IMPLEMENTATION OF THE WHO
FRAMEWORK CONVENTION
ON TOBACCO CONTROL
IN TANZANIA
2007 - 2012

A SHADOW REPORT
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ACRONYMS AND ABBREVIATIONS

- ACS  American Cancer Society
- ATCC  Africa Tobacco Control Consortium
- CL  Confidence limit
- COP  Conference of the Parties
- CEO  Chief Executive Officer
- FCA  Framework Convention Alliance
- FCTC  Framework Convention on Tobacco Control
- GYTS  Global Youth Tobacco Survey
- ITGA  International Tobacco Growers Association
- JNIA  Julius Nyerere International Airport
- JTI  Japan Tobacco International
- LHRC  Legal and Human Rights Centre
- MAFC  Ministry of Agriculture, Food Security and Co-operatives
- MFEA  Ministry of Finance and Economic Affairs
- MHA  Ministry of Home Affairs
- MHSW  Ministry of Health and Social Welfare
- MITM  Ministry of Industries, Trade and Marketing
- MNH  Muhimbili National Hospital
- MP  Member of Parliament
- NATCSP  National Tobacco Control Strategic Plan
- NCDS  Non Communicable Diseases
- NEMC  National Environmental Management Council
- POS  Point of Sale
- SDS  Sudden Death Syndrome
- TAA  Tanzania Airport Authority
- TACTC  Technical Advisory Committee on Tobacco Control
- TBS  Tanzania Bureau of Standards
- TCC  Tanzania Cigarette Company
- TPHA  Tanzania Public Health Association
- TPRA  Tanzania Tobacco Products Regulation Act
- TTCF  Tanzania Tobacco Control Forum
- WB  World Bank
- WHO  World Health Organisation
- WNTD  World No Tobacco Day
EXECUTIVE SUMMARY

The history of tobacco control in Tanzania dates back to 2003, when the country enacted the Tobacco Products (Regulation) Act, 2003 (TPRA, 2003), whose main objective is to reduce tobacco use and its consequent harm by “Protecting persons under 18 and other non-smokers from inducements to use tobacco products”. However, TPRA (2003) is flawed, with loopholes that give a leeway to the tobacco industry to continue its advertising, promotion and sponsorship activities that have resulted into increasing tobacco use, especially among the youth.

Tanzania also ratified the World Health Organisation (WHO) Framework Convention on Tobacco Control (FCTC) in 2007 and, Tanzania Tobacco Control Forum (TTCF) and partners played a significant role during the FCTC ratification process, by educating and sensitising Members of Parliament (MPs) and, changing their perception that tobacco was vital for the country’s economy. The need for having a legislation that conforms to the requirements of the FCTC was also emphasised. However, six years after ratification of the FCTC, Tanzania is yet to come up with an effective legislation. There are reasons to believe that the tobacco industry might be behind the delay in introduction of the legislation.

Through intensified advocacy campaigns by TTCF and partners, the majority of the public is now aware of tobacco hazards and, continued education and sensitisation of tobacco farmers has enabled them to adopt alternative crops to tobacco - registering great improvement in their socio-economic status. Surveys have also indicated that more than 70% of all farmers are willing to switch from tobacco to other crops, if assured of sustainable markets. The government should take advantage of these positive developments and enact a law that complies with the requirements of the FCTC in order to safeguard public health.

This Shadow report reviews selected Articles of the FCTC, namely, 5.0, 5.3, 6, 8, 9 and 10, 11, 12, 13 and, 17 and 18, to assess Tanzania’s position in implementation of the FCTC six years after its ratification.

Section one of the report introduces the general position of tobacco control in Tanzania. The section highlights on the rising trend of tobacco use particularly among the youth mostly aggravated by the increasing advertising, promotion and sponsorship of tobacco products by the tobacco industry.

The section also indicates the methodology that was used to gather information presented herein. This report was prepared by using observational data in accordance with the Framework Convention Alliance (FCA) protocol; while secondary information was collected from different sources within the country.
Section two reviews the status of the selected FCTC Articles by highlighting the successes and failures as follows:

**Article 5.0: General Obligations**

Parties are required to develop, implement, periodically update and review comprehensive multisectoral national tobacco control strategies, plans and programmes in accordance with the FCTC.

Results indicated that, Ministry of Health and Social Welfare (MHSW) tried to fulfil its obligation by; establishing the Non Communicable Diseases (NCDs) Unit that also oversees tobacco control; established the Technical Advisory Committee on Tobacco Control (TACTC) and, prepared a five year (2010 – 2015) National Tobacco Control Strategic Plan (NTCSP). However, neither the TACTC nor the NTCS have been funded, hence, no activity has been effected.

**Article 5.3: Tobacco industry interference**

The FCTC requires Parties to protect public health policies with respect to tobacco control from tobacco industry interference.

The report indicates that the tobacco industry has taken advantage of the weak and flawed TPRA (2003) to continue its advertising, promotion and sponsorship activities. The industry has also been using tobacco farmers as a scapegoat claiming that, effective tobacco control measures will result into loss of revenue both to the government and the farmers. In addition, Tanzania has lately been used as a platform for other tobacco growing African countries, to oppose tobacco control both at national and international level; all of which have had negative impacts on tobacco control policies. The tobacco industry has also up-scaled it corporate social responsibilities, all in violation of Article 5.3.

**Article 6: Price and tax measures to reduce demand for tobacco**

The FCTC requires Parties to recognise that price and tax measures are an effective and important means of reducing tobacco consumption by various segments of the population, in particular young persons.

While the World Health Organisation (WHO) recommends a 70% excise tax, a study carried out in 2010 indicated that, Tanzania had 14.56%, among the lowest within AFRO member states. A simulation model also indicated that, a mere annual 10% real increase in excise tax over five years would result in a decline in aggregate consumption of between 8.4% and 13.1% by 2016; a decline in smoking prevalence of between 4.3% and 6.8%, corresponding to a decline in the number of smokers of between 115 307 and 181 792 by 2016; an increase in excise tax collections of between 39.9% and 47.5% by 2016 and, between 40 358 and 63 627 cumulative lives saved.

**Article 8: Protection from exposure to tobacco smoke**

The FCTC requires that Parties recognise that scientific evidence has unequivocally established that exposure to tobacco smoke causes death, disease and disability.

The study indicated that TTCF and partners have carried out serious sensitisation campaigns and that the majority of the public are
aware of the hazards of second hand smoke and people now complain when others smoke in public places. However, there is no serious enforcement of Article 8 due to lack of an effective legislation.

**Article 9 and 10: Tobacco products regulation and disclosure**

Parties are required to adopt and implement effective legislation for testing, measuring and regulation of the contents and emission of tobacco products and, to require manufacturers to disclose such contents and emissions.

The study showed that, although Tanzania has not addressed Articles 9 and 10, some brands of cigarettes manufactured for export complied with disclosure of contents as required by the importing countries, while similar brands made for local consumption do not.

**Article 11: Packaging and labelling of tobacco products**

Parties are required within a period of three years after entry into force of the FCTC, to ensure that tobacco product packaging and labelling carry health warnings describing the harmful effects of tobacco.

The study indicated that, six years after FCTC ratification, Tanzanian cigarettes did not carry effective health warnings as required.

**Article 12: Education, communication, training and public awareness**

Article 12 requires that Parties promote and strengthen public awareness of tobacco control issues.

The study showed that, TTCF and partners in collaboration with the MHSW and WHO country office have been carrying out intensive education and sensitisation campaigns to inform the public on the harmful effects of tobacco and, that the majority of the people are now aware of tobacco hazards.

**Article 13: Tobacco advertising, promotion and sponsorship**

Parties are required to undertake a comprehensive ban of all tobacco advertising, promotion and sponsorship to reduce consumption of tobacco products.

Results indicated that, the tobacco industry has stepped up its advertising activities, outdoor, at points of sale (POS) and brand stretching and, promotion and sponsorship campaigns in an effort to counter increasing tobacco control advocacy campaigns.

**Article 17 and 18: Provision of support for economically viable alternative activities and protection of the environment and health of persons**

Parties are required to promote economically viable alternatives for tobacco workers, growers and as the case may be, individual sellers and to protect the environment and health of persons in respect to tobacco cultivation and manufacture.

The study showed that although Tanzania is one of the world’s leading producers of tobacco leaf, the country remains poor with a GDP per capital of only $1,300 with tobacco farmers getting poorer due to bad contracts imposed on them by the tobacco
industry. Results also showed that increased tobacco farming has resulted into increased child labour and human trafficking and, desertification that has resulted in decreased rainfall and water sources. On the other hand, the study showed that, increased sensitization has enabled more farmers to adopt alternative crops registering improvement in their social economic status. Surveys also showed that, more than 70% of tobacco farmers preferred alternative crops if assured of sustainable markets.

Section three covers the general conclusions and recommendations and the way forward. It is recommended that, for Tanzania to be able to achieve effective tobacco control, a Tobacco Control Act that confirms to the requirements of the FCTC need to be enacted as a matter of urgency; assist tobacco farmers to adopt alternative livelihoods while securing sustainable markets for their produce and, finally, protect tobacco control policies from interference by the tobacco industry.
SECTION 1
INTRODUCTION

Tobacco control efforts in Tanzania dates back to 2003 when government enacted the Tobacco Products (Regulation) Act, 2003 (TPRA, 2003).

The main objectives of TPRA (2003) are:

i) Protecting persons under eighteen and other non-smokers from inducement to use tobacco products;

ii) Protecting non-smokers from exposure to tobacco smoke;

iii) Ensuring that the population is adequately informed about the risk of using tobacco products and exposure to second hand smoke and, about the benefits of quitting smoking

iv) Ensuring that tobacco products are modified to reduce harm to such an extent as may be technologically and practically possible; and

v) Promoting a climate that will lead to a smoking-free atmosphere in all walks of life.

However, TPRA (2003) is flawed with loopholes that give advantage to the tobacco industry. Among the loopholes are:

1) Setting up of special smoking rooms in all smoke-free areas
2) Allowing the underage to furnish tobacco products if they are working or associated to the family farm, estate or shop
3) Allowing advertisement of tobacco products as long as there is a health warning
4) Allowance to offer free tobacco products samples to smokers and;
5) Allowance for “donation for a good cause” by the tobacco industry to health, social, educational, religious and other institutions.

Another important criticism concerns the language of the law, which is deemed to be vague and obscure and, combined with the absence of follow-up regulations to establish concrete actions, hinders the actual effective implementation of the law (1).

The TPRA (2003) seems to be at odds with the previous Tanzanian legislation protecting the tobacco industry. The Tanzania Tobacco Board, established in 2001 by the Tobacco Industry Act (8), is a government body tasked with advising on measures to support the proper development and promotion of the tobacco industry. Some of its responsibilities include the promotion of a conducive environment for the tobacco industry (i.e. fair competition); the establishment of regulations for the control of tobacco pests and diseases, as well as for the preservation of the environment; the support of research and development on issues related to the tobacco industry; the regulation and enforcement of quality standards for tobacco products; the collection and dissemination of information on the tobacco industry; and the regulation of matters related to the farming, processing, marketing, transportation, export and storage of tobacco (2).

Although systematic nationwide data on smoking prevalence rates for tobacco use are currently unavailable, several studies have been carried out in different parts of the country.

A 1998 population-based study in the urban area of Ilala District, Dar es Salaam Region, found that the age standardized prevalence (based on new world population structure) was 27.0% (95% confidence limit (CI) 20.8% to 33.2%) in men and 5.0% (95% CI 2.8% to 7.2%) in women (3). These results compare to lower prevalence from a 1987-89 study in Dar es Salaam, which reported rates of 20% for men and 3.8% for women (3);
while studies undertaken in rural areas also show comparable rates in women (2-4%) but much higher and much lower prevalence in men, depending on the region (43% in Kilimanjaro, 28% in Morogoro and 8.6% in Mara) (3). The Global Youth Tobacco Survey (GYTS) of 2003 indicated that, 8 to 10 percent of students used any form of tobacco, 2 to 3 percent were current cigarette smokers and 6 to 8 percent used other forms of tobacco (4). On the other hand, the GYTS carried out in 2008 (5) among students in selected regions of Tanzania gave the following results:

- Ever smoked cigarettes: Arusha, 6.2 percent; Dar es Salaam, 9.2 percent; Kilimanjaro, 14.1 percent;
- Current users of cigarettes: Arusha, 1.7 percent; Dar es Salaam, 2.6 percent; Kilimanjaro, 3.6 percent;
- Ever users of any tobacco products: Arusha, 10.6 percent; Dar es Salaam, 7.6 percent; Kilimanjaro, 10.9 percent;
- Current users of other tobacco products: Arusha, 6.0 percent; Dar es Salaam, 5.7 percent; Kilimanjaro, 8.7 percent.

An analysis of the 2004/2005 Tanzanian Demographic Health Survey (6) reported the following:

- Percentage of males smoking cigarettes: 21%.
- Percentage of males smoking other tobacco: 1%.
- Number of cigarettes per male smoker: 4.3.
- Percentage of females smoking cigarettes: 0.5%.
- Percentage of females smoking other tobacco: 1%.
- Number of cigarettes per female smoker: 3.3.

Realising the globalisation of the tobacco epidemic, the World Health Organisation (WHO) developed the Framework Convention on Tobacco Control (FCTC). The WHO FCTC is the first treaty negotiated under the auspices of the WHO; an evidence based treaty that reaffirms the right of all people to the highest standard of health (7).

Tanzania ratified the WHO FCTC in April 2007 and Tanzania Tobacco Control Forum (TTCF) played a significant role during the FCTC ratification process by educating and sensitising Members of Parliament (MPs), and changing their perception that tobacco was vital for the country’s economy.

After FCTC ratification, TPRA (2003) was reviewed to ensure that it conforms to FCTC requirements. However, after the review, it was clearly demonstrated that the law has loopholes and TTCF and partners advised Ministry of Health and Social Welfare (MHSW) accordingly. The Ministry then decided to enact a new, FCTC compliant law instead of trying to improve a flawed one. TTCF has been working closely with MHSW to ensure production of a good law. This law was to be tabled in parliament in November 2009 and was expected to have been enacted by February 2010. To-date, the bill is yet to be tabled in parliament.

Article 23 of the FCTC establishes the Conference of the Parties (COP) that requires Parties to meet regularly to review progress on the implementation of the treaty; while Article 21 requires Parties to submit to the COP, through the Secretariat, periodic reports on its implementation of the Convention. Tanzania submitted its first report at COP4 in 2009 and, the second one is in preparation for submission at COP5.

Tanzania Tobacco Control Forum (TTCF) and partners have continued to support MHSW efforts in tobacco control, by sensitising and educating the public about the hazards of tobacco and the need to adopt effective tobacco control policies. Through sustained media coverage and community mobilisation, public opinion in Tanzania is now strongly in favour of effective tobacco control and, more than 70% of tobacco farmers in southern Tanzania have adopted alternative crops and, registered improvement in their socio-economic status.
However, as the campaigns gained tempo, the tobacco industry came up with countermeasures to try to weaken these campaigns. The industry has stepped up its tobacco advertising countrywide and increased its promotional and sponsorship activities. Efforts have also been made to ensure that highly placed pro-tobacco government officials and MPs are hooked.

This Shadow Report intends to bring to light the current tobacco control status in Tanzania, by addressing selected Articles of the FCTC, namely, 5.0, 5.3, 6, 9 and 10, 11, 13 and, 17 and 18; indicating shortfalls and challenges and, finally, recommendations on the best approaches for Tanzania to be able fulfill its obligations towards implementation of the WHO FCTC.

METHODOLOGY

This report was prepared using two sets of data; observational data collected for the FCA Shadow Report Programme addressing Articles 11, 13, 6 and 5.3 and, data collected for the National Shadow Report addressing Articles 17 and 18. Secondary information was also collected to assess the implementation of additional selected Articles of the FCTC.

Observational data gathering

Surveys were carried out in Dar es Salaam, a major commercial city with an approximate population of 4m people, Morogoro, a medium sized city with a population of 206,868 people and Tabora with a population of 127,880 people (2002 census)

FCTC Article 13: Tobacco advertising, promotion and sponsorship

Observational data was gathered in accordance with the Framework Conventional Alliance (FCA) protocol at point of sale (POS) advertising; outdoor advertising and, print media advertising

FCTC Article 11

Packets and single sticks of both popular and discount brands of cigarettes were photographed to indicate packaging and labelling.

FCTC Article 6

Prices of cigarettes were determined by purchasing the most popular and popular discount brands of cigarettes both as packets and single sticks. Purchases were made from formal and informal vendors, in all the three walking tours. Data from an earlier study on Tobacco Taxation in Tanzania was also used.

FCTC Article 5.3

Information on violations of Article 5.3 was collected from government offices, namely MHSW, Ministry of Agriculture, Food Security and Co-operatives (MAFC), WHO and others. In addition, TTCF has a collection of information from newspapers and advertisements that was also used. Members of the TTCF Media Wing were also contacted for information.

FCTC Article 17 and 18

TTCF has been working with tobacco farmers since 2006. Therefore, in the course of time, TTCF has collected evidence-based information needed for its advocacy campaigns. More visits were made to two major tobacco growing areas, namely Ruvuma Region in southern Tanzania and Tabora Region in the mid-western part of Tanzania.
SECTION 2

FCTC Article by Article Review

Article 5: General Obligations

Parties to the FCTC are required to:

1. Develop, implement, periodically update and review comprehensive multisectoral national tobacco control strategies, plans and programmes in accordance with the FCTC

2. In accordance with capabilities:
   a. Establish or reinforce and finance a national coordinating mechanism or focal points for tobacco control; and
   b. Adopt and implement effective measures to prevent and reduce tobacco consumption, nicotine addiction and exposure to tobacco smoke

3. Protect public health policies with respect to tobacco control from tobacco industry interference

4. Co-operate with other Parties in the formulation of proposed measures, procedures and guidelines for the implementation of the FCTC

5. Co-operate as appropriate, with competent international and regional intergovernmental organisations and other bodies to achieve the objectives of the FCTC and:

6. Co-operate with other Parties to raise financial resources for effective implementation of the Convention through bilateral and multilateral mechanisms

Status

Tanzania ratified the FCTC in April 2007 and, although it was proposed that a new law that is FCTC compliant be enacted, to-date, the Bill is yet to be tabled in parliament.

However, MHSW has tried to fulfil some of its obligations by:

- Establishment of the Non Communicable Diseases (NCDs) Unit under which tobacco control falls and, appointment of a Desk Officer who among other issues deals specifically with tobacco control

- Establishment of the Technical Advisory Committee on Tobacco Control (TACTC), with members from relevant ministries and other institutions, namely, MHSW, MAFC, Ministry of Finance and Economic Affairs (MFEA), Ministry of Industries, Trade and Marketing (MITM), Ministry of Home Affairs (MHA) - Department of Immigration Services, Muhimbili National Hospital (MNH), TTCF, Tanzania Public Health Association (TPHA), Tanzania Revenue Authority (TRA), Legal and Human Rights Centre (LHRC), National Environmental Management Council (NEMC), Tanzania Bureau of Standards (TBS) and the Government Chemists.

The main purpose of TACTC is to provide a consultation forum that can effectively address the technical dimensions of the articles of the FCTC and also provide technical inputs in translating the articles into country specific intervention and implementation. However, the TATC has not been functional due to lack of financial support from MHSW as stipulated.
• The MHSW in collaboration with local non-governmental organisations (NGOs) prepared a Five Year National Tobacco Control Strategic Plan (NTCSP) - 2010 – 2015, which was followed by the TTCF Strategic and Work Plans, in line with the NTCSP.

However, the NTCSP has not been funded and so most of its activities have not taken place. The TTCF Strategic and Work Plans have not been substantially funded either, so very few activities have been implemented.

Members of the Technical Advisory Committee on Tobacco Control
**Article 5.3: Tobacco industry interference**

Tanzania enacted the TPRA (2003) which has loopholes because the tobacco industry was involved as “stakeholder” during its formation. In addition, Tanzania ratified the FCTC in April 2007. In accordance with the requirements of the FCTC, TPRA (2003) should have been reviewed by now or a new compliant law should have been put in place. To-date, Tanzania does not have a law that compliance to the requirements of the FCTC.

The tobacco industry has been using tobacco farming as a scapegoat claiming that, effective control measures will result into loss of revenue both to the government and the farmers. Tanzania has also been used as a platform for other tobacco growing African countries, to oppose tobacco control both at national and international level as indicated in the chronology of events below:

i) **June 2010:** International Tobacco Growers Association (ITGA) held the first African Regional meeting in Zanzibar to strategise on appealing to the World Trade Organisation (WTO) against Canada-led efforts to implement the draft guidelines for Articles 9 and 10 of the FCTC, that recommend countries “restrict or prohibit” flavourings added to tobacco to make it more palatable, especially to young smokers and potential smokers.

ii) **August 2010:** Tanzania led African countries at the WTO meeting in Geneva to protest against implementation of the proposed guidelines for Articles 9 and 10. The delegation was backed by the Tanzania Ambassador and Permanent Representative in Switzerland.

iii) **November 2010:** At COP4, the Tanzania delegation had one of the highest number of tobacco industry representatives and the MHSW delegate opposed the guidelines for Articles 9 and 10, claiming that he was “acting under instructions”

iv) **November 2011:** The Vice President of Elimination of Child Labour in Tobacco growing (ELCT) launched a special project for Urambo District (one of the major tobacco growing areas) titled Promoting Sustainable Practices to Eradicate Child Labour in tobacco (PROSPER). The launching was officiated by the Minister for Labour and Employment. ELCT is a partnership between ITGA, International Union of Food and Allied Workers’ Association and, BAT, Alliance One International, Inc., Altria’s tobacco companies, Philip Morris USA, ITI, JTI, PMI, Scandinavia Tobacco Group, Swedish Match and Universal Corporation; all these are tobacco manufacturing and distributing companies.

v) **November 2011:** For the first time, ITGA held its Annual General Meeting in Tanzania; the meeting was opened by the Minister for Agriculture, Food security and Co-operatives. In his speech, the Minister praised tobacco as the only sector that advocates environmental preservation and mentioned the various advantages of tobacco over other alternative means of livelihood that enjoy high price stability with guaranteed market.

However, in 2010/2011 alone, Urambo District in Tabora Region lost 1,317,648 m$^3$ trees worth USD 10,541,184, due to tobacco curing; resulting in diminishing water sources and rainfall; the district is also among the poorest in the country.
vii) September 2012: ITGA issued a statement titled “Tobacco farmers unite in condemning WHO’s plan to threaten 30 million jobs”; the statement has been circulating in different media houses in Tanzania.

Corporate social responsibility: Selected newspaper articles

**Daily News, 26th May 2010: Alliance One Tobacco donates to grassroots projects**

Alliance One Tobacco has stepped up its corporate social responsibility profile in tobacco growing areas by donating TZS 69.83 million for various community development projects in tobacco growing areas.

*By Daily News Reporter*

**Daily News, 9th June 2010: Tobacco Company to send workers for World Cup**

Tanzania Tobacco Leaf Company (TLTC) in collaboration with Universal Leaf Africa (ULA) will send four employees to the world cup in South Africa.

*By Daily News Reporter*

**The Guardian – Business & Finance, 29th September 2010: Iringa tobacco farmers hailed for forming co-ops**

TANZANIA Leaf Tobacco Company (TLTC) has lauded tobacco farmers in Iringa Region for forming co-operatives hence enabling them to cope with government reforms in the industry.

Meanwhile, TLTC donated items worth TZS 3.4 million to Magubike Secondary School, in Iringa Rural District.

*By Correspondent*

**The Guardian, 21 October 2010: TCC sponsors 40 police officers to IACP conferences**

The Tanzania Cigarettes Company (TCC) has sponsored three senior Police Officers to attend the International Association of Chief of Police Conferences (IACP) to be held in the US. The company has sponsored 40 officers to such conferences since 2001.

The company also handed over TZS 10 million worth of computers to the Commissioner of police on behalf of Dodoma Regional Police Commander.

*By Correspondent*

**The Guardian, 15th December 2010: Tobacco firm donates 6.3 million/-books to storm-hit school in Morogoro**

The Tanzania Tobacco Processors Limited (TTPL) has donated textbooks worth 6.372 million to Misufini Primary School in Morogoro Municipality in implementation of its best trade practices policy; after the school buildings were hit by a storm.

*By Correspondent*

**The Citizen, 19 December 2011: Tobacco seven schools**

The Morogoro-based tobacco processing, buying and selling company, Alliance One Tobacco Tanzania Limited has donated items worth over Sh20 million to seven secondary and primary schools.

By Correspondent

**The Guardian: 6th September 2012**

Women artists get jack up from cigarette firm

Tanzania Cigarette Company (TCC) has pledged more support to local artists, besides calling for full involvement of women in the growing industry.

The exhibition that aimed at empowering women artists was attended by the TCC Chairman and CEO Majd Abdou, Japanese Ambassador, Masaki Okada, Alliance Française Country Director Sullivan Benetier.

The 10 women who participated in the workshop were selected from University of Dar es Salaam art students and several others who had never worked with metals before.

*By Correspondent*
Article 6: Price and tax measures to reduce demand for tobacco

The FCTC requires Parties to recognise that price and tax measures are an effective and important means of reducing tobacco consumption by various segments of the population, in particular young persons. Research from other developing countries has shown that tax and price increases encourage people to stop smoking, prevent others from starting smoking, discourage ex-smokers from starting smoking again and increase government revenue; a win-win scenario for the government, in terms of enhancing public health and increasing revenue (8) (9).

Tanzania has an excise tax burden lower than most AFRO member countries and has some of the cheapest cigarettes in the region. Clearly, Tanzania lags its peers in terms of tobacco tax policy, as can be seen in Fig 1.
Between 2009 and 2011, TTCF in collaboration with American Cancer Society (ACS) carried out a Tobacco Taxation Study. Results indicated that, in 2010/11, the excise tax of the most popular brands was TZS 293 per pack or 14.65% of the retail price (WHO recommends that this be at least 70%) (8). Through a simulation model, it was determined that, a mere annual 10% real increase in excise tax over five years would give the following results:

i) A decline in aggregate consumption of between 8.4% and 13.1% by 2016
ii) A decline in smoking prevalence of between 4.3% and 6.8%, corresponding to a decline in the number of smokers of between 115,307 and 181,792 by 2016
iii) An increase in excise tax collections of between 39.9% and 47.5% by 2016
iv) Between 40,358 and 63,627 cumulative lives saved

From the results, it was recommended that:

i) Larger tax increases would have even greater declines in consumption, smoking prevalence and number of smokers, and larger increases in the number of lives saved and government revenue
ii) A reduction in domestic consumption will not harm exports
iii) Excise taxes on all tobacco products should be increased simultaneously in order to ensure smokers do not switch to cheaper cigarettes or other forms of tobacco
iv) Increased government revenue can be directed to tobacco control programmes to alleviate tobacco-related diseases

Tanzania should follow the WHO and World Bank (WB) recommendations of increasing tobacco taxes to significant levels in order to enhance public health and increase government revenue.

Article 8: Protection from exposure to tobacco smoke

The FCTC requires that Parties recognise that scientific evidence has unequivocally established that exposure to tobacco smoke causes death, disease and disability.

Second hand smoke or passive smoking cause disease, disability, and death; in children, it causes Sudden Death Syndrome (SDS), middle ear infections and exacerbation of asthma. There is no safe level of exposure to second hand smoke. Scientific and engineering evidence have clearly established that the only means of protection is the complete elimination of smoking in a given space. Benefits of smoke-free environments include improved health and reduced health care expenditures by government and families, reduced tobacco consumption and increased worker productivity. Smoke-free policies have high rates of public support and compliance. http://www.tobaccofreecenter.org/fact_sheets

Through serious sensitisation by TTCF and partners, the majority of the public area now aware of the hazards of second hand smoke and people now complain when others smoke in public places.

However, there is no serious enforcement of Article 8 due to lack of an effective legislation.

Tanzania Tobacco Control Forum in collaboration with MHSW convinced the Tanzania Airport Authority (TAA) to declare their airports smoke-free. The declaration was fulfilled on World No Tobacco Day (WNTD) 31 May 2007 and renewed again on WNTD 31 May 2012. All airports in Tanzania will continue to be smoke-free.
smoking area within the terminal building”, that never existed!

However, TTCF intervened again and on WNTD 31 May 2012, TAA announced again that all airports were smoke-free and that, the Camel kiosks will be removed when the contract expires; promised to remove the ashtrays, remove the smoking table at the entrance of Flamingo restaurant, remove tobacco on the menu and change the passenger announcement.

A Camel billboard by the parking area at Julius Nyerere International Airport
Implementation Of the WHO Framework Convention on Tobacco Control in Tanzania

A camel cigarette kiosk and ash tray at Julius Nyerere International Airport

Smoking table at entrance to Flamingo Restaurant (L) before intervention (R) after intervention

Tobacco on the Flamingo restaurant menu
World No Tobacco Day 31 May 2012 at JNIA with a smoke-free banner in the background
Article 9 and 10: Tobacco products regulation and disclosures

Article 9 requires that Parties in consultation with competent international bodies adopt and implement effective legislation for testing and measuring the contents and emission of tobacco products and for regulation of these contents and emissions.

Article 10 requires that Parties adopt and implement effective legislation requiring manufacturers and importers of tobacco products to disclose to government and the public information about the contents and emissions of tobacco products.

Tanzania has not addressed these two articles; however, it is interesting to note that some cigarette brands manufactured for export disclose contents as required by the importing countries, while similar brands made for home consumption do not.

WNTD 31 May 2012: Students’ demonstration demanding a smoke-free airport

Sweet Menthol for export to Mozambique Displaying contents and larger health warnings
There is need of harmonising all cigarettes manufactured in Tanzania, to ensure disclosure of contents and emissions.

**Article 11: Packaging and labelling of tobacco products**

Parties are required within a period of three years after entry into force of the FCTC, to ensure that tobacco product packaging and labelling carry health warnings describing the harmful effects of tobacco and ensure that:

a) Tobacco product packaging and labelling do not promote a tobacco product by any means that are false, misleading, deceptive or likely to create an erroneous impression about its characteristics, health effects, hazards or emissions, including any term, descriptor, trademark, figurative or any other sign that directly or indirectly create the false impression that a particular tobacco product is less harmful than other tobacco products; including terms like “low tar”, “light”, “ultra light” or “mild”; and

b) Each unit packet and package of tobacco products and any outside packaging and labelling of such products also carry health warnings describing the harmful effects of tobacco use.

Although Tanzania entered into force of the FCTC six years ago, it is yet to implement the requirements of Article 11. However, it is interesting to note that, while certain foreign brands of cigarettes carry strong health warnings as required by the importing countries, similar brands imported into Tanzania do not, as seen in the pictures below:
Implementation Of the WHO Framework Convention on Tobacco Control in Tanzania

Dunhill made for Tanzania (L) and Dunhill made for Australia (R)

Marlboro made for Australia (L) and Marlboro made for Tanzania (R)
Effective health warnings and disclosure of ingredients and emissions motivate smokers to quit and remain non-smokers. They also discourage non-smokers from starting smoking. Health warnings provide important information to users, have extensive reach and are a cost-effective public health intervention. Tanzania should implement Article 11 to safeguard the health of its people.

**Article 12: Education, communication, training and public awareness**

Article 12 requires that Parties promote and strengthen public awareness of tobacco control issues, using all available communication tools, as appropriate and, adopt effective legislation to ensure its success. Tanzania Tobacco Control Forum and partners in collaboration with the MHSW and WHO country office have been carrying out intensive education and sensitisation campaigns to inform the public on the harmful effects of tobacco. TTCF also formed the Youth and Media Wings that have been a boost to these campaigns.

**Illegible health warning labels on Tanzania cigarettes**

**MPs' sensitisation seminars**
Implementation Of the WHO Framework Convention on Tobacco Control in Tanzania

Faith based organisation leaders’ seminar

Development partners’ seminar

TTCF members’ training seminar

Tobacco control champions’ seminar

Media Wing seminar
Article 13: Tobacco advertising, promotion and sponsorship

Parties are required to recognise that a comprehensive ban on advertising, promotion and sponsorship would reduce the consumption of tobacco products. Parties are therefore required to undertake a comprehensive ban of all tobacco advertising, promotion and sponsorship. After TICF and partners intensified their tobacco control advocacy campaigns, the tobacco industry came up with countermeasures to try to weaken these campaigns. The industry has stepped up its tobacco advertising countrywide and increased its promotional and sponsorship activities. Tobacco advertising is thus very rampant throughout Tanzania as opposed to previous years. Efforts have also been made to ensure that highly placed pro-tobacco government officials and MPs are hooked.
Japanese Ambassador Hiroshi Nakagawa, JTI CEO Pierre de Labouchere and Minister for Trade, Industries and Marketing Dr C Chami cutting a cake in celebration of 50 years of Tanzania Cigarette Company: Mwananchi newspaper, 20/06/11

Point of sale advertising

A youth selling single stick cigarettes

A TCC supplied kiosk selling cigarettes & other items
Outdoor advertising

The tobacco industry has stepped up its advertising activities countrywide, along streets, major roads, at stations, hotels, bars and other areas.

“International standards” so says the billboard. Such adverts are scattered everywhere countrywide.
Embassy advertising at Ricks Cafe Morogoro

Embassy ashtray and mat at Ricks Cafe Morogoro

Embassy advertisement in Dar es Salaam
Tobacco Promotion

Brand stretching

Music festival advertisements
A daily paper announcing a music festival a day before TTCF & partners demonstrated against cigarette advertising in Dar es Salaam: Majira newspaper, 20/11/10

Tobacco Sponsorship

“A special programme to employ university graduates” says the billboard
Tanzania Cigarette Company initiated a special programme to employ graduates. There have been rumours that TCC provides free cigarette to these employees and even ask them to take to their friends; a tactic to lure the youth into smoking. Free cigarettes are also available in the TCC toilets!

Article 17: Provision of support for economically viable alternative activities

Parties are required to co-operate with each other and with competent international and regional intergovernmental organizations, promote, as appropriate, economically viable alternatives for tobacco workers, growers and as the case may be, individual sellers.

Article 18: Protection of the environment and health of persons

Parties are required in the course of their obligations, to agree to have due regard to the protection of the environment and the health of persons in relation to the environment in respect to tobacco cultivation and manufacture within their respective territories.

Tanzania is one of the world's leading producers of tobacco leaf. It is the 15th largest producer in the world and the 4th largest in Africa, behind Malawi, Zimbabwe and Mozambique (10). The area under tobacco production increased from 5,261 hectares in 1961, to 43,000 hectares in 2009, while production increased from 2,701 to 65,000 tons within the same period (10). According to the Tanzania Tobacco Board, the target was 100,000 tons by 2010. However, in spite of increased tobacco production, Tanzania remains a poor country with a GDP per capita of only $1,300 (11) with tobacco farmers getting poorer and the country turning into desert due to loss of large quantities of trees from tobacco curing. For example, Tabora Region, one of the major tobacco producing areas in Tanzania, within 2008/9 alone, 552,270m³ of trees worth USD 4,211,656 were cut; this figured increased to 1,317,648m³ worth USD 10,541,184 in 2010/11 (12). Increased tree felling has resulted in decreased rainfall and water sources. Women have had to travel long distances throughout the night in search of water, risking attacks from wild animals and some being raped.

Tobacco farmers of Mtonya village – Namtumbo houses in the background (2007)
The tobacco industry undermines farmers by giving them high priced inputs in terms of fertiliser, pesticides and seeds; with the hope of recovering these costs after sale. However, at selling, the industry lowers the grade and price of tobacco, leaving farmers without enough money to pay back the debt, let alone self sustainability and, hence, subjecting them to lifetime debt bondage. Farmers have had their items auctioned, including corrugated iron sheets from their houses due to failure of debt payment.

Namtumbo Ruvuma Region: roofless homes – corrugated iron sheets removed by tobacco industry for auction due to farmers’ failure to pay subsidy debts (2012)
Namtumbo Ruvuma Region - where a milling machine once stood now taken by tobacco industry due to failure of payment of subsidy debt – owner is a widow

Tobacco farmers do also suffer from health problems. For example, more than 75% smoke raw tobacco from their farms and are constantly sick from tobacco-related ailments; however, majority of them do not attend to hospitals due to lack of money.

Tobacco curing barns are not very safe either, due to accumulation of carbon monoxide generated during the curing process. Some farmers lose lives during the curing process.

Part of the family of the late Ally Hussein who died in the tobacco curing barn
He was the only bread earner for all these people - Namtumbo 2011
Tobacco child labour

Tobacco farming is also very labour intensive leaving no time for farmers to cultivate food crops. These farmers are therefore permanently hungry due to lack of sufficient food. Majority of the farmers’ children are forced to work in family farms and denied their right to attend school. Even those who attend school, performance is poor leading to poor exam results (Table 1).

### Table 1: School performance of children at Mtonya Primary School

<table>
<thead>
<tr>
<th>Year</th>
<th>No completed Std VII</th>
<th>Male (passed)</th>
<th>Female (passed)</th>
<th>% pass</th>
</tr>
</thead>
<tbody>
<tr>
<td>2002</td>
<td>55</td>
<td>4</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>2003</td>
<td>64</td>
<td>10</td>
<td>2</td>
<td>18.8</td>
</tr>
<tr>
<td>2004</td>
<td>45</td>
<td>11</td>
<td>9</td>
<td>44</td>
</tr>
<tr>
<td>2005</td>
<td>78</td>
<td>19</td>
<td>19</td>
<td>48.7</td>
</tr>
<tr>
<td>2006</td>
<td>59</td>
<td>24</td>
<td>10</td>
<td>57.6</td>
</tr>
<tr>
<td>2007</td>
<td>68</td>
<td>13</td>
<td>2</td>
<td>22</td>
</tr>
<tr>
<td>2008</td>
<td>83</td>
<td>40</td>
<td>9</td>
<td>59</td>
</tr>
<tr>
<td>Total</td>
<td>452</td>
<td>121</td>
<td>52</td>
<td>Av = 37%</td>
</tr>
</tbody>
</table>

Girls from tobacco growing families are also discouraged from doing well in class so that they do not continue with higher education and instead get married. Cases of school pregnancies are also high in these areas and, although it is illegal to make a school girl pregnant and the charge carries a 30 years prison sentence; majority of these pregnancies are not reported to police and families collude to help pregnant girls marry their culprits (Table 2).

### Table 2: Pregnancy incidences at Mtonya Primary School

<table>
<thead>
<tr>
<th>Year</th>
<th>No. pregnancies</th>
<th>No. reported to police</th>
</tr>
</thead>
<tbody>
<tr>
<td>2000</td>
<td>6</td>
<td>3</td>
</tr>
<tr>
<td>2001</td>
<td>3</td>
<td>0</td>
</tr>
<tr>
<td>2002</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>2003</td>
<td>7</td>
<td>5</td>
</tr>
<tr>
<td>2004</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>2005</td>
<td>7</td>
<td>0</td>
</tr>
<tr>
<td>2006</td>
<td>2</td>
<td>0</td>
</tr>
<tr>
<td>2007</td>
<td>8</td>
<td>0</td>
</tr>
<tr>
<td>2008</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Total</td>
<td>51</td>
<td>17</td>
</tr>
</tbody>
</table>

Teachers also abuse school children by forcing them to work in their own farms. For example, school children of Nangero Primary School, Namtumbo District were being forced to work in the head teacher’s farm, in the morning and attend classes in the afternoon! The children would not return to school until they had finished their allocated day’s work! The farm was five kilometres away and, children had to trek through thick dangerous bushes.
Left behind to finish their day’s work

Back to school after a day’s work
“bridge” normally overflows when it rains

Back to school after a day’s work

Waiting to attend classes after a day’s work

Emiliani Komba - Head teacher for Nangero
Primary School – Namtumbo 2012
Human trafficking in tobacco farming

Increased tobacco farming has also resulted in increased labour demand that resulted in human trafficking and slavery. A survey carried out in Tabora Region indicated that people are bought from different regions of Tanzania and neighbouring countries and then sold to tobacco farmers. Not knowing that they had been sold, these people are finally not paid on claims that they were bought and are given free housing and food; they cannot go back home as they have no money, so they end up as slaves to their masters. In Urambo District in 2011 alone, more than 1,000 people were bought to work in tobacco farms.

Victims of human trafficking working in tobacco farms in Urambo District Tabora Region
Alternative crops to tobacco

Tanzania Tobacco Control Forum has been working closely with tobacco farmers, educating them on the dangers of tobacco use and the need for adoption of alternative crops.

In surveys carried out in both Tabora and Ruvuma Regions, more than 70% of all farmers confirmed that they are would prefer alternative crops if assured of sustainable markets. Farmers also identified the types of crops they would prefer, namely, sesame, groundnuts, pigeon peas, rice, sunflower, beans, maize and cassava.

A few farmers in Tabora Region have adopted alternative livelihoods and, in Namtumbo District in Ruvuma Region, where sensitisation seminars have been going on since 2006, more than 70% of all tobacco farmers have adopted alternative crops and registered substantial improvement in their socio-economic status.

Representatives of tobacco farmers in Namtumbo District with their certificates after an entrepreneurship seminar organised by TTCF in collaboration with the Small Industries Development Organisation (SIDO) 2009
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Sesame (L) and sunflower (R) in Namtumbo District Ruvuma Region

Cassava (L) and rice (R) farms in Urambo District Tabora Region

Oil palm farm and palm oil – Sikonge District Tabora Region
Fig 2: Maize and rice production in Namtumbo

Fig 3: Production of other alternative crops in Namtumbo
SECTION 3

GENERAL CONCLUSIONS AND RECOMMENDATIONS

Tanzania has made a few developments on tobacco control. The enacting of TPRA (2003) was a step in the right direction. However, TPRA (2003) is flawed with loopholes that give a leeway to the tobacco industry manoeuvres. The industry has thus stepped up its advertisement, promotion and sponsorship activities in response to increased education and sensitisation campaigns by tobacco control advocates.

Although education and sensitisation campaigns have yielded positive results by reducing tobacco use among the adult population, these successes are being negated by an alarming increase of tobacco use among the youth due to increased advertising, promotion and sponsorship activities by the tobacco industry. The youth are very vulnerable to the tobacco industry tactics that glamourise tobacco portraying success through tobacco use.

Tanzania also ratified the WHO FCTC in April 2007. According to the requirements of the FCTC, Tanzania should have reviewed TPRA (2003) by now, to comply with the requirements of the FCTC. Although the review process was initiated in 2007 and, reviewers proposed enacting of a new legislation instead of patching the flawed one; to-date, the bill is yet to be tabled in parliament; giving more leeway to the tobacco industry dirty tactics

The tobacco industry has also lured politicians and other leaders into believing that tobacco is an economically important crop and, that institution of effective tobacco control policies would lead to loss of revenue by the government and the farmers. However, the truth is that the country loses a lot more money through treatment of tobacco related diseases and also through environmental destruction.

Although tobacco production has been increasing over the years, the increase does not translate into a rise in the country’s GDP, neither into the wellbeing of tobacco farmers. The tobacco industry continues to undermine tobacco farmers, subjecting them to lifetime dept bondage that translates into abject poverty.

Tobacco control advocates have played a major role in educating and sensitising the public on tobacco hazards and the need for adoption of alternative crops to tobacco and, the response has been quite positive.

It is time now for the government to play its part by observing the following:

i) Enact an effective tobacco control legislation that complies with the requirements of the FCTC

ii) Observe Article 5.3 by stopping the tobacco industry interference into tobacco control policies

iii) Support tobacco farmers in the process of adoption of alternative livelihoods to tobacco, by providing affordable subsidies and, assist in securing markets for products of those alternatives

iv) Give mandate and provide financial support to the Technical Advisory Committee on Tobacco Control to enable it to execute its mandate and advise MHSW accordingly

v) Support tobacco control advocates to ensure success of their education and sensitisation campaigns to enhance health through effective control and stopping of tobacco use.

This Shadow Report gives an insight of the current tobacco control situation in Tanzania. Compared to other countries, it is obvious that Tanzania lags its pears within
the Afro Region in so many aspects. Let the findings of this report be an eye opener to enable government to take the necessary steps towards reducing the health, environmental, economical and social consequences of tobacco in Tanzania.
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