



Australian Government  
Australian Institute of  
Health and Welfare



Dr Sean Turner  
Committee Secretary  
Parliamentary Joint Committee on Law Enforcement  
PO Box 6100  
Parliament House  
Canberra ACT 2600  
Via email: [le.committee@aph.gov.au](mailto:le.committee@aph.gov.au)

Dear Dr Turner

### **Inquiry into illicit tobacco**

The Australian Institute of Health and Welfare (AIHW) welcomes the opportunity to provide an updated submission to the Parliamentary Joint Committee on Law Enforcement's Inquiry into illicit tobacco.

The AIHW previously provided a submission to the Inquiry and attended the public hearing in Canberra on 4 March 2016. The submission provided detailed data tables of relevance to the inquiry from the National Drug Strategy Household Survey (NDSHS). The 2016 NDSHS results were released in September 2017 and therefore the data tables that were previously submitted to the inquiry can be updated with 2016 data.

There are three documents attached within this submission:

- **Attachment 1** provides a brief background and summary of the key information available from the 2016 NDSHS in relation to illicit tobacco
- **Attachment 2** includes the data tables that were provided in the original submission but with updated 2016 data. These include published AIHW data and new analyses
- **Attachment 3** provides details of current and past wording of the questions related to illicit tobacco and unbranded tobacco products and how these questions have changed over time.



We trust that you find this information useful to your inquiry. Should the committee have any queries about the information we have provided, or wish to seek additional information from the AIHW, we are available to discuss at your convenience. Please contact Ms Moira Hewitt, Head, Tobacco, Alcohol and Other Drugs Unit on 02 6244 1154.

Yours sincerely

Matthew James  
Deputy Chief Executive Officer  
Australian Institute of Health and Welfare

27 November 2019

## Attachment 1: Relevant data and information from the National Drug Strategy Household Survey (NDSHS)

The NDSHS is a large population survey conducted about every 3 years and asks people about their knowledge of and attitudes towards drugs and their history of tobacco, alcohol and other drug consumption. The sample is based on households—institutionalised people and others not living in private dwellings are not included in the survey.

The most recent survey was conducted in 2019 and is the 13<sup>th</sup> conducted under the auspices of the National Drug Strategy. It collected information from over 22,000 individuals across Australia. The results from the 2019 NDSHS will be available in the third quarter of 2020.

The latest available data from the 2016 NDSHS is provided in the [National Drug Strategy Household Survey 2016: detailed findings](#) report and contains the latest data relating to Australians' use of illicit tobacco. Almost 24,000 people completed the 2016 NDSHS. The list of tables from the March 2016 submission have been updated with 2016 data and are provided in **Attachment 2**.

### Capturing illicit tobacco use

The NDSHS has two sections that aim to capture respondents' use of illicit tobacco:

- unbranded illicit tobacco—finely cut, unprocessed loose tobacco that has been grown, distributed and sold without government intervention or taxation
- illicit branded tobacco—tobacco products that are smuggled into Australia without payment of the applicable customs duty.

Consumers may not be aware of the legality of the tobacco products they purchase. They might not know what country they come from, how they were imported or if the appropriate taxes were paid by the retailer. For this reason, questions in the NDSHS focus on the appearance of the product. Tobacco products without a brand name or which do not have plain packaging with the graphic health warnings visible to the consumer can be an indicator that the product falls outside the legal supply chain.

### Illicit branded tobacco—Tobacco products without plain packaging and graphic health warnings

The 2013 survey was the first survey that attempted to measure use of illicit branded tobacco. This was measured by asking respondents whether they had seen or purchased any tobacco products which do not have the new plain packaging with the graphic health warnings (see **Attachment 3** for precise wording of the questions). While not being definitive characteristics of illicit tobacco, the absence of the required Australian health warnings on the tobacco product packaging, and packaging that does not comply with Australia's plain packaging legislation, could be an indication that the product is illicit.

An issue with the design of the 2013 question was that it did not specifically ask whether respondents saw these tobacco products 'in Australia'. Revisions were therefore made in the 2016 survey to add 'in Australia' to the wording of the question (see **Attachment 3** for further information). A time period of 'in the last 3 months' was also added to the question regarding the number of packets purchased as the question was difficult for respondents to interpret without a defined period of time. This change may have had an impact on the estimates in 2016 compared to 2013 but the extent of the impact is unclear as it is not known how many people surveyed in 2013 may have been thinking of cigarette packets they saw or purchased overseas rather than in Australia.

A new question was also added to the 2016 survey that asked respondents where they had purchased tobacco products that did not have the plain packaging and graphic health warnings.

Findings from the 2016 survey showed that:

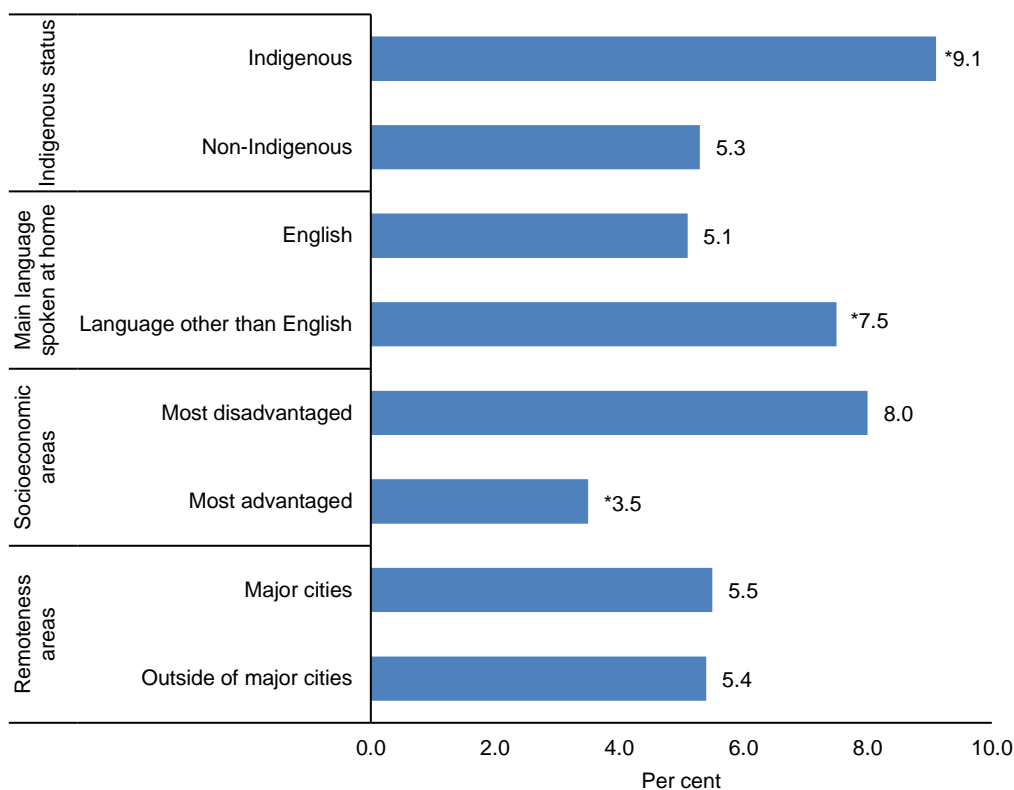
- while not directly comparable with 2013 due to a change in wording to the question, fewer smokers had seen tobacco products without plain packaging in the previous 3 months (declined from 18.5% in 2013 to 13.0% in 2016) and fewer smokers had purchased these products (from 9.6% in 2013 to 5.5% in 2016) (Table 1).
- smokers who purchased these products bought them relatively infrequently—3.2% had purchased less than 10 packets in the previous 3 months, the remaining 2.2% bought 10 or more packets in the last 3 months
- of smokers who purchased these products, 37% said they bought them from a supermarket, convenience or grocery store and one-quarter (25%) purchased them from a tobacconist; a further 23% did not know where they were purchased from (Table 2).

### **Differences between population groups**

Tables 3 to Tables 6 in **Attachment 2** present the proportion of people and smokers who purchased tobacco products which did not have the plain packaging with the graphic health warnings by Indigenous status, main language spoken at home, socioeconomic areas and remoteness areas. Given that the question changed in 2016, this section focuses on the comparison between groups rather than comparisons over time. Figure 1 shows:

- a higher proportion of Indigenous smokers had purchased these products than non-Indigenous people (9.1% compared with 5.3%) but this difference was not significant
- a significantly higher proportion of smokers living in the lowest socioeconomic area had purchased illicit branded tobacco compared with smokers living in the highest socioeconomic areas (8.0% compared with 3.5%)
- there was little difference between smokers who mainly spoke English at home and smokers who spoke another language (5.1% and 7.5% respectively)
- there was also little difference between the proportions of people living in major cities or outside major cities who had purchased tobacco products which did not have the plain packaging with the graphic health warnings (5.5% compared with 5.4%).

**Figure 1: Proportion of smokers aged 14 or older that purchased tobacco products that do not have the plain packaging/graphic health warnings, by population groups, 2016 (per cent)**



\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

Source: Tables 3–6

### Unbranded illicit tobacco

The NDSHS aims to measure the use of unbranded tobacco by asking respondents if they have seen or heard of unbranded tobacco usually sold loose in plastic bags either as tobacco or rolled into cigarettes, and how often they have smoked it. While there has been some modification over time to the question used in the survey, respondents have been asked these questions since 2007.

The definition of unbranded tobacco is contained within the question and includes the description of ‘loose’ and ‘chop chop’. There are no other definitions provided for ‘unbranded’ in the survey. The tobacco questions were cognitively tested in 2013 and respondents commented that the description of unbranded loose tobacco in the question helped them understand what the product was. People who were aware of these products had no issue in understanding the questions but the description was less clear for some non-smokers.

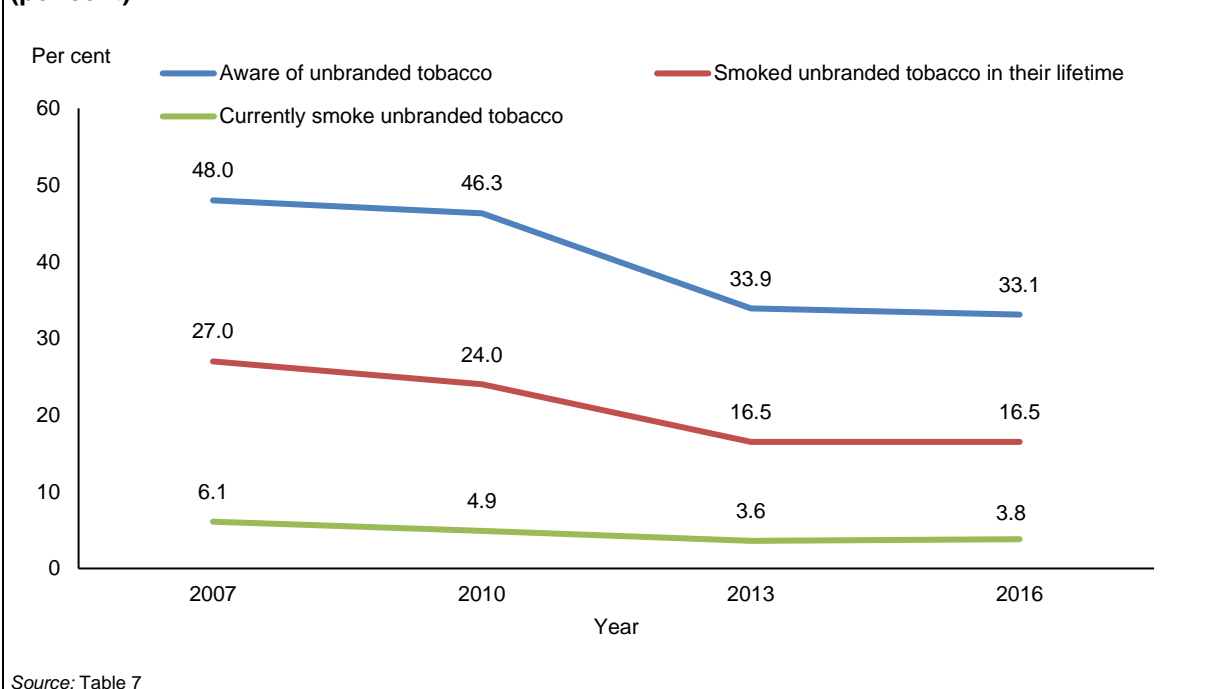
In the 2013 NDSHS, a number of new questions were added to the unbranded tobacco section in attempt to quantify the amount of illicit tobacco purchased. However, as there were very few Australians purchasing unbranded tobacco or cigarettes, the results were unreliable and were not reported due to the low number of people using these products. After discussion with the 2016 Technical Advisory Group, it was agreed to remove these questions from the 2016 survey. No other changes were made to the unbranded illicit tobacco questions (see **Attachment 3** for details of current and past wording of these questions and the changes over time).

### Trends in awareness and use of unbranded tobacco

Most Australians (79%) were not aware of unbranded tobacco. When looking at the whole Australian population, and not just current smokers, only 4.3% reported smoking it in their lifetime and this did not change between 2013 and 2016 (4.4% and 4.3% respectively).

There were no changes in proportion of smokers aware of unbranded tobacco and smoking unbranded tobacco in the most recent 3-year period (between 2013 and 2016), however declines were reported over the longer term. The proportion of smokers aged 14 or older who were aware of unbranded tobacco declined between 2007 and 2016 from 48% to 33%, and the proportion who have smoked unbranded tobacco in their lifetime fell from 27% to 16.5% in 2016 (Figure 2). The majority of the lifetime users of unbranded tobacco no longer smoke it—only 3.8% smoked unbranded loose tobacco in 2016, down from 6.1% in 2007.

**Figure 2: Use of unbranded tobacco by current smokers aged 14 years or older, 2007 to 2016 (per cent)**



### Differences between population groups

In 2016, a similar proportion of Indigenous and non-Indigenous people were aware of unbranded tobacco but a significantly higher proportion of Indigenous people reported smoking unbranded tobacco in their lifetime (7.2% compared with 4.2%) (Table 8). However, similar proportions of Indigenous and non-Indigenous smokers smoked it currently (3.9% and 3.8% respectively) and in their lifetime (15.3% and 16.6% respectively).

In 2016, smokers who mainly spoke English at home were much more likely than smokers who spoke a language other than English to be aware of unbranded tobacco (35% compared with 9.8%) and to have smoked it in their lifetime (16.9% compared with 5.6%). There was a significant decrease in the awareness of unbranded tobacco among smokers who spoke a language other than English between 2013 and 2016. These estimates have a relative standard error between 25% to 50% and should be interpreted with caution.

Smokers living in low socioeconomic areas were more likely to smoke unbranded tobacco in their lifetime than people living in higher socioeconomic areas (19.3% compared with 11.4%) but current use was similar (Tables 10).

There was little difference between the proportions of smokers who lived in major cities currently smoking unbranded tobacco and those who lived outside major cities. However

smokers who lived outside major cities were more likely to have smoked unbranded tobacco in their lifetime than their major city counterparts (18.9% compared with 15.1%; Table 11).

## Attachment 2: Detailed data tables from the NDSHS.

**Table 1: Proportion of smokers<sup>(a)</sup> and total population, aged 14 or older, that have seen tobacco products which do not have the plain packaging with the graphic health warnings and number of packets purchased by sex, 2013 and 2016 (per cent)**

Behaviour	Males		Females		Persons	
	2013	2016	2013	2016	2013	2016
<b>Smokers</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	18.7	15.6#	18.3	9.7#	18.5	13.0#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	91.3	94.0#	89.1	95.3#	90.4	94.5#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	8.7	6.0#	10.9	4.7#	9.6	5.5#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	2.2	*1.5	2.8	*1.2#	2.5	1.3#
Purchased 3 – 5 packets	1.7	*1.3	1.6	*0.9	1.7	1.1
Purchased 6 – 9 packets	*0.5	*0.9	*0.6	*0.5	0.5	0.8
Purchased 10 – 14 packets	*0.6	*1.0	*0.7	*0.7	0.7	0.8
Purchased 15 or more packets	3.6	1.4#	5.1	1.5#	4.3	1.4#
<b>All persons</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	13.3	8.9#	11.7	7.0#	12.5	7.9#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	98.0	98.8#	98.2	99.2#	98.1	99.0#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	2.0	1.2#	1.8	0.8#	1.9	1.0#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	0.6	0.4	0.5	0.2#	0.6	0.3#
Purchased 3 – 5 packets	0.4	*0.2	0.2	*0.1	0.3	0.2
Purchased 6 – 9 packets	*0.1	*0.2	*<0.1	*<0.1	0.1	0.1
Purchased 10 – 14 packets	*0.1	*0.2	*0.1	*<0.1	0.1	0.1
Purchased 15 or more packets	0.8	0.3#	0.8	0.2#	0.8	0.2#

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

# Statistically significant change between 2013 and 2016.

(a) Includes people who reported smoking daily, weekly or less than weekly.

Note: Revisions were made in 2016 to add 'in Australia' to the wording of the question which specifically asks about whether people have seen tobacco products which do not have the plain packaging/graphic health warnings (see questionnaire changes for further information). This change may have had an impact on these results but the extent of the impact is unclear as it is not known how many people surveyed in 2013 may have been thinking of cigarette packets they saw or purchased overseas rather than in Australia.

Source: NDSHS 2016



**Table 2: Where smokers<sup>(a)</sup> purchased tobacco products without graphic health warnings, smokers aged 14 or older, 2016 (per cent)**

Place of purchase	2016
A supermarket, convenience or grocery store	36.5
A tobacconist	24.7
A person selling tobacco independently	*9.8
Over the Internet	**2.3
Other	*4.2
Don't know	22.5

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

(a) Includes people who reported smoking daily, weekly or less than weekly.

Source: NDSHS 2016

**Table 3: Proportion of smokers<sup>(a)</sup> and total population, aged 14 or older, that have seen tobacco products which do not have the plain packaging with the graphic health warnings and number of packets purchased by Indigenous status, 2013 and 2016 (per cent)**

Behaviour	Indigenous		Non-Indigenous		Persons	
	2013	2016	2013	2016	2013	2016
<b>Smokers</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	20.6	18.5	18.4	12.7#	18.5	13.0#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	90.3	90.9	90.5	94.7#	90.4	94.5#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	*9.7	*9.1	9.5	5.3#	9.6	5.5#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	**1.9	*5.1	2.5	1.1#	2.5	1.3#
Purchased 3 or more packets	*7.8	*4.0	7.0	4.1#	7.1	4.1#
<b>All persons</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	16.5	13.6	12.4	7.8#	12.5	7.9#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	94.4	96.4	98.2	99.1#	98.1	99.0#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	5.6	*3.6	1.8	0.9#	1.9	1.0#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	*2.7	*2.0	0.5	0.2#	0.6	0.3#
Purchased 3 or more packets	*3.0	*1.6	1.2	0.7#	1.3	0.7#

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

n.p. not published because of small numbers, confidentiality or other concerns about the quality of the data.

# Statistically significant change between 2013 and 2016.

(a) Includes people who reported smoking daily, weekly or less than weekly.

Note: Revisions were made in 2016 to add 'in Australia' to the wording of the question which specifically asks about whether people have seen tobacco products which do not have the plain packaging/graphic health warnings (see questionnaire changes for further information). This change may have had an impact on these results but the extent of the impact is unclear as it is not known how many people surveyed in 2013 may have been thinking of cigarette packets they saw or purchased overseas rather than in Australia.

Source: NDSHS 2016

**Table 4: Proportion of smokers<sup>(a)</sup> and total population aged 14 or older, that have seen tobacco products which do not have the plain packaging with the graphic health warnings and number of packets purchased, by main language spoken at home, 2013 and 2016 (per cent)**

Behaviour	English		Languages other than English		Persons	
	2013	2016	2013	2016	2013	2016
<b>Smokers</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	18.4	12.5#	16.7	14.3	18.5	13.0#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	90.5	94.9#	91.8	92.5	90.4	94.5#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	9.5	5.1#	8.2	*7.5	9.6	5.5#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	2.5	1.2#	*2.3	**2.1	2.5	1.3#
Purchased 3 or more packets	7.0	3.9#	*5.9	*5.5	7.1	4.1#
<b>All persons</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	12.5	7.7#	10.4	8.5	12.5	7.9#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	98.2	99.1#	98.4	99.0	98.1	99.0#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	1.8	0.9#	1.6	*1.0	1.9	1.0#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	0.5	0.2#	*0.7	**0.4	0.6	0.3#
Purchased 3 or more packets	1.3	0.7#	*0.9	*0.6	1.3	0.7#

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

# Statistically significant change between 2013 and 2016.

(a) Includes people who reported smoking daily, weekly or less than weekly.

*Note:* Revisions were made in 2016 to add 'in Australia' to the wording of the question which specifically asks about whether people have seen tobacco products which do not have the plain packaging/graphic health warnings (see questionnaire changes for further information). This change may have had an impact on these results but the extent of the impact is unclear as it is not known how many people surveyed in 2013 may have been thinking of cigarette packets they saw or purchased overseas rather than in Australia.

*Source:* NDSHS 2016

**Table 5: Proportion of smokers<sup>(a)</sup> and total population, aged 14 or older, that have seen and purchased tobacco products which do not have the plain packaging with the graphic health warnings and number of packets purchased by remoteness area, 2013 and 2016 (per cent)**

Behaviour	Major cities		Outside major cities		Persons	
	2013	2016	2013	2016	2013	2016
<b>Smokers</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	19.5	14.2#	16.7	11.0#	18.5	13.0#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	89.8	94.5#	91.5	94.6#	90.4	94.5#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	10.2	5.5#	8.5	5.4#	9.6	5.5#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	3.0	1.4#	1.5	*1.2	2.5	1.3#
Purchased 3 or more packets	7.2	4.1#	7.0	4.2#	7.1	4.1#
<b>All persons</b>						
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	12.7	8.1#	11.9	7.5#	12.5	7.9#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	98.2	99.1#	97.9	98.8#	98.1	99.0#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	1.8	0.9#	2.1	1.2#	1.9	1.0#
<b>Amount purchased</b>						
Purchased 1 – 2 packets	0.6	0.3#	0.5	*0.3	0.6	0.3#
Purchased 3 or more packets	1.2	0.6#	1.6	0.9#	1.3	0.7#

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

# Statistically significant change between 2013 and 2016.

(a) Includes people who reported smoking daily, weekly or less than weekly.

*Note:* Revisions were made in 2016 to add 'in Australia' to the wording of the question which specifically asks about whether people have seen tobacco products which do not have the plain packaging/graphic health warnings (see questionnaire changes for further information). This change may have had an impact on these results but the extent of the impact is unclear as it is not known how many people surveyed in 2013 may have been thinking of cigarette packets they saw or purchased overseas rather than in Australia.

*Source:* NDSHS 2016



**Table 6: Proportion of smokers<sup>(a)</sup> and total population, aged 14 or older, that have seen tobacco products which do not have the plain packaging with the graphic health warnings and number of packets purchased by main language spoken at home, 2013 and 2016 (per cent)**

Behaviour	Most disadvantaged		2nd quintile		3rd quintile		4th quintile		Most advantaged		Persons	
	2013	2016	2013	2016	2013	2016	2013	2016	2013	2016	2013	2016
<b>Smokers</b>												
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	16.3	14.6	19.3	11.7#	19.1	10.1#	16.9	15.8	23.0	12.6#	18.5	13.0#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	91.2	92.0	88.9	95.4#	90.9	95.5#	92.5	94.9	87.9	96.5#	90.4	94.5#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	8.8	8.0	11.1	4.6#	9.1	4.5#	7.5	5.1	12.1	*3.5#	9.6	5.5#
<b>Amount purchased</b>												
Purchased 1 – 2 packets	*1.5	*1.4	2.7	*1.6	*2.5	*1.8	*1.5	**0.6	5.1	*1.2#	2.5	1.3#
Purchased 3 or more packets	7.4	6.6	8.4	3.1#	6.6	2.7#	6.1	*4.5	7.0	*2.3#	7.1	4.1#
<b>All persons</b>												
Have seen tobacco products which do not have the new plain packaging with the graphic health warnings	11.7	9.0#	12.1	7.7#	12.9	7.3#	12.4	8.3#	13.1	7.4#	12.5	7.9#
Have not purchased tobacco products which do not have the new plain packaging with the graphic health warnings	97.4	98.1	97.7	99.1#	98.2	99.2#	98.7	99.2	98.6	99.5#	98.1	99.0#
Have purchased tobacco products which do not have the new plain packaging with the graphic health warnings	2.6	1.9	2.3	0.9#	1.8	0.8#	1.3	*0.8	1.4	0.5#	1.9	1.0#
<b>Amount purchased</b>												
Purchased 1 – 2 packets	0.7	*0.4	0.7	*0.3#	*0.5	*0.3	0.4	**0.2	0.6	*0.2#	0.6	0.3#
Purchased 3 or more packets	1.9	1.5	1.7	0.6#	1.3	0.5#	0.9	*0.6	0.8	*0.3#	1.3	0.7#

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

# Statistically significant change between 2013 and 2016.

(a) Includes people who reported smoking daily, weekly or less than weekly.

Note: Revisions were made in 2016 to add 'in Australia' to the wording of the question which specifically asks about whether people have seen tobacco products which do not have the plain packaging/graphic health warnings (see questionnaire changes for further information). This change may have had an impact on these results but the extent of the impact is unclear as it is not known how many people surveyed in 2013 may have been thinking of cigarette packets they saw or purchased overseas rather than in Australia.

**Table 7: Use of unbranded tobacco, by total population, smokers<sup>(a)</sup> and people aware of unbranded tobacco and sex, aged 14 years or older, 2007 to 2016 (per cent)**

Unbranded tobacco use	Males				Females				Persons			
	2007	2010	2013	2016	2007	2010	2013	2016	2007	2010	2013	2016
<b>As a proportion of Australians</b>												
Aware of unbranded tobacco	37.6	33.9	24.5	23.2	29.8	25	19.3	18.8	33.6	29.4	21.9	21
Smoked unbranded tobacco in their lifetime	11.3	11.3	5.7	5.7	6.2	5.9	3.1	2.9	8.7	8.6	4.4	4.3
Currently smoke unbranded tobacco	1.9	1.5	0.9	0.9	0.9	0.7	0.4	0.5	1.4	1.1	0.6	0.7
<i>Smoke unbranded tobacco half the time or more</i>	0.3	0.4	*0.2	*0.2	*0.2	0.2	*<0.1	*<0.1	0.2	0.3	0.1	0.2
No longer smoke unbranded tobacco	9.3	9.7	4.8	4.7	5.3	5.2	2.7	2.5	7.3	7.4	3.8	3.6
<b>As a proportion of smokers</b>												
Aware of unbranded tobacco	52.6	51.7	36.2	35.8	42.7	40.0	30.9	29.7	48.0	46.3	33.9	33.1
Smoked unbranded tobacco in their lifetime	32.1	28.8	17.9	19.4	21.1	18.2	14.6	12.8	27.0	24.0	16.5	16.5
Currently smoke unbranded tobacco	7.8	6.3	4.3	4.4	4.1	3.2	2.7	3.0	6.1	4.9	3.6	3.8
<i>Smoke unbranded tobacco half the time or more</i>	*1.2	1.9	*1.0	*1.0	*1.1	1.0	*0.6	*0.6	1.1	1.5	0.8	*0.8
No longer smoke unbranded tobacco	24.2	22.5	13.6	15.0	17.0	15.0	12.0	9.8	20.8	19.1	12.9	12.7
<b>As a proportion of those aware of unbranded tobacco</b>												
Smoked unbranded tobacco in their lifetime	61.0	55.8	49.5	54.2	49.5	45.5	47.4	43.1	56.3	51.7	48.6	49.8
Currently smoke unbranded tobacco	14.8	12.1	12.0	12.2	9.7	8.0	8.7	10.2	12.7	10.5	10.7	11.4
<i>Smoke unbranded tobacco half the time or more</i>	*2.3	3.7	*2.7	*2.8	*2.5	2.5	*2.0	*2.2	2.4	3.2	2.4	*2.6
No longer smoke unbranded tobacco	46.0	43.5	37.5	41.9	39.7	37.5	38.7	32.9	43.4	41.2	38.0	38.4

# Statistically significant change between 2013 and 2016.

(a) Includes people who reported smoking daily, weekly or less than weekly.

Note: Survey questions relating to unbranded loose tobacco were modified in 2010 and only asked respondents about awareness and use of unbranded loose tobacco whereas in 2007, 2013 and 2016 respondents were asked about awareness and use of unbranded loose tobacco and unbranded cigarettes. This should be taken into account when comparing the 2010 results with the 2007, 2013 and 2016 results. The placement of the questions in the survey may have also impacted how people responded to these questions and results should be interpreted with caution.

Source: NDSHS 2016

**Table 8: Use of unbranded tobacco, by total population, smokers<sup>(a)</sup> and people aware of unbranded tobacco and Indigenous status, aged 14 years or older, 2010 to 2016 (per cent)**

	Indigenous			Non-Indigenous			Persons		
	2010	2013	2016	2010	2013	2016	2010	2013	2016
<b>Unbranded tobacco use</b>									
<b>As a proportion of Australians</b>									
Aware of unbranded tobacco	35.5	20.5	18.3	29.5	21.9	21.1	29.4	21.9	21
Smoked unbranded tobacco in their lifetime	14.7	11.4	7.2	8.3	4.3	4.2	8.6	4.4	4.3
Currently smoke unbranded tobacco	*1.6	*2.0	*2.0	1	0.6	0.7	1.1	0.6	0.7
<i>Smoke unbranded tobacco half the time or more</i>	**0.7	**0.5	*1.0	0.3	0.1	*0.1	0.3	0.1	0.2
No longer smoke unbranded tobacco	12.9	9.4	*5.2	7.3	3.6	3.6	7.4	3.8	3.6
<b>As a proportion of smokers</b>									
Aware of unbranded tobacco	49.0	34.4	29.8	46.2	34.0	33.4	46.3	33.9	33.1
Smoked unbranded tobacco in their lifetime	27.8	25.8	15.3	23.6	16.2	16.6	24.0	16.5	16.5
Currently smoke unbranded tobacco	*3.5	*4.8	*3.9	4.7	3.6	3.8	4.9	3.6	3.8
<i>Smoke unbranded tobacco half the time or more</i>	**1.4	**1.2	**1.0	1.4	0.8	*0.8	1.5	0.8	*0.8
No longer smoke unbranded tobacco	24.3	21.0	*11.4	18.8	12.6	12.8	19.1	12.9	12.7
<b>As a proportion of those aware of unbranded tobacco</b>									
Smoked unbranded tobacco in their lifetime	56.7	75.1	51.3#	51.0	47.6	49.7	51.7	48.6	49.8
Currently smoke unbranded tobacco	*7.2	*13.9	*13.0	10.3	10.5	11.3	10.5	10.7	11.4
<i>Smoke unbranded tobacco half the time or more</i>	**2.9	**3.4	**3.2	2.9	2.4	*2.5	3.2	2.4	*2.6
No longer smoke unbranded tobacco	49.5	61.2	38.3	40.7	37.0	38.4	41.2	38.0	38.4

# Statistically significant change between 2013 and 2016.

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

(a) Includes people who reported smoking daily, weekly or less than weekly.

Note: Survey questions relating to unbranded loose tobacco were modified in 2010 and only asked respondents about awareness and use of unbranded loose tobacco whereas in 2007, 2013 and 2016 respondents were asked about awareness and use of unbranded loose tobacco and unbranded cigarettes. This should be taken into account when comparing the 2010 results with the 2007, 2013 and 2016 results. The placement of the questions in the survey may have also impacted how people responded to these questions and results should be interpreted with caution.

Source: NDSHS 2016

**Table 9: Use of unbranded tobacco, by total population, smokers<sup>(a)</sup> and people aware of unbranded tobacco and main language spoken at home aged 14 years or older, 2010 to 2016 (per cent)**

	English			Languages other than English			Persons		
	2010	2013	2016	2010	2013	2016	2010	2013	2016
<b>Unbranded tobacco use</b>									
<b>As a proportion of Australians</b>									
Aware of unbranded tobacco	30.6	23.3	22.2#	19.2	13	12.9	29.4	21.9	21
Smoked unbranded tobacco in their lifetime	8.6	4.5	4.6	6.3	3.2	1.5#	8.6	4.4	4.3
Currently smoke unbranded tobacco	1	0.6	0.7	*1.0	*0.7	*0.7	1.1	0.6	0.7
<i>Smoke unbranded tobacco half the time or more</i>	0.3	0.1	*0.2	*0.4	*0.2	**0.2	0.3	0.1	0.2
No longer smoke unbranded tobacco	7.6	3.9	3.9	5.2	2.5	*0.8#	7.4	3.8	3.6
<b>As a proportion of smokers</b>									
Aware of unbranded tobacco	47.5	35.3	34.6	27.0	23.9	*9.8#	46.3	33.9	33.1
Smoked unbranded tobacco in their lifetime	24.2	16.4	16.9	14.8	15.8	*5.6#	24.0	16.5	16.5
Currently smoke unbranded tobacco	4.7	3.4	3.7	*4.8	*4.0	**2.7	4.9	3.6	3.8
<i>Smoke unbranded tobacco half the time or more</i>	1.3	0.8	*0.9	*2.8	**1.0	n.p.	1.5	0.8	*0.8
No longer smoke unbranded tobacco	19.5	13.0	13.2	*10.0	11.8	**2.9#	19.1	12.9	12.7
<b>As a proportion of those aware of unbranded tobacco</b>									
Smoked unbranded tobacco in their lifetime	51.0	46.3	48.8	55.1	66.4	*56.6	51.7	48.6	49.8
Currently smoke unbranded tobacco	9.8	9.6	10.6	*17.8	*16.9	**27.3	10.5	10.7	11.4
<i>Smoke unbranded tobacco half the time or more</i>	2.7	2.3	*2.7	*10.3	**4.2	n.p.	3.2	2.4	*2.6
No longer smoke unbranded tobacco	41.1	36.7	38.1	37.2	49.6	*29.3	41.2	38.0	38.4

# Statistically significant change between 2013 and 2016.

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

(a) Includes people who reported smoking daily, weekly or less than weekly.

*Note:* Survey questions relating to unbranded loose tobacco were modified in 2010 and only asked respondents about awareness and use of unbranded loose tobacco whereas in 2007, 2013 and 2016 respondents were asked about awareness and use of unbranded loose tobacco and unbranded cigarettes. This should be taken into account when comparing the 2010 results with the 2007, 2013 and 2016 results. The placement of the questions in the survey may have also impacted how people responded to these questions and results should be interpreted with caution.

Source: NDSHS 2016



**Table 10: Use of unbranded tobacco, by total population, smokers<sup>(a)</sup> and people aware of unbranded tobacco and socioeconomic areas aged 14 years or older, 2010 to 2016 (per cent)**

Unbranded tobacco use	Most disadvantaged			2nd quintile			3rd quintile			4th quintile			Most advantaged		
	2010	2013	2016	2010	2013	2016	2010	2013	2016	2010	2013	2016	2010	2013	2016
<b>As a proportion of Australians</b>															
Aware of unbranded tobacco	33	22.9	20.6	31.2	21.4	22.8	30.3	24.1	21.1#	29	21.4	21.4	24.4	19.9	18.9
Smoked unbranded tobacco in their lifetime	12.3	6.7	6.1	10.1	5.2	5.4	8.8	5.1	4.3	7.6	3.4	3.3	4.9	2.1	2.2
Currently smoke unbranded tobacco	1.9	1.4	1.0	1.1	0.7	0.8	1.2	0.5	0.6	1.1	0.5	*0.6	0.4	*0.2	*0.5
<i>Smoke unbranded tobacco half the time or more</i>	*0.4	*0.4	*0.3	*0.3	*0.2	*0.3	*0.4	*0.1	**<0.1	*0.4	**<0.1	**<0.1	**0.1	**<0.1	**0.1
No longer smoke unbranded tobacco	10.4	5.4	5.1	8.9	4.5	4.6	7.6	4.6	3.7	6.5	2.9	2.8	4.4	1.9	1.8
<b>As a proportion of smokers</b>															
Aware of unbranded tobacco	52.8	35.9	33.9	48.1	35.3	37.3	45.7	37.0	33.6	44.4	31.9	29.1	36.3	25.7	28.5
Smoked unbranded tobacco in their lifetime	28.5	20.6	19.3	24.8	17.8	19.0	24.3	17.4	15.7	23.7	13.8	13.3	15.0	8.8	11.4
Currently smoke unbranded tobacco	6.2	5.6	4.0	4.4	4.1	4.3	4.4	2.7	*3.8	5.5	*2.9	*2.6	*3.0	*1.5	*4.0
<i>Smoke unbranded tobacco half the time or more</i>	*1.7	*1.4	*1.0	*1.3	*1.0	*1.7	*1.9	*0.7	**0.1	*1.8	**0.4	**0.5	**0.5	**0.3	n.p.
No longer smoke unbranded tobacco	22.2	15.0	15.2	20.4	13.7	14.7	19.9	14.7	11.9	18.1	10.8	10.7	12.0	7.3	7.5
<b>As a proportion of those aware of unbranded tobacco</b>															
Smoked unbranded tobacco in their lifetime	54.0	57.4	56.9	51.6	50.5	50.9	53.2	46.9	46.7	53.4	43.2	45.9	41.3	34.2	40.1
Currently smoke unbranded tobacco	11.8	15.6	11.8	9.1	11.5	11.4	9.5	7.3	11.2	12.5	9.1	9.1	*8.2	*5.8	*13.9
<i>Smoke unbranded tobacco half the time or more</i>	*3.2	*3.8	*2.9	*2.8	*2.7	*4.6	*4.2	*2.0	**0.4	*4.0	**1.1	**1.7	**1.4	**1.2	n.p.
No longer smoke unbranded tobacco	42.0	41.8	44.9	42.5	38.9	39.5	43.5	39.6	35.4	40.8	34.0	36.8	33.2	28.4	26.2

# Statistically significant change between 2013 and 2016.

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

(a) Includes people who reported smoking daily, weekly or less than weekly.

Note: Survey questions relating to unbranded loose tobacco were modified in 2010 and only asked respondents about awareness and use of unbranded loose tobacco whereas in 2007, 2013 and 2016 respondents were asked about awareness and use of unbranded loose tobacco and unbranded cigarettes. This should be taken into account when comparing the 2010 results with the 2007, 2013 and 2016 results. The placement of the questions in the survey may have also impacted how people responded to these questions and results should be interpreted with caution.

Source: NDSHS 2016

**Table 11: Use of unbranded tobacco, by total population, smokers<sup>(a)</sup> and people aware of unbranded tobacco and remoteness area, aged 14 years or older, 2010 to 2016 (per cent)**

	Major cities			Outside major cities			Persons		
	2010	2013	2016	2010	2013	2016	2010	2013	2016
<b>Unbranded tobacco use</b>									
<b>As a proportion of Australians</b>									
Aware of unbranded tobacco	27.6	20.3	20	33.4	25.9	23.1#	29.4	21.9	21
Smoked unbranded tobacco in their lifetime	7.6	3.7	3.6	10.6	6	5.8	8.6	4.4	4.3
Currently smoke unbranded tobacco	1.1	0.5	0.6	1.2	0.9	0.9	1.1	0.6	0.7
<i>Smoke unbranded tobacco half the time or more</i>	0.3	*<0.1	*0.1	0.3	*0.2	*0.2	0.3	0.1	0.2
No longer smoke unbranded tobacco	6.5	3.2	3	9.4	5.1	5	7.4	3.8	3.6
<b>As a proportion of smokers</b>									
Aware of unbranded tobacco	44.1	31.8	31.7	50.2	37.8	35.6	46.3	33.9	33.1
Smoked unbranded tobacco in their lifetime	22.4	14.7	15.1	26.8	19.7	18.9	24.0	16.5	16.5
Currently smoke unbranded tobacco	5.1	3.4	3.7	4.4	4.1	3.9	4.9	3.6	3.8
<i>Smoke unbranded tobacco half the time or more</i>	1.6	*0.7	*0.9	1.3	*1.1	*0.7	1.5	0.8	*0.8
No longer smoke unbranded tobacco	17.3	11.3	11.4	22.2	15.6	15.0	19.1	12.9	12.7
<b>As a proportion of those aware of unbranded tobacco</b>									
Smoked unbranded tobacco in their lifetime	50.7	46.3	47.8	53.3	52.2	52.9	51.7	48.6	49.8
Currently smoke unbranded tobacco	11.6	10.6	11.7	8.9	10.8	10.9	10.5	10.7	11.4
<i>Smoke unbranded tobacco half the time or more</i>	3.7	*2.1	*3.0	2.5	*2.8	*1.9	3.2	2.4	*2.6
No longer smoke unbranded tobacco	39.1	35.7	36.0	44.3	41.3	42.1	41.2	38.0	38.4

# Statistically significant change between 2013 and 2016.

\* Estimate has a relative standard error of 25% to 50% and should be used with caution.

\*\* Estimate has a high level of sampling error (relative standard error of 51% to 90%), meaning that it is unsuitable for most uses.

(a) Includes people who reported smoking daily, weekly or less than weekly.

*Note:* Survey questions relating to unbranded loose tobacco were modified in 2010 and only asked respondents about awareness and use of unbranded loose tobacco whereas in 2007, 2013 and 2016 respondents were asked about awareness and use of unbranded loose tobacco and unbranded cigarettes. This should be taken into account when comparing the 2010 results with the 2007, 2013 and 2016 results. The placement of the questions in the survey may have also impacted how people responded to these questions and results should be interpreted with caution.

Source: NDSHS 2016

### Attachment 3: Comparison of the wording of unbranded and branded illicit tobacco questions in the NDSHS

	2001	2004	2007	2010	2013	2016
<b>Question wording</b>	—	—	—	—	D27. In the last 3 months, have you seen any tobacco products which <u>do not</u> have the new plain packaging with the graphic health warnings?	D31. In the last 3 months, have you seen any tobacco products in Australia which <u>do not</u> have the plain packaging/graphic health warning?  Question was modified in 2016
<b>Change to question</b>	—	—	—	—	New question in 2013	Added the words 'in Australia' and removed the word 'new'. Cognitive testing revealed that some people included tobacco products they have seen outside Australia where plain packaging laws are not in place.
<b>Question wording</b>	—	—	—	—	D28. How many of these packets have you purchased? Have seen it, but not purchased Purchased 1 – 2 packets Purchased 3 – 5 packets Purchased 6 – 9 packets Purchased 10 – 14 packets Purchased 15 or more packets	D32. Approximately how many of these packets have you purchased in the last 3 months? Have seen it, but not purchased Purchased 1 – 2 packets Purchased 3 – 5 packets Purchased 6 – 9 packets Purchased 10 – 14 packets Purchased 15 or more packets

<b>Change to question</b>	—	—	—	—	New question in 2013	Added 'in the last 3 months'. The question was difficult to interpret without a defined period of time.
<b>Question wording</b>	—	—	—	—	—	New question added in 2016: D33. In the last 3 months, from what kind of outlet did you usually purchase cigarettes that did not have the plain packaging/graphic health warnings.
<b>Awareness question</b>	E23. Have you come across unbranded loose tobacco (also called chop chop) sold in plastic bags or rolled into unbranded cigarettes	E28. Have you seen or heard of unbranded loose tobacco (also called chop chop) sold in plastic bags or rolled into unbranded cigarettes	D29. Have you seen or heard of unbranded loose tobacco (also called chop chop) sold in plastic bags or rolled into unbranded cigarettes	D31. Have you seen or heard of <u>unbranded</u> loose tobacco or 'chop chop' sold in plastic bags?	D29. Have you seen or heard of <u>unbranded</u> tobacco (also called 'chop chop') usually sold loose in plastic bags either as tobacco or rolled into cigarettes?	D34. Have you seen or heard of <u>unbranded</u> tobacco (also called 'chop chop') usually sold loose in plastic bags either as tobacco or rolled into cigarettes?
<b>Change to question above since previous survey</b>	New question	"come across" changed to "seen or heard of"	No change	'Unbranded' underlined Brackets removed Removed 'rolled into unbranded cigarettes'	Restored brackets Added 'usually sold' Restored 'rolled into cigarettes' Other small wording changes  In 2013, the question was changed back to the 2004 and 2007 version, and worded it as consistently as possible as the 2004 and 2007 question but modified slightly to minimise any possible confusion with plainly packaged cigarettes which were mandatory since December 2012.	No change

				<i>** The following was specified in the 2010 report (see page 39) The survey questions relating to unbranded loose tobacco were modified in 2010 and only asked respondents about awareness and use of unbranded loose tobacco whereas in 2007 respondents were asked about awareness and use of unbranded loose tobacco and unbranded cigarettes. This should be taken into account when making comparisons between 2007 and 2010.</i>		
<b>Use question</b>	E24. Have you ever smoked it?	E29. Have you ever smoked it?	D30. Have you ever smoked it?	D32. Have you ever smoked <u>unbranded</u> loose tobacco or 'chop chop' sold in plastic bags?	D30. Have you ever smoked it?	D35. Have you ever smoked it?
<b>Change to question above since previous survey</b>	New question	No change	No change	Replaces 'it' with 'unbranded loose tobacco or 'chop chop' sold in plastic bags'	Restored 2007 version	No change
<b>Frequency of use question</b>	E25. How often do you smoke this type of tobacco?	E30. How often do you smoke this type of tobacco?	D31. How often do you smoke this type of tobacco?	D33. How often do you smoke this type of tobacco?	D31. How often do you smoke this type of tobacco?	D36. How often do you smoke this type of tobacco?
<b>Change to question above since previous survey</b>	New question	No change	No change	No change	No change	No change
<b>Proportion of use question</b>	E26. Would you say that you...?	E31. Would you say that you...?	D32. Would you say that you...?	D33. Would you say that you...? -Only smoke this type of tobacco	D32. Would you say that you...? -Only smoke this type of tobacco	D37. Would you say that you...? -Only smoke this type of tobacco

	<p>-Only smoke this type of tobacco</p> <p>-Mainly smoke this type of tobacco</p> <p>-Smoke this type of tobacco about half of the time</p> <p>-Smoke this type of tobacco less than half of the time</p> <p>- Occasionally smoke this type of tobacco</p>	<p>-Only smoke this type of tobacco</p> <p>-Mainly smoke this type of tobacco</p> <p>-Smoke this type of tobacco about half of the time</p> <p>-Smoke this type of tobacco less than half of the time</p> <p>- Occasionally smoke this type of tobacco</p>	<p>-Only smoke this type of tobacco</p> <p>-Mainly smoke this type of tobacco</p> <p>-Smoke this type of tobacco about half of the time</p> <p>-Smoke this type of tobacco less than half of the time</p> <p>- Occasionally smoke this type of tobacco</p>	<p>-Mainly smoke this type of tobacco</p> <p>-Smoke this type of tobacco about half of the time</p> <p>-Smoke this type of tobacco less than half of the time</p> <p>-Occasionally smoke this type of tobacco</p>	<p>-Mainly smoke this type of tobacco</p> <p>-Smoke this type of tobacco about half of the time</p> <p>-Smoke this type of tobacco less than half of the time</p> <p>-Occasionally smoke this type of tobacco</p>	<p>-Mainly smoke this type of tobacco</p> <p>-Smoke this type of tobacco about half of the time</p> <p>-Smoke this type of tobacco less than half of the time</p> <p>-Occasionally smoke this type of tobacco</p>
<b>Change to question above since previous survey</b>	New question	No change	No change	No change	No change	No change
<b>Tobacco or cigarettes question</b>	—	—	—	—	<p>D33. During the past 12 months when you smoked <u>unbranded</u> tobacco (often called chop chop) was that...?</p> <p>- Usually unbranded loose tobacco rather than loose cigarettes</p> <p>- Usually unbranded loose cigarettes rather than loose tobacco</p>	<p>D33. During the past 12 months when you smoked <u>unbranded</u> tobacco (often called chop chop) was that...?</p> <p>- Usually unbranded loose tobacco rather than loose cigarettes</p> <p>- Usually unbranded loose cigarettes rather than loose tobacco</p>

					- Sometimes unbranded loose tobacco and sometimes unbranded loose cigarettes"	- Sometimes unbranded loose tobacco and sometimes unbranded loose cigarettes"
<b>Change to question above since previous survey</b>	—	—	—	—	New question	No change
<b>Frequency of purchase of loose tobacco question</b>	—	—	—	—	D34. On how many occasions in the last 12 months have you purchased unbranded loose <u>tobacco</u> ?  -Number of occasions (please specify) _____  -Have not purchased any in last 12 months  -Not applicable/Have never purchased this	—
<b>Change to question above since previous survey</b>	—	—	—	—	New question	Question removed.  Results were unreliable and were not reported due to the low number of people using these products.
<b>Quantity of purchase of loose tobacco question</b>	—	—	—	—	D35. The last time you purchased unbranded loose <u>tobacco</u> , how much did you buy?  -250gms  -500gms  -1kg  -Other (please write in): _____ gms <u>OR</u> _____ kgs  -Don't know	—

<b>Change to question above since previous survey</b>	—	—	—	—	New question	Question removed. Results were unreliable and were not reported due to the low number of people using these products
<b>Frequency of purchase of loose cigarettes question</b>	—	—	—	—	D38. On how many occasions in the last 12 months have you purchased unbranded loose <u>cigarettes</u> ?  -Number of occasions: _____  -Have not purchased any in last 12 months  -Not applicable	—
<b>Change to question above since previous survey</b>	—	—	—	—	New question	Question removed. Results were unreliable and were not reported due to the low number of people using these products
<b>Quantity of purchase of loose cigarettes question</b>	—	—	—	—	D39. The last time you purchased unbranded loose <u>cigarettes</u> , how many did you buy?  (Mark one response only)  -50 cigarettes -100 cigarettes -Other (please specify number of cigarettes): _____ -Don't know/can't say	—





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