older, where 34% were aware of tobacco industry sponsored events held at universities and festivals, and in bars.
Depictions of tobacco use in entertainment media

Another strategy used by the tobacco industry to promote its products is through depicting smoking in movies, television, and other entertainment media. Evidence shows that smoking in movies is an important cause of smoking initiation and progression to regular smoking among youth. The 2012 U.S. Surgeon General’s Report on Preventing Tobacco Use among Youth and Young Adults reviewed numerous studies conducted in the U.S. and in other countries about the impact of seeing smoking in the movies on smoking initiation among youth. This important Report concluded that there was a causal relationship between depictions of smoking in the movies and the initiation of smoking among youth. The Report concluded that youth who received the most exposure to on screen smoking were about twice as likely to begin smoking as those who get the least exposure.

Tobacco industry documents provide evidence of mutually beneficial collaborations between tobacco companies and major motion picture studios beginning in the late 1920s. Paid placement of tobacco products in movies between 1970 and the mid-1990s is well documented. While the tobacco industry claims to have ended the practice of placing and encouraging tobacco use in films, smoking in motion pictures increased through the 1990s and continues today. There are examples of the positive depiction of smoking in Brazilian films such as “Caminho das Nuvens” where smoking is portrayed as a tool for conflict mediation and a symbol of autonomy.

The 2008 GATS Brazil study reported that in an overall sample of smokers and non-smokers, awareness of tobacco promotion in the movies was 8.6% for Brazilian movies and 11.3% for foreign films.

ITC Brazil Survey Wave 1 and 2 results

The promotion of tobacco products in soap operas and other television programs – through character smoking and product placement in the program, is not regulated in Brazil. The ITC study investigated this aspect of tobacco promotion in Wave 2 by asking “In the last 6 months, when watching soap operas and other TV programs, how often did you see actors smoking?” and “In the last 6 months, how often have you seen or heard about brands of cigarettes when watching soap operas and other TV programs?” Analyses showed (Figure 15) that only 12.5% of smokers and 18.0% of non-smokers reported seeing an actor smoking ‘often’ or ‘very often’ in soap operas and TV programs. Among the combined sample of smokers and non-smokers, Rio de Janeiro had the highest percentage (15.8%) of respondents that had reported seeing actors smoking ‘often’ or ‘very often’ (Figure 16). This was followed by São Paolo (13.7%) and Porto Alegre (13.5%).

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Figure 15. Percentage of smokers and non-smokers in the combined sample who noticed various tobacco promotion when watching soap operas or other TV programs in the last 6 months, Wave 2 (Oct. 2012 - Feb. 2013)

- Saw actors smoking “often” or “very often”
  - Smokers: 12.5%
  - Non-smokers: 18.0%
- Seen/heard about cigarette brands “often” or “very often”
  - Smokers: 1.8%
  - Non-smokers: 4.6%
- Agree that smoking in these programs encourages viewers to smoke
  - 65.2%
  - 83.1%

Note: The 95% confidence interval is represented by the horizontal error bars.
The percentage of smokers who saw or heard tobacco brand names ‘often’ or ‘very often’ was very small at less than 5% (1.8% for smokers and 4.6% for non-smokers). However, a very large percentage agreed that watching actors smoke in these shows encourages viewers to smoke (83.1% of non-smokers and 65.2% of smokers).

Figure 16. Smokers and non-smokers’ awareness of actors smoking when watching soap operas or other TV programs in the last 6 months, by city, Wave 2 (Oct. 2012 - Feb. 2013)

These data suggest that there is slightly higher awareness of smoking in Brazilian TV programs (measured in the ITC Survey, 12.5% to 18.0%) in comparison to films (measured through the GATS Brazil Survey, 8.6% - 11.3%). They also suggest, similar to noticing sport sponsorship data, that a higher percentage of non-smokers noticed smoking in TV programs compared to smokers.

Packaging and product design features

Although TAPS is covered in Article 13 of the FCTC, it should be noted that the cigarette package operates as a strong tool for tobacco promotion and marketing, and thus Article 11 (Package and Labelling) is relevant in assessing Brazil’s efforts to reduce TAPS. Reducing the marketing space of the package through large health warnings or plain packaging is recommended to achieve a comprehensive TAPS ban.

Health Warning Labels

Brazil has been a leader in researching the design of health warning labels for cigarette packages to maximize its effectiveness for reducing tobacco use and the diseases it causes. The last round of images issued in 2009 were designed based on research on the emotional impact of highly vivid and negative photographs for eliciting an avoidance response. These labels are fairly unique conceptually as they do not always depict a graphic image that is directly related to smoking. Brazil’s health warning labels are currently mandated to cover 100% of the back of the pack, and will be required to cover 30% of the front of the pack with a text health warning by 2016. Many countries already require health warnings on the front of the pack (e.g., Uruguay, Mexico, and Thailand), as it is the surface most noticed by smokers. The percentage of smokers in Brazil and other ITC countries who reported that health warning labels on cigarette packages made them think about the health risks of smoking ‘a lot’ is depicted in Figure 17. Respondents in all ITC Surveys listed in the graphs below were asked: “To what extent, if at all, do the warning labels make you think about the health risks of smoking?” Respondents in Brazil were fairly close to other low- to middle-income countries for agreeing that the labels made them think about the health risk, and higher than all the high-income countries studied in the ITC Project.
Figure 17. Percentage of smokers† who said warning labels made them think about the health risks of smoking ‘a lot’, by country †

<table>
<thead>
<tr>
<th>Country</th>
<th>Low Income</th>
<th>Middle Income</th>
<th>High Income</th>
</tr>
</thead>
<tbody>
<tr>
<td>United States 2010-11</td>
<td>8.8%</td>
<td>14.9%</td>
<td>20.2%</td>
</tr>
<tr>
<td>Ireland 2006</td>
<td>8.2%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Netherlands 2012</td>
<td>1.2%</td>
<td>10.9%</td>
<td>10.4%</td>
</tr>
<tr>
<td>Canada* 2010-11</td>
<td>1.5%</td>
<td>13.5%</td>
<td>13.2%</td>
</tr>
<tr>
<td>Australia* 2010-11</td>
<td></td>
<td>13.7%</td>
<td></td>
</tr>
<tr>
<td>Germany† 2011</td>
<td></td>
<td>15.2%</td>
<td></td>
</tr>
<tr>
<td>France* 2012</td>
<td></td>
<td>29.7%</td>
<td></td>
</tr>
<tr>
<td>United Kingdom* 2010-11</td>
<td></td>
<td>12.8%</td>
<td></td>
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<tr>
<td>Scotland 2006</td>
<td></td>
<td>20.5%</td>
<td>30.7%</td>
</tr>
<tr>
<td>New Zealand* 2008-09</td>
<td></td>
<td>18.3%</td>
<td></td>
</tr>
<tr>
<td>Republic of Korea 2010</td>
<td></td>
<td>15.0%</td>
<td></td>
</tr>
<tr>
<td>Uruguay§ 2010-11</td>
<td></td>
<td>38.3%</td>
<td>38.7%</td>
</tr>
<tr>
<td>Brazil* 2012-13</td>
<td></td>
<td>34.0%</td>
<td>32.7%</td>
</tr>
<tr>
<td>Mexico§ 2012</td>
<td></td>
<td>39.2%</td>
<td>41.9%</td>
</tr>
<tr>
<td>Malaysia‡ 2011-12</td>
<td>11.7%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Mauritius* 2011</td>
<td></td>
<td>40.4%</td>
<td></td>
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<tr>
<td>Thailand‡ 2011</td>
<td>8.0%</td>
<td></td>
<td></td>
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<tr>
<td>China 2009</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>India* 2010-12</td>
<td></td>
<td>9.5%</td>
<td></td>
</tr>
<tr>
<td>Bangladesh§ 2010</td>
<td></td>
<td>25.7%</td>
<td></td>
</tr>
</tbody>
</table>

† ‘Smokers’ refer to only cigarette users for all countries except Bangladesh and India where dual tobacco users (those tobacco users who reported smoking both cigarettes and bidis) were also included in the analysis.
* Countries with pictorial warnings at time of survey.
§ If a respondent answered ‘never’ to noticing warning labels in Malaysia or Thailand, or if a respondent answered ‘no’ to knowing that cigarette/smoked tobacco packages have warning labels in India or Bangladesh, the question asking whether warning labels made them think about the health risks of smoking was filtered. Thus the response was set to ‘not at all’ for these individuals.

Note: The 95% confidence interval is represented by the horizontal error bars.
Plain Packaging

Research indicates that plain packs can reduce the appeal of tobacco products, increase the effectiveness of health warnings, and reduce the ability to mislead people about the health harms of tobacco. Australia implemented a law in December 2012 requiring all cigarettes to be sold in plain packaging. Other countries such as New Zealand are also considering this, having recognized the potential of plain packs to eliminate the marketing efforts of the tobacco industry through their package designs. Respondents in the Wave 2 ITC Survey were asked if “Tobacco companies should be required to sell cigarettes in packs with only the brand name and the health warnings, but without colourful designs on the rest of the pack”. The results showed that 48.8% of smokers in the combined 3-city sample agreed with this, while 45.4% of non-smokers agreed (Figure 18). In this case, it is interesting to note that responses from smokers were no different than non-smokers when asked if tobacco companies should be required to sell cigarettes in plain packs.

At the city level, smokers in Porto Alegre (53.7%) and Rio de Janeiro (50.8%) were most likely to agree that plain packs should be required (Figure 19). Respondents in São Paulo were least likely to agree (42.1%). Nonetheless, the high percentage of smokers who support plain packaging is impressive and should encourage policymakers that this policy initiative might be more positively received by the public than might be thought.

Figure 18. Percentage of smokers and non-smokers in the combined sample who agree that tobacco companies should be required to sell cigarettes in plain packaging, Wave 2 (Oct. 2012 - Feb. 2013)

Figure 19. Percentage of smokers and non-smokers who agree that tobacco companies should be required to sell cigarettes in plain packaging, by city, Wave 2 (Oct. 2012 - Feb. 2013)
PUBLIC SUPPORT FOR STRONGER CONTROLS ON TAPS

Tobacco control officials and advocates in Brazil have worked continuously over the past 25 years to implement laws that will restrict tobacco advertising, promotion, and sponsorship with the intent to reduce the public health risk of tobacco in their country. There is still more that can be done, and it appears that there is high support among Brazilians to do so, both in the smoking and non-smoking populations.

The ITC Survey asked respondents if they agree or disagree with the statement “The government should do more to tackle the harm done by smoking”. The results (Figure 20) showed a very high level of support across both waves from both smokers and non-smokers for the government to strengthen their tobacco control efforts. There was very little difference between cities in these results. These findings are indicative of strong public support for the Brazilian government’s continued active role on tobacco control. These findings suggest that the Brazilian people would support stronger efforts to close the gaps that currently exist in tobacco control policies and their enforcement in Brazil.

In Wave 2, the ITC Survey included a related question that more specifically asked about government’s role in regulating tobacco companies. When respondents were asked if they agreed that “Tobacco products should be more tightly regulated”, there was again very strong support for tighter regulation of tobacco products (Figure 21), as 83.1% of smokers, and an even higher percentage of non-smokers (89.2%) agreed with this statement.
The fact that the vast majority of smokers also believed that tobacco products should be more tightly regulated is a clear sign that the government would be supported strongly by smokers in efforts to strengthen their tobacco control laws and regulations. Much of the resistance to tobacco control comes not from smokers, but rather from the tobacco industry itself, or those groups that are supported by the industry. This view is reinforced by the results of a 2011 ACTbr study evaluating a proposal to reduce youth smoking. The study reported very high support among the Brazilian population aged 16 and older (86%) for banning all tobacco advertising and promotion at festivals, university campuses, and bars and other locations which are frequented by young people. The proposal for this ban was endorsed by most smokers in the study as well (75%).

The ITC Survey asked respondents if they agreed with the statement “Tobacco companies should take responsibility for the harm caused by smoking”. Figure 23 shows that a majority of Brazilians believe that tobacco companies should take responsibility for the harm caused by smoking. 63.1% of smokers and 76.8% of non-smokers at Wave 2 agreed with this statement.
The ITC Brazil Survey asked respondents whether the tobacco industry is trustworthy and honest about the harms of tobacco products. Respondents were asked: “Tobacco companies can be trusted to tell the truth about the dangers of their products” in both waves. Figure 24 indicates a fairly high level of trust among smokers and non-smokers. However, smokers show a significant ($p < .0001$) decline in the percentage who ‘agreed’ or ‘strongly agreed’ with this statement, from 66.6% in Wave 1 to 57.5% in Wave 2. This decline in smokers’ perception of trust in tobacco companies to tell the truth about the dangers of their product is similar across all three cities (Figure 25). Non-smokers reported a lower level of trust than smokers at both waves — 46.4% of smokers ‘agreed’ or ‘strongly agreed’ with the statement at Wave 1, slightly increasing to 50.3% at Wave 2.

It is possible that smokers may wrongly believe that the strong pictorial warnings on cigarette packs were introduced by the tobacco industry to inform consumers about the harms of their product, and might be contributing to the relatively high level of perceived trust in the tobacco industry. Another possible contributing factor to these findings may be the tobacco industry’s increasing efforts in corporate social responsibility (CSR) activities in Brazil (for example, supporting literacy programmes (Philip Morris) and youth education, entrepreneurship programs, and environmental programs (Souza Cruz)); such CSR efforts may be effective in the industry’s objectives to create a positive public image. It should be noted, however, that such CSR activities are explicitly identified as a form of “sponsorship” and are prohibited under the Guidelines for Article 13 (and in Article 5.3). Further qualitative research should be conducted to better understand the scope of CSR activities in Brazil and to assess their impact on public perceptions of the tobacco industry.

The ITC Brazil Survey and ACTbr studies conducted by Datafolha suggest that both smokers and non-smokers support stronger regulations to control TAPS and reduce the public health harms caused by tobacco. It has been argued by the tobacco industry and others that such measures constitute an unfair restriction on freedom of expression. TAPS attempts to normalize tobacco, making cigarettes seem like any other consumer product. However, the tobacco industry’s aggressive means of circumventing restrictions on TAPS through the use indirect marketing tactics, especially to attract youth to a product that kills half of its users when used as intended, indicates that strong legislation and strong enforcement of that legislation is required to protect the health and rights of the public.

The ITC Brazil Survey and ACTbr studies conducted by Datafolha suggest that both smokers and nonsmokers support stronger regulations to control TAPS and reduce the public health harms caused by tobacco.
Towards Implementing a Comprehensive Ban on TAPS in Brazil

Meeting FCTC Guidelines for a Comprehensive Ban on TAPS

The Campaign for Tobacco Free Kids\(^3\) has reviewed TAPS legislation in Brazil and has identified the following TAPS restrictions that still remain to be enacted in order to achieve a comprehensive ban on TAPS in Brazil as required under Article 13:\(^1\)

**Point of sale product display ban**

The law banning TAPS in Brazil makes an explicit exception for the display of products at point of sale. Article 13 Guidelines state that “Display of tobacco products at points of sale in itself constitutes advertising and promotion” and recommend that “Parties should introduce a total ban on any display and on the visibility of tobacco products at points of sale, including fixed retail outlets and street vendors. Only the textual listing of products and their prices, without any promotional elements, would be allowed.”

A growing number of countries have banned the display of products at point of sale including Iceland (2001), all Canadian provinces and territories (2004 to 2010), Thailand (2005), British Virgin Islands (2007), Ireland (2009), Norway (2010), several Australian States and territories (2010 to 2013), and the United Kingdom (2012 for large shops and 2015 for small shops).

**Ban on tobacco vending machines**

Such vending machines are currently not available in Brazil, providing a loophole for tobacco companies to exploit in the future as restrictions on TAPS in Brazil become increasingly enforced. Article 13 Guidelines call for a ban on vending machines “because they constitute, by their very presence, a means of advertising and promotion.”

**Ban on descriptors including words, numbers, and colours of packaging**

While terms such as “light” and “mild” and other misleading terms are banned in Brazil, by mentioning only terms, the law may imply that colours, numbers, and other signs can be used to falsely create the impression that one product is less harmful than another. The Article 13 Guidelines recommend that Parties adopt “plain packaging requirements with nothing other than a brand name, a product name or manufacturer name, contact details and the quantity of the product in the packaging, without any logos or other features apart from health warnings, tax stamps and other government-mandated information or markings; prescribed font style and size, and standardized shape, size and materials.”

Plain packaging has been implemented in Australia since December 2012, while Europe and other jurisdictions are also considering adopting plain packaging legislation.

**Unpaid depiction of tobacco use or tobacco products in TV, films, or other media**

The Brazil law specifically bans indirectly contracted (paid) advertising in programs produced in Brazil without mentioning unpaid depictions. To align with Article 13 Guidelines the law should also mention unpaid placement in domestically produced programs.
Policies that need to be more clearly stated in Brazilian law in order to be certain that the Guidelines for Article 13 are completely met include:

**Toys that resemble tobacco products**
The law specifically bans foodstuffs that resemble tobacco products, but does not mention non-foodstuffs making interpretation difficult.

**Retailer incentive programs or other payments to encourage them to sell tobacco products**
The law does not specifically mention payments or rewards for retailers associated with achieving certain sales volumes, using enhanced displays, etc.

**Financial or other sponsorship or support by the tobacco industry to events, activities, individuals or groups**
The law does not specifically ban corporate social responsibility activities as required by the Guidelines of Article 13.

**Financial or other support to venue operators (such as pubs, clubs, or other recreational venues) in exchange for building features or decorations that promote tobacco use**
The law does not specifically address these kinds of payments/contributions that are specifically identified as forms of TAPS in the Appendix of Article 13.

**Payments or contributions in exchange for the exclusive sale or prominent display of a product in a retail outlet, venue, or event**
The law does not specifically address these kinds of payments/contributions that are specifically identified as forms of TAPS in the Appendix of Article 13.

The results of the ITC Brazil Wave 1 and Wave 2 Surveys suggest that although the Brazilian government has enacted a strong legislative framework for restricting TAPS, further efforts are required to curb the tobacco industry’s violations of the TAPS bans and to close loopholes in the legislation. Stronger TAPS laws are required to address evolving tobacco industry marketing tactics, including: increasing investment in CSR initiatives, creative product displays, subtle forms of marketing directed towards youth, and innovative packaging design (also required under Article 11).
This report concludes by identifying Brazil’s successes and challenges in implementing effective strategies to curb TAPS and by providing recommendations for future strategies to guide tobacco control policymakers towards a comprehensive ban on TAPS.

**SUCCESSES**

1. Brazil has taken strong steps to curbs TAPS by enacting legislation to ban all commercial advertising of tobacco, including advertising at point of sale. ITC findings presented here show that the government’s efforts to reduce TAPS has been successful in reducing noticing and other measures of salience across domains.

2. Brazilians, including both smokers and non-smokers, support stronger regulation of tobacco products, including bans on tobacco displays at point of sale and the implementation of plain packaging.

3. Brazil is a world leader in the development of strong, emotionally engaging pictorial warnings, as well as the requirement for the warnings to cover 100% of the back of the pack. Large warnings are not only effective in educating the public about the harms of tobacco, and increasing thoughts and actions towards quitting, but also reduce opportunities for the industry to use the pack as a medium for promotion of the product.

**CHALLENGES**

1. The tobacco industry has shifted TAPS strategies from the use of overt forms of advertising, such as large posters and displays, towards more indirect means of promoting their products. These forms are more difficult to regulate and more difficult to measure in surveys evaluating the implementation of Article 13.

2. The point of sale advertising ban is currently lacking a strategy to promote compliance and enforcement with the law.

3. There continues to be high visibility of tobacco products at point of sale in retail outlets located in close proximity to schools where products are positioned near candy displays as a means of attracting youth.

4. The tobacco industry information is viewed by the approximately half of Brazilian smokers and non-smokers as trustworthy, suggesting that increasing investment in CSR activities is contributing to a more positive public image.

5. Smoking continues to be portrayed in movies and on television soap operas contributing to normalization of smoking among viewers of all ages.
RECOMMENDATIONS

1. Implement stronger enforcement of TAPS bans, including stiff penalties for violations.

2. Educate retailers and the public about tobacco industry tactics to promote their products among youth audiences and the harms of such strategies on the uptake of smoking among youth.

3. Accelerate the implementation of warnings on front of pack from 2016 to January 2014 and require the warnings to be pictorial warnings rather than text warnings. Increase the size requirement from 30% of the front to 50% of the front as per the FCTC Article 11 Guidelines.

4. Implement plain packaging to curb the industry’s use of colours and other descriptors and pack design to attract youth audiences and falsely convey the notion of a safer product.

5. Design a new round of pictorial warnings to reduce warning label wear-out.

6. Implement a ban on display of tobacco products at point of sale.

7. Implement a comprehensive ban on tobacco industry sponsorship by including all CSR initiatives and youth tobacco use prevention programs. An example for Brazil to consider is Uruguay’s law which bans sponsorship of any form of contribution to any act, activity, individual, or public, or private institution and specifically states that donations are included in this definition.

8. Regulate smoking in movies and television programming by implementing strategies outlined in the Guidelines for Article 13 including requiring certification that no benefits have been received for tobacco depictions, prohibiting the use of identifiable tobacco brands or imagery, and requiring anti-tobacco advertisements and implementing a ratings or classification system that takes tobacco depictions into account. The high level of agreement by respondents with the view that smoking in these programs encourages smoking in viewers might suggest acceptance of such measures by Brazilians.
REFERENCES


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Future directions

The ITC Project continues to explore opportunities for collaborating with low and middle income countries to help policymakers design, implement, and evaluate FCTC policies where the tobacco industry is focusing its advertising and promotion efforts.