

A Model District on Tobacco Advertisement, Promotion and Sponsorship (TAPS) Ban



National Tobacco Control Cell
Ministry of Health & Family Welfare
Government of the People's Republic of Bangladesh



**World Health
Organization**

Country Office for Bangladesh

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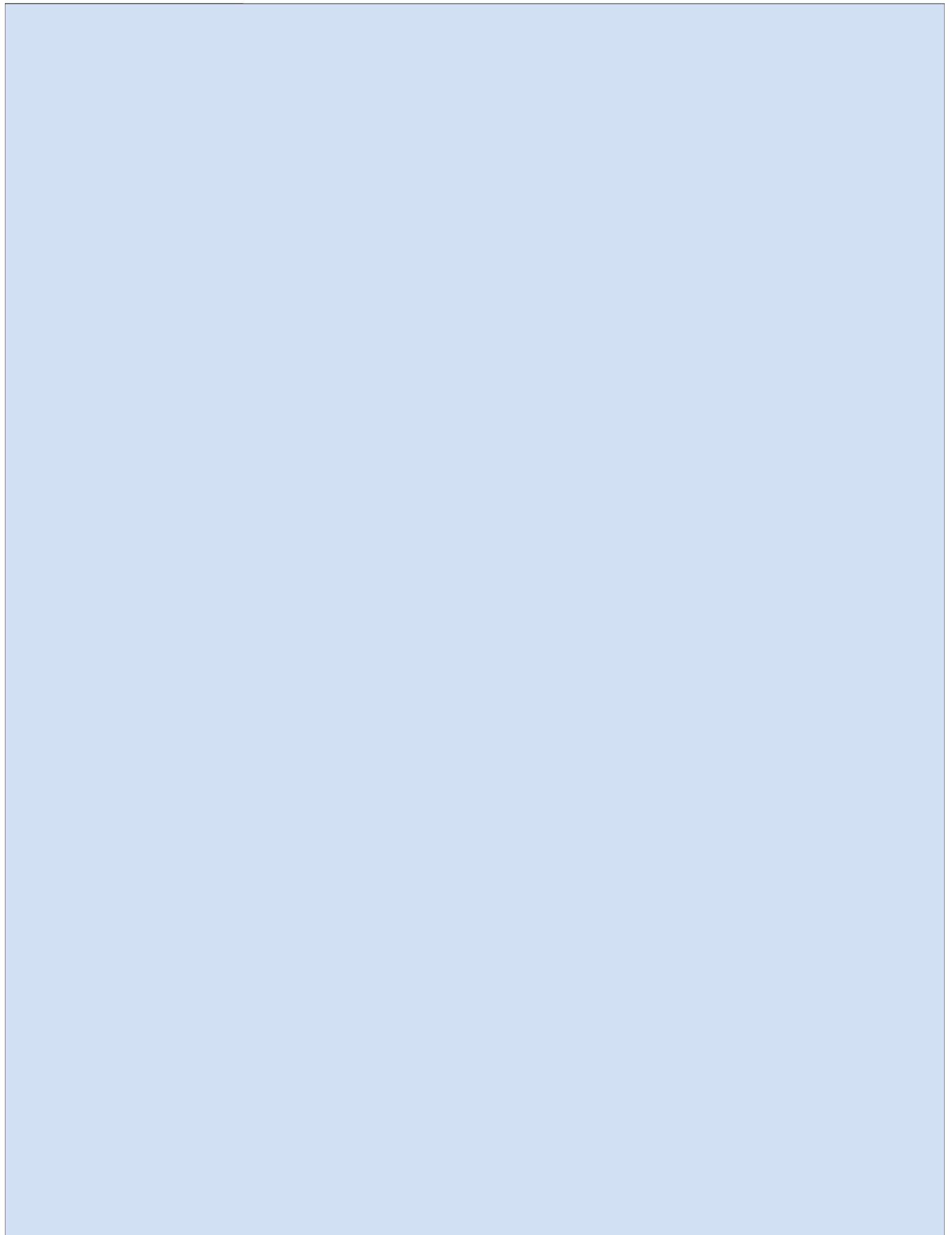
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PREFACE

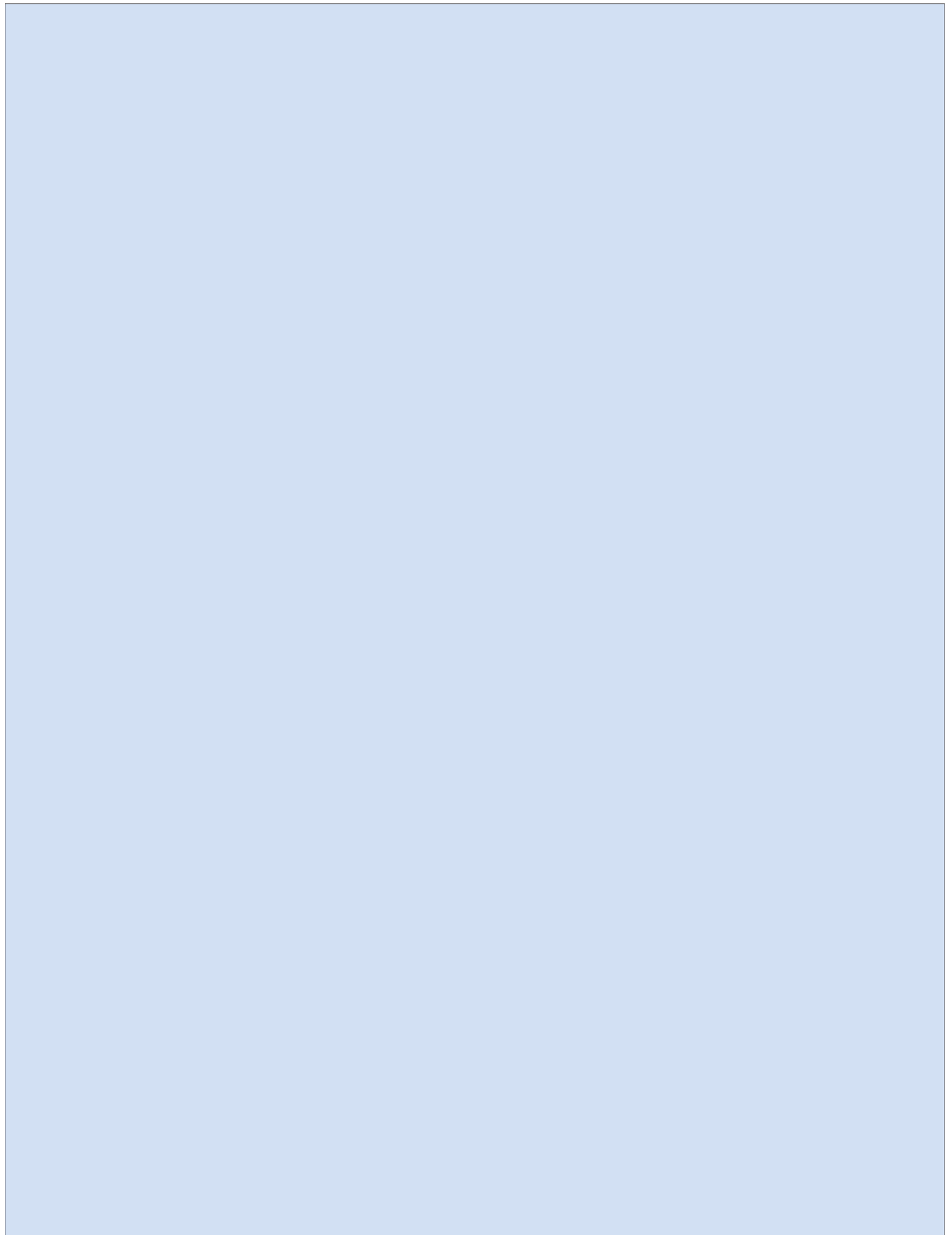
WHO FCTC article 13 states that, 'A comprehensive ban on advertising, promotion and sponsorship would reduce the consumption of tobacco products'. In light of that Bangladesh banned Tobacco Advertisement, Promotion and Sponsorship (TAPS) through tobacco control law in 2005. However, as the enforcement of the law is weak, tobacco industry is continuing TAPS, sometimes in disguise, sometimes bypassing the law and often through violation.

Objective studies on violation of TAPS ban in Bangladesh are limited. Therefore the National Tobacco Control Cell (NTCC) of Ministry of Health & Family Welfare (MOHFW) undertook this project to find out the current situation of TAPS in a North- Western district of Bangladesh and to test a model on enforcing TAPS ban. The project was evaluated through pre and post assessment by an independent agency.

The background, methods and outcome of the project is presented in this report, which shows that, TAPS can be effectively controlled through creating public awareness, advocacy with stakeholders and enforcement of law. The model can be replicated all over Bangladesh to stop TAPS.

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13.1.14

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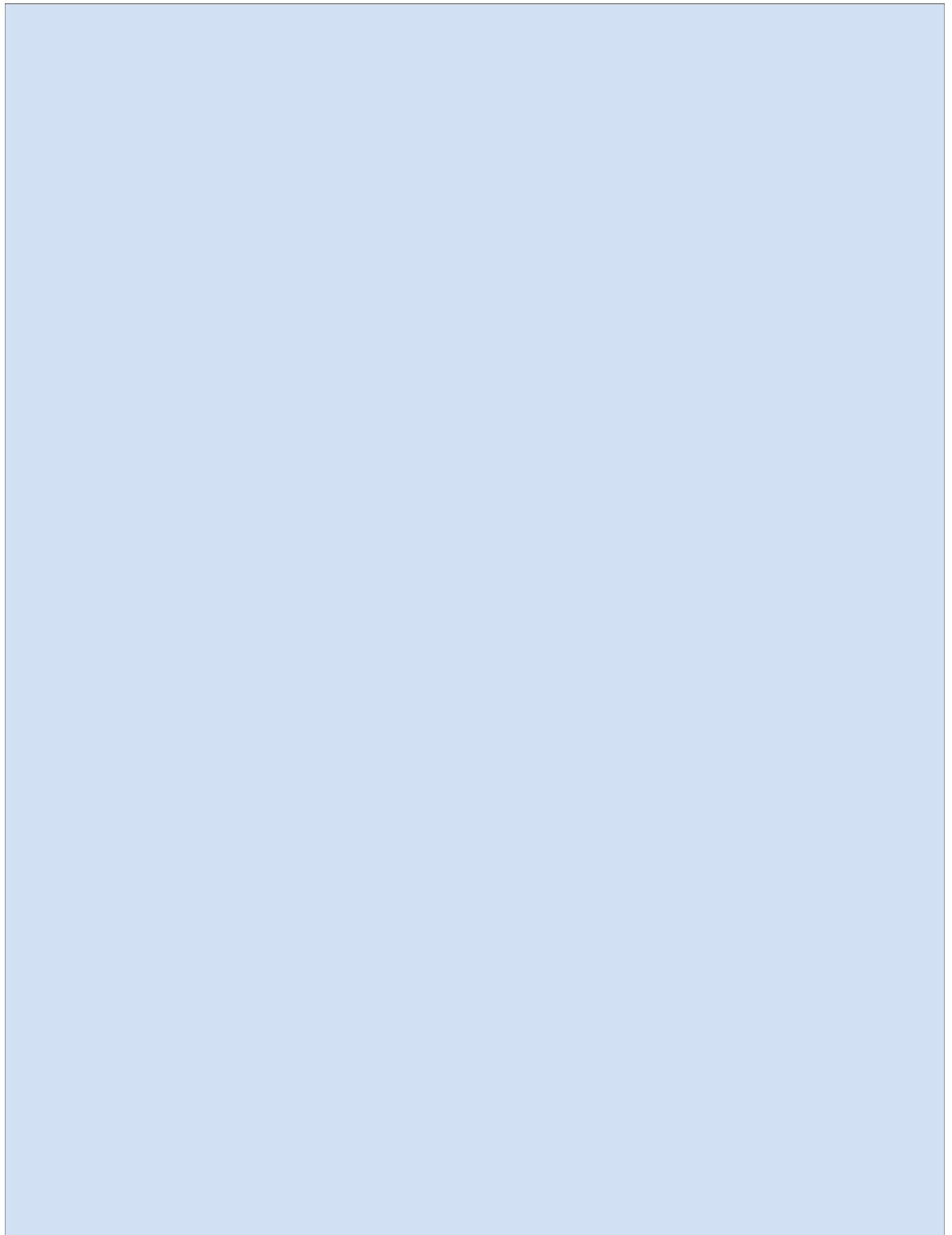
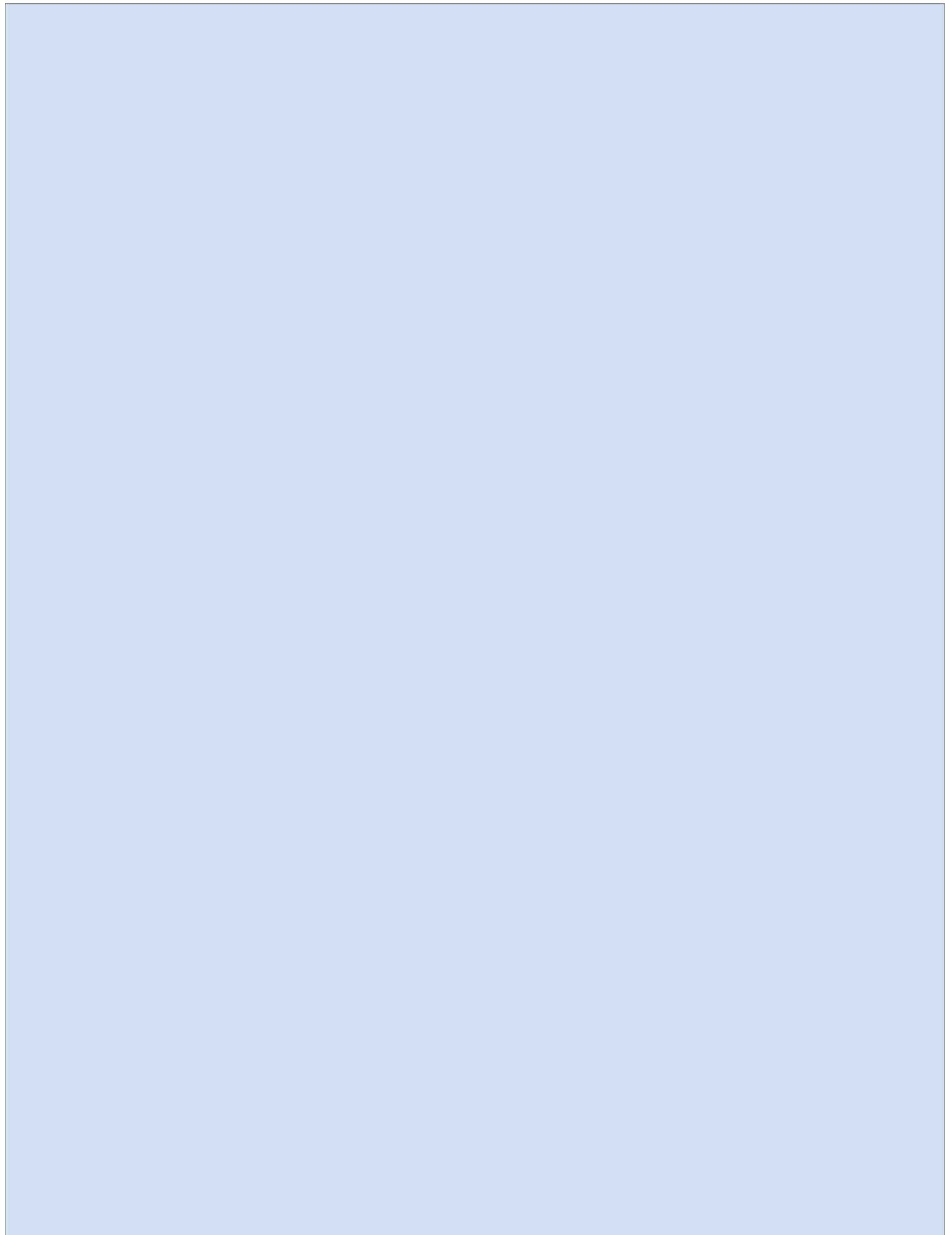


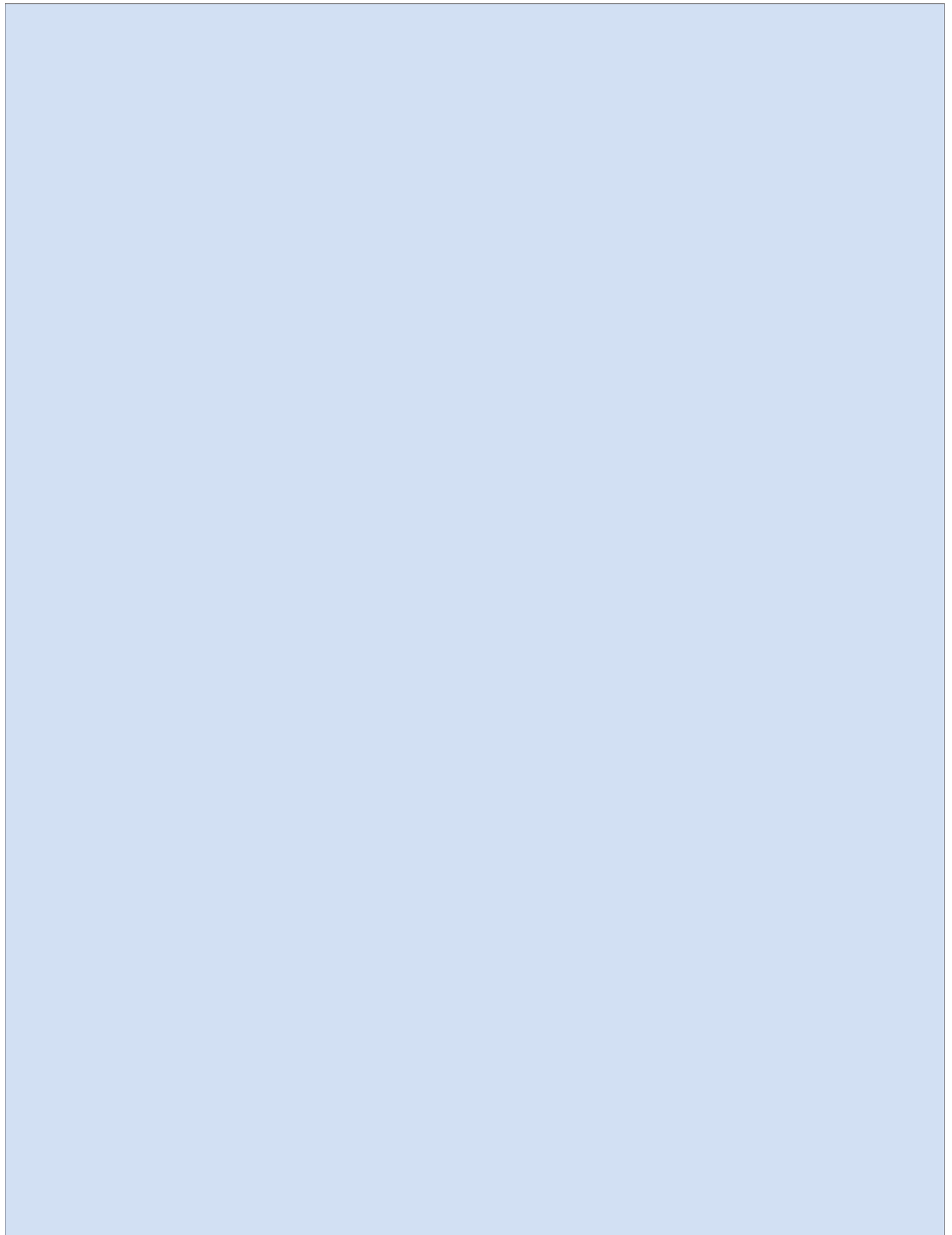
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Acronyms

CSR	Corporate Social Responsibility
FCTC	Framework Convention on Tobacco Control
GATS	Global Adult Tobacco Survey
MOH&FW	Ministry of Health and Family Welfare
NCD	Non-communicable Disease
NGO	Non-government Organization
NTCC	National Tobacco Control Cell
TAPS	Tobacco Advertisement, Promotion and Sponsorship
WHO	World Health Organization



Executive Summary

As per the tobacco control law 'Tobacco Advertisement, Promotion and Sponsorship (TAPS)' is banned in Bangladesh. However the tobacco industry is continuing TAPS either violating the law, or by using a few loopholes of the law itself. So far the enforcement of TAPS ban at field level is weak.

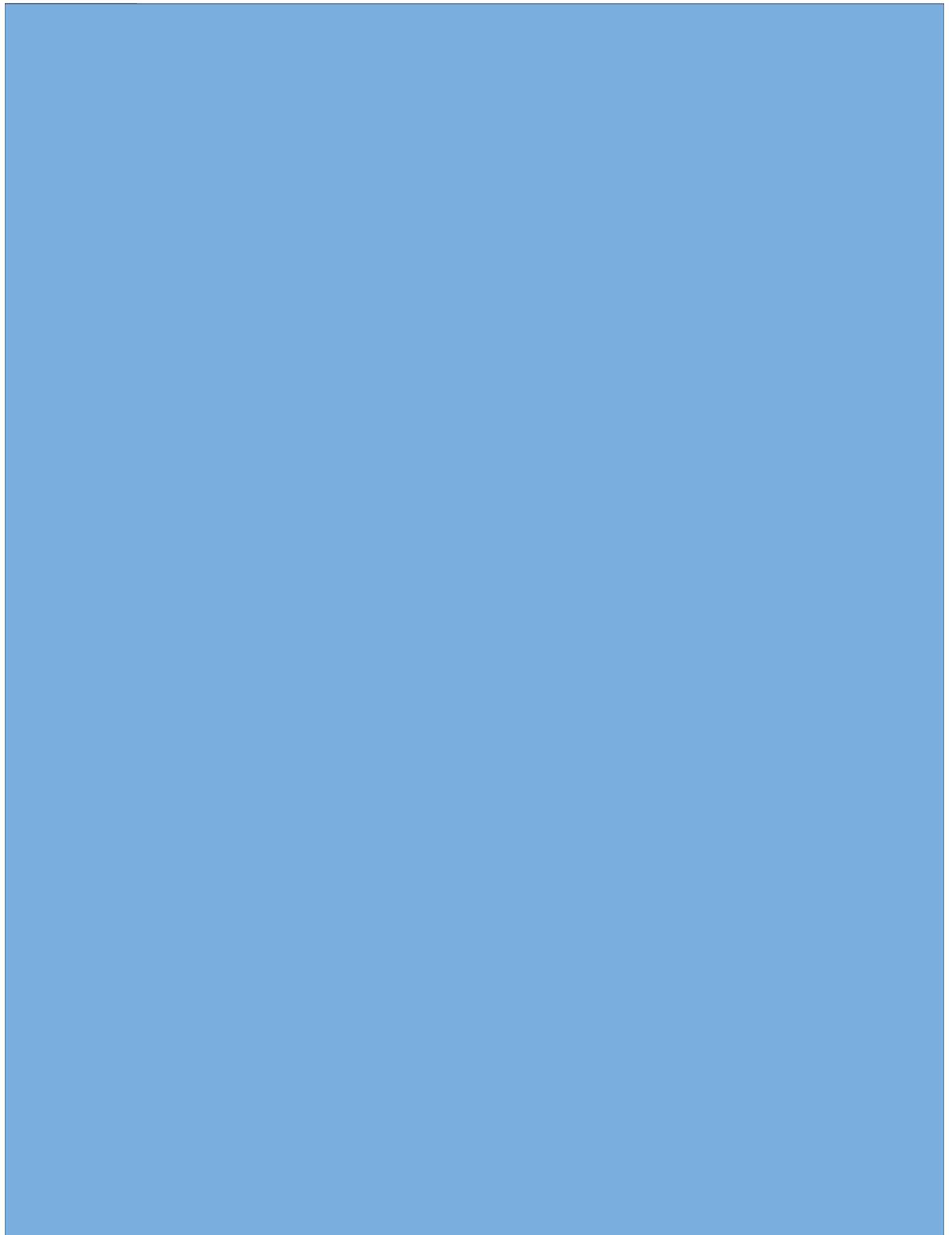
The National Tobacco Control Cell (NTCC) of Ministry of Health & Family Welfare (MOH&FW) took the initiative of turning Naogaon - a North-Western district of Bangladesh - to a TAPS free model district with the objective of developing a model on subject. The office of Civil Surgeon of Naogaon took up the responsibility of implementing the project in collaboration with local civil administration. The World Health Organization provided technical support.

The project continued from July 2012 to June 2013. During this time one inception meeting and an advocacy workshop was organized at district headquarters involving stakeholders including government officials, local elites, members of civil society, business community and NGOs, media and others. One such advocacy meeting was arranged in each Upazila as well. Eleven dedicated tobacco control task force committee meetings were arranged at eleven Upazilas (including Sadar Upazila) to coordinate this project. Twelve dedicated mobile court operations were organized during implementation period to enforce TAPS ban in the district. Public awareness on harms of tobacco and tobacco control law was created through showing anti-tobacco clips in cinema halls and through local cable TV. Senior Government officials paid supervisory visits to the field to ensure effective implementation of the project.

The model was evaluated through pre and post assessment. Members of Rover Scout collected data on TAPS from the field using structured check list and questionnaire independently. The data was analyzed to evaluate the impact of the project.

The results show that, there was 81% reduction in number of posters with tobacco product advertisement within shops selling tobacco products and 86% reduction of the same outside shops in project area. No billboards or banners were found with tobacco advertisement during baseline or end-line survey. Ninety six percent coloured flyers with advertisement decorating the shops disappeared by the end of the project. Seventy eight percent shopkeepers stopped displaying cigarette packets in front of their box kiosk through glass window. Gifts given to shopkeepers and buyers by tobacco companies reduced by 85% and 69% respectively. Tournament supported and lottery arranged by tobacco companies stopped completely.

The model indicates that creation of public awareness, advocacy with stakeholders, regular monitoring by tobacco control taskforce committees and periodic enforcement drive by enforcement agencies would reduce TAPS substantially in Bangladesh.



Background

Bangladesh is one of the top five countries of the world bearing heavy burden of tobacco. The country grows tobacco and produces tobacco products. On the other hand Global Adult Tobacco Survey (GATS) Bangladesh 2009 ¹ found that 45% of men and 1.5% of women currently smoke, while 26% of men and 28% of women currently use smokeless tobacco in Bangladesh. As a result the food security and the environment of the country are threatened and large numbers of people are falling ill due to tobacco-related illnesses. The estimated cost is more than double the amount earned by economy from tobacco sector.

It is well documented that tobacco advertising, promotion and sponsorship (TAPS) increases tobacco use and that comprehensive ban on TAPS is a proven way to curb tobacco use.² In other words, advertising increases tobacco consumption.³ A comprehensive ban on all tobacco advertising, promotion, and sponsorship could decrease tobacco consumption by about 7%, independent of other tobacco control interventions, with some countries experiencing a decline in consumption of up to 16%.³

Tobacco advertising and promotion means *“any form of commercial communication, recommendation or action with the aim, effect or likely effect of promoting a tobacco product or tobacco use either directly or indirectly”*.

Tobacco sponsorship means *“any form 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”*.

The tobacco industry spends tens of billions of dollars to market its product each year. They are spending money for direct and indirect advertising and also in the name of Corporate Social Responsibility (CSR). Although article 13 of WHO Framework Convention on Tobacco Control (WHO FCTC) strongly recommends comprehensive TAPS ban, only 19 countries, representing 6% of the world’s population, are now under comprehensive TAPS ban.³ An additional 101 countries imposed a partial ban on TAPS.³

However bans must be comprehensive; partial bans have little or no effect on consumption and usually do not include indirect forms of marketing.³ The industry always finds the flaws of the law and adopts different marketing tactics. Young people are particularly vulnerable to the advertising.^{4, 5, 6, 7} Once the youth have experimented with tobacco, they are prone to become regular user.

Global Adult Tobacco Survey (GATS) 2009 reveals that in Bangladesh four in ten adults noticed cigarette advertisement in stores where cigarette are sold. Three in ten adults have noticed cigarette advertisement (other than in store) or sporting event sponsorship.¹

The tobacco control act of 2005 banned TAPS in Bangladesh with a few exceptions. Thereby there remained flaws in the law and rule.^{8, 9} The law allowed a shopkeeper to

provide tobacco buyer with a leaflet containing tobacco advertisement. Using this window the industry was widely advertising at the points of sales. However the law has been amended in May 2013 and it puts up a complete TAPS ban including ban on advertisement at points of sale.¹⁰

Most common violations in Bangladesh are found at the points of sale. Tobacco companies decorate the shops using colorful flyers with advertisement of different brands of cigarettes, jumbo size dummy packs and posters. As part of promotion they offer gifts like free cigarette, lighter, watch, t-shirt, cap, utensils etc to the consumers and retailers. They also try to advertise through providing safe drinking water plants and solar panels to common people in the name of Corporate Social Responsibility (CSR).



Figure 1: Advertisement at point of sale using flyers

Several reports have been published in the local and national newspapers about the TAPS by tobacco industry. As the law enforcing agencies are more vigilant in the urban areas, the industry continues TAPS in the remote areas, particularly at Northern districts of Bangladesh. Considering the fact, the National Tobacco Control Cell (NTCC) decided to test a model on enforcing TAPS ban at Naogaon, one of the 64 districts of Bangladesh, with support from WHO.

About Naogaon District

Naogaon is a district situated in the North- West part of Bangladesh, which is about 240 kilometers away from Dhaka. There are eleven upazilas and three municipalities in Naogaon district including Sadar upazila. The district is considered the bread basket of Bangladesh. It is the central part of Borendra region, with an area of about 3,435 square kilometers (1,326 sq miles), about 80% of which is under cultivation. Population is about 3 million with a literacy rate of 63%.



Figure 2: Map of Naogaon

Objectives

General Objective

The general objective of the project was to establish a model district on TAPS ban, and to share the experience and lesson learned with policy makers and stakeholders, so that pragmatic TAPS ban enforcement strategies can be adopted throughout the country.

Specific Objectives

- To create awareness among Government officials, taskforce committee members, civil society, businessmen, shopkeepers and general public about detrimental effects of tobacco and prevailing tobacco control law banning tobacco advertisement, promotion and sponsorship (TAPS) in Bangladesh;
- To motivate tobacco product salesmen and others concerned to voluntarily remove all advertisements and to stop product promotion and sponsorship violating the law;
- To enforce the tobacco control law through removing all billboards, posters, especially colourful leaflets and decorative display of cigarette packs from the point of sale and through penalizing for tobacco product promotion;
- To facilitate district and upazila taskforce committees for sustainable monitoring and prevention of TAPS;
- To conduct an independent pre and post assessment of the TAPS situation at Naogaon district to evaluate the project.

Methods

Project duration and implementing authority

The project started in July 2012 and was completed in June 2013. The preassessment was done in October 2012 after preparatory phase and post assessment was conducted in June 2013 after completion of the project. Civil Surgeon, Naogaon implemented the project. There was strong coordination among different government and non-government organizations through the District Taskforce Committee. As a part of monitoring TAPS, the Deputy Commissioner and Police Super of the district made 12 field visits each. There were close supervision of the project from NTCC and WHO.

Pre and post assessment

A pre-assessment was conducted by a third party to see the baseline situation on TAPS in Naogaon. Bangladesh Rover Scout was selected as independent third party to conduct the assessment. Thirteen enumerators from rover scout were engaged in this regard. A day-long training was organized for the enumerators.

Three enumerators were assigned to collect data from the district headquarter and the remaining 10 were assigned for 10 upazilas. In the district headquarter, 3 enumerators walked 1 km along 3 busy roads and noted down the information on tobacco advertisement seen at the point of sales and at any other place of that area using a check list (Annex 1). Each enumerator observed approximately 50 shops where tobacco is sold. Then from the observed shops each of them interviewed 5 randomly chosen shopkeepers with a structured



Figure 3: A member of rover scout interviewing a shopkeeper

questionnaire (Annex 2). Similarly enumerator in each of the upazila collected the information following the same procedure. Data collected by them was analyzed to assess the baseline situation of the district. All collected data was entered into computer and analysis was done using the statistical package SPSS16.0 version.

The post-assessment was done following the same protocol, and findings were compared with findings of pre-assessment to evaluate the impact of the project.

Activities undertaken

- Baseline assessment of the TAPS situation was done.
- An inception workshop was organized to orient the stakeholders in the locality on TAPS ban model district . Government officials, members of tobacco control taskforce committee, representatives from political leadership, local government representatives, judicial bodies, journalists, representatives of NGOs, representatives of civil society of Naogaon district and its upazilas attended the workshop.
- District and upazilla taskforce committee meetings were conducted regularly.
- Sensitization workshops were conducted in all 11 upazillas and in the district headquarter with the participation of Government and NGO officials, local government representatives, members of civil society and media personnel.
- Executive magistrates conducted mobile courts to enforce TAPS ban.
- Supervisory visit were made throughout the year by Deputy Commissioner, Civil Surgeon and Police Super of the district to ensure TAPS ban in the district. Total 36 visits were made and they used check list to record violation of law. During the visit the visiting officers looked for TAPS by the industry and instructed concerned authorities to stop TAPS if any.

- Public awareness was created through showing video clips on harmful effects of tobacco in all cinema halls and through TV cable operators of the district. Cinema hall owners and cable TV operators were sensitized and were provided with 35m.m cinema film and CDs. They screened the anti tobacco advertisement at no cost throughout the project period.
- A poster on TAPS ban was printed and displayed at the important public places throughout the district for mass awareness creation (Annex 3).
- Health assistants were motivated in the monthly meeting at Civil Surgeon's office to help stopping TAPS in the district. They were instructed to advice retailers to remove illegal advertisements from the point of sales.
- At the end of the project an assessment was conducted following same protocol as the baseline assessment to see the changes after giving the intervention.

Results and discussion

Pre-assessment was undertaken in October 2012. At the end of the project a post assessment was conducted in June 2013. Both the results are presented below.

Configuration of the shops

The retail shops are the main source, from where the consumers usually purchase tobacco. In Bangladesh tobacco is very much available in almost anywhere. There are some dedicated shops which mostly sale tobacco products. These are small shops usually situated beside public places like, bus stand, railway station etc.

Table 1: Distribution of shops according to products they mostly sell

Observed shops (n = 599)	Number	Percentage
Mostly sale tobacco products	146	24
<i>Shops painted in brand colour</i>	56	
<i>Shops not painted in brand colour</i>	90	
Sale tobacco with other products	453	76

Tobacco products are also sold in the grocery shops, restaurants or other shops. In this study, among the observed 599 shops one fourth (24%) are found to be dedicated tobacco shops and rest of the shops(76%) sale tobacco products with other products (Table-1). Among the dedicated tobacco shops 56 shops are painted with color of some particular tobacco brand and also are supplied by the different tobacco companies. However 90 shops are made by the retailers themselves.

Advertisement

Advertisement in general

Enumerators walked the main roads of district headquarter and 10 upazillas of Naogaon districts to find out advertisements of tobacco products. Posters were found in upazila

headquarters only. In pre-assessment total number of posters noticed were 248; however it came down to 34 in June 2013. During the intervention number of posters were reduced by 86% (Table-2). No posters were found at district headquarter during pre or post assessment. In the district headquarter the enforcing agencies are more visible which may be reason behind it.

No billboard, signboard, wall writings or banners with tobacco advertisement were found during pre and post-assessments. After the enactment of the law, tobacco industry no longer putting up any billboard or signboard with advertisement. They are using their brand color in making signboard of shops in such a way which actually refers to their product. In the pre assessment it was found that in the study area there were 7 signboards which were colored in accordance to some popular cigarette brands; however at the post assessment the number was 6. As in the law this type of indirect advertisement is not clearly spelt out, that is why the law enforcing agencies or even the owner of the shops are reluctant about removing this colored signboards. However, these signboards do not have any trade mark or logo of any tobacco industry.

Table 2: Advertisement of tobacco products in general found in the pre and post assessment

Advertisement in general	Pre-assessment	Post assessment	Change (Decrease in %)
Number of posters of tobacco products found outside the shop	248	34	86
Number of billboards, signboards, wall writing or banners with tobacco product advertisement	0	0	0
Number of signboards of the shop designed resembling any special brand	7	6	14

Advertisement at POS using posters

According to the tobacco control law it is prohibited to make any advertisement of tobacco products through posters. However tobacco companies are fixing posters in the shops violating the law. In the pre-assessment posters of tobacco products were found almost in half (48%) of the tobacco shops. However in the post-assessment it has came down to 9%, which is a decrease of 81% (Table-3).



Figure 4. Posters with advertisement at point of sale

Table 3: Advertisement found at the point of sale (n= Number of shops observed)

Advertisement at point of sale	Pre-assessment (n=599) n (%)*	Post-assessment (n=591) n (%)	Decrease (%)
Posters found in the shop	290 (48)	54 (9)	81
Colored flyer found hanging in the shop	189 (32)	7 (1)	96
Tobacco packs used for advertisement at the shop	208 (35)	45 (8)	78
Promotion (n=65)**			
Retail shopkeepers received gifts from the company in last 3 months	20 (31)	3 (5)	85
Consumers received gifts from company through retail shopkeepers	13 (20)	4 (6)	69
Lottery arranged in last 3 months	1 (1.5)	0 (0)	100
Sponsorship (n=65)**			
Sponsored any competition in last 3 months	2 (3)	0 (0)	100

* Multiple response present

** Sub-sample of shops taken randomly

Advertisement at POS using coloured flyers

Hanging of colored flyers in rows intended to advertise different brands of tobacco products at the POS are found as of the most common violation of the law in Bangladesh. In the tobacco control law of 2005 there was a provision for the retailers to distribute leaflet to the customers describing their tobacco products ,but that leaflet should not have exceeded the size of 5.5 X 8.5 inches and should have been black and white in color ¹⁰. Misinterpreting this clause companies are frequently violating the law by distributing color flyer and also displaying them at the point of sale as a menace of advertisement.



Figure 5: Flyers with advertisement removed after intervention

At Naogaon during the pre-assessment it was found that among the observed shops almost one third (32%) were decorated with colored flyers of various brands of tobacco products, however at the post assessment these colored flyers almost disappeared (1%) (Table 3). It is really an important change which shows a decrease of 96% of color flyer used to advertise tobacco product.

Advertisement at the POS using cigarette packs

Displaying tobacco products for sale at the point of sale (POS) is not prohibited by tobacco control law of Bangladesh. However tobacco companies make the retailers display the packs in such a way that virtually this becomes an instrument of advertisement. Now any kind of advertisement at the point of sale is ban as per the amended law of 2013. The industry also hangs huge size dummy packs, different mini-sculpture made of cigarette packs like, boat, house etc. They also place a number of dummy packs in a dummy showcase to attract people who pass by the shop.



Figure 6: Advertisement at point of sale using cigarette packs



Figure 7: Advertisement at point of sale removed after intervention

At Naogaon in the pre-assessment it was found that 35% shops were decorated with tobacco packs, which was meant for advertisement. However in the post assessment it was found that only 8% shops continued these alternative advertising. After intervention the decrease rate of this kind of advertisement is quite inspiring (78%).

Promotion

As per the law, offering free samples and gifts for the purpose of product promotion is prohibited. However it was reported that few companies are offering free samples to the customers, offering free gifts to the customers as well as to the retailers for inspiring them to use tobacco or for inducing them to sell tobacco products. Many tobacco company recruit product promoters (PP), who promotes these offers in the field.

Offering free sample or other gifts to the retailers

Among the observed 599 shops randomly selected 65 shopkeepers were asked whether they have received any gift from the tobacco company during the last 3 months. In response 31% admitted that they have received gifts from the tobacco company representatives within the last three months (Table-3). They received free sample, wall-clock, T-shirt, torch light, cap, umbrella, mobile phone and utensils etc. In the post-assessment it was found that 5% of the respondents received gifts from different tobacco company during the last 3 months. It suggests that due to frequent vigilance of the law enforcing agencies and TAPS ban campaign, tobacco companies became cautious about violating the law.

Offering free sample or other gifts to the consumers

The shopkeepers were asked whether the customers of the tobacco products received any gift from the company during the last three months through the retailers. In response in the pre-assessment 20% respondents said that tobacco companies gave free sample and gift to the customer through them; however in the post-assessment 6% of the respondents said that tobacco company gave free sample and gift to the customer during the last 3 months (Table-3).

Sponsorship

As per the Tobacco Control Act 2005 tobacco industry was not allowed to contribute any donation, prize, scholarship or sponsor any event intended for advertising or promotion of tobacco products; however some evidence were found in favor of tobacco industry sponsorship. In the pre assessment at Naogaon district two incidence of sponsorship in the name of Corporate Social Responsibility (CSR) were noted; however in the post assessment there were no such incidence was noticed.

Enforcement of TAPS Ban: The Best Practice

The 'Tobacco Advertisement, Promotion and Sponsorship' (TAPS) is banned in Bangladesh. However the tobacco industry is continuing TAPS, either violating the law, or by using loopholes present in the law.

A model on enforcement of TAPS ban was tested at Naogaon, a North-Western district of Bangladesh. Public awareness was created using media. Advocacy meetings were held with stakeholders including business community, civil society, media and civil administration. Dedicated mobile courts operated regularly to enforce tobacco control law including TAPS ban. The model was evaluated through pre and post implementation survey by independent organization.

The implemented model confirms that, TAPS can be substantially reduced through creating awareness, doing advocacy with stakeholders and through regular enforcement drive by competent authority.



Figure 8: A shopkeeper removing flyers with advertisement voluntarily

Distribution of free sample and surrogate advertisement: A case study

During post assessment in Patnitola Upazila bus stop bazaar, few match boxes named 'DERBY' was found. This brand of match box was quite uncommon and are not available in the market. The brand name of the match box was printed replicating 'Derby' cigarette brand and health warning was also printed on the match box. The monitoring team wanted to purchase one match box, but the shopkeeper Mr. Salim said that the match box was not for sale. He informed that, tobacco company's Product Promoters (PP) distributed these match boxes with free samples of Derby cigarette. He also informed that nine to ten persons are working as PP in Patnitola Upazila. They target the smokers from the point of sale and give them a free sample of the specific brand of cigarette along with the attractive match box and keep the consumer's mobile phone number for further follow up. They usually target the young and new smokers.

This is a violation of the Tobacco Control Act (Section-5.1, cha) to produce and distribute any pack of other products alike the pack of tobacco products.



Figure 9: Surrogate advertisement using safety match box (on the right). Cigarette pack shown on the left.

Conclusion

TAPS can be effectively controlled through creation of public awareness, advocacy with stakeholders, regular monitoring and law enforcement drive by competent authority.

Way forward

- The NTCC will test the model in one other part of Bangladesh with different geo-social environment. The findings will be disseminated at national level to policy makers in order to incorporate enforcement of TAPS ban comprehensively in tobacco control policy.
- Mass awareness about the provisions of TAPS ban will be created to prevent industries from TAPS.
- Capacity building of the law enforcing agencies to enforce the provisions of the law regarding TAPS ban will be done by NTCC.
- Local government representatives, media and government officials will be informed about the tobacco industry tactics of TAPS.
- District and Upazilla taskforce committees will be encouraged to be more active.

Annex 1. Check list

Naogaon: A Model District on Tobacco Advertisement, Promotion & Sponsorship (TAPS) Ban

Check-list to monitor TAPS

Background Information

ID of enumerator	
Name of enumerator	
Name of district	
Name of upazila	
Name of the road	
Date of observation	
Time observation started	
Point where observation started *	
Point where observation ended *	

* The enumerator will draw a street map on back of sheet showing start and end point

Advertisement of tobacco products noted in general (in places other than in shops selling tobacco products)

Type of advertisement	Tally	Total
Billboard		
Signboard		
Poster		
Wall writing		
Banner		
Others (specify)		

Advertisement of tobacco products noted in shops selling tobacco products

- ID of shop (given by enumerator):
- Type of shop:

☐ Predominantly sale tobacco product
 ☐ Sale tobacco along with other items
- Is the shop made resembling pack of a particular tobacco product /painted in brand colour?

☐ Yes
 ☐ No

 If yes, which brand?
- Is there any poster having advertisement of a tobacco product fixed in the shop?

☐ Yes
 ☐ No
- Are there flyers/ small flags having advertisement of a tobacco product decorating the shop?

☐ Yes
 ☐ No
- Is the shop decorated with packs/ sculptures made of packs of tobacco products for advertisement purpose?

☐ Yes
 ☐ No
- Do the shop has a signboard painted in a tobacco product brand colour/ with logo or advertisement of a product or tobacco company?

☐ Yes
 ☐ No
- Any other form of advertisement of tobacco product/ tobacco company noted? Please describe -

Annex 2: Questionnaire

Questionnaire on TAPS (To be asked to randomly selected shopkeepers)

ID of enumerator	
Name of enumerator	
ID of shop	

1. What the shop is predominantly made of?
☐ Bamboo ☐ Tin ☐ Brick ☐ Box shop supplied by tobacco company
If supplied by tobacco company: which one?
2. Have you received any gift/ incentive from tobacco companies as an incentive for promoting their product within last three months?
☐ Yes ☐ No
If yes, which companies?
3. Has any tobacco company distributed gifts (like free samples, safety match, T shirt, watch, torch light, utensil etc) to tobacco product buyers through you in last three months in order to promote their products?
☐ Yes ☐ No
If yes, please detail-
4. Has any tobacco company arranged lottery in last three months to promote their products?
☐ Yes ☐ No
If yes, please detail-
5. Has any tobacco company sponsored any programme/ tournament in last three months?
☐ Yes ☐ No
If yes, please detail-

Annex 3. Copy of poster prepared to create public awareness in project area



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