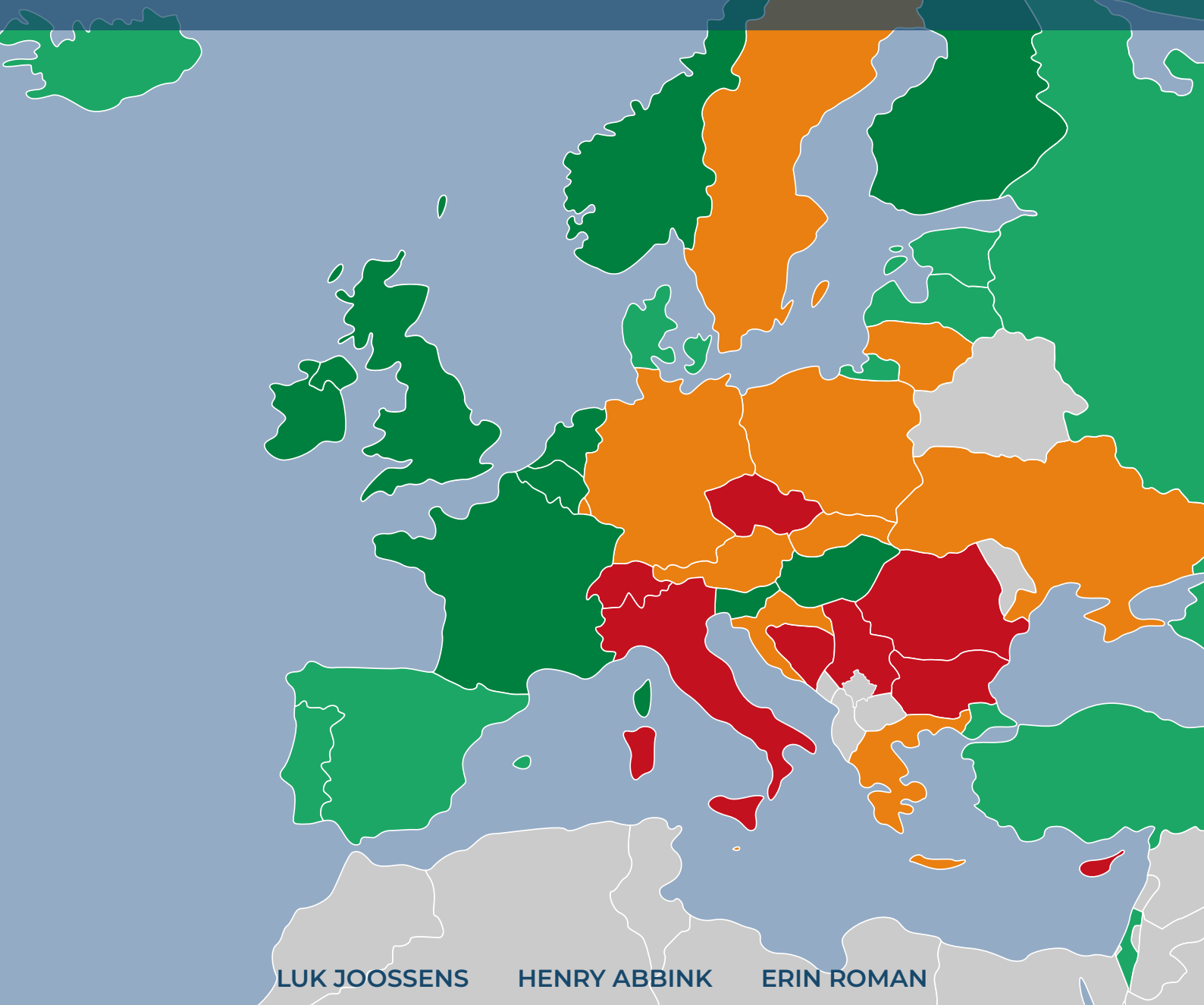


THE TOBACCO CONTROL SCALE

2025

IN EUROPE



A report of Smoke Free Partnership

The Tobacco Control Scale 2025 in Europe

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EXECUTIVE SUMMARY

This report presents the results of a 2025 survey assessing tobacco control activities in 37 European countries, using the Tobacco Control Scale (TCS). The TCS was first introduced by Luk Joossens and Martin Raw in their 2006 paper, *The Tobacco Control Scale: a new scale to measure country activity*.⁽¹⁾

The data used for the 2025 survey refers to legislation in force as of 1 January 2026, prices of tobacco products in 2024, and mass media campaigns conducted between July 2022 and June 2024. Any legislation, price increases, or campaigns introduced or implemented after these dates are not included.

The Eighth Conference of the Parties to the WHO Framework Convention for Tobacco Control (FCTC) recognized in 2018 that heated tobacco products are tobacco products and are subject to the provisions of the WHO FCTC. The Tobacco Control Scale applies therefore to all tobacco products, including heated tobacco products, but not yet to other nicotine products. It quantifies the implementation of tobacco control policies at country level and is based on six policies identified by the World Bank⁽²⁾, along with recommendations from the WHO Framework Convention for Tobacco Control (FCTC). These sources emphasise the prioritisation of comprehensive tobacco control programmes, specifically:

- Price increases through higher taxes on cigarettes and other tobacco products;
- Bans/restrictions on smoking in public and workplaces;
- Better consumer information, including public information campaigns, media coverage, and publicising research findings;
- Comprehensive bans on the advertising and promotion of all tobacco products, logos and brand names;
- Large, direct health warning labels on cigarette boxes and other tobacco products;
- Treatment to help dependent smokers stop, including increased access to medications.

The TCS allocates points to each policy, with a maximum score of 100: price (30 points), smoke free public places (22 points), comprehensive advertising bans (13 points), large health warnings (10 points), cessation support (treatment) (10 points), age limitations (new: 7 points), mass media campaigns (new approach: 3 points), combatting illicit trade (3 points) and tobacco industry interference (2 points). Countries which have not ratified the WHO FCTC will lose one point.

The 2025 edition introduces age limitations as a new scoring domain. Progressive minimum age requirements are consistent with the FCTC's forward-looking measures and with the EU objective for a 'Tobacco-Free Generation' by 2040. With Maldives having implemented a birthdate-based sales restriction in 2025 and the United Kingdom making it illegal to sell tobacco products to children born on or after 1 January 2009, age limitations beyond 18y/o are the current frontier of tobacco control legislation.

The previous budget component has been replaced following a review of scoring methodology. Mass media campaigns are now assessed against the WHO definition of a comprehensive campaign though the maximum has been reduced from 10 to 3 points to reflect that the WHO criteria assess quality rather than scale.

HEADLINE RESULTS AND ISSUES:

- For the first time, more countries had a lower score in 2025 than before. Mainly two reasons: in several countries heated tobacco products were not regulated in the same way as cigarettes and secondly, cigarette prices were mostly not adapted to inflation.
- 11 countries increased their score since 2021. The Netherlands (+9), Slovenia (+8), Belgium (+5) and Portugal (+5) saw the strongest increases in their score. Notable positive policy developments since 2021 include a significant improvement in smokefree policy in Slovenia and Portugal, and a strengthening of price- and advertisement policies in the Netherlands and Belgium.
- 23 countries receive a lower score than in 2021. Romania (-25) and Italy (-15), Greece (-10) and Czechia (-9) saw the most significant declines in their score. The drops in Romania, Italy and Czechia are mainly due to the exclusion of heated tobacco products from smokefree- and/or advertisement-regulations.
- Nine leading countries (Ireland, the UK, the Netherlands, France, Norway, Finland, Belgium, Hungary, and Slovenia) scored between 60 and 80 points. Ireland achieved the highest score, with 80 out of 100 thanks to its comprehensive set of tobacco control policies.
- Nine countries performed modestly, scoring between 50 and 54 points. The remaining 19 countries failed to reach at least 50 points and therefore need to do much more.
- Eight countries (up from five in 2021) had very low scores, with fewer than 45 points. The lowest overall scores were recorded in Bosnia & Herzegovina and Switzerland.
- The UK and Ireland achieved the highest cigarette price scores, while Turkey and the Russian Federation had the lowest. The period from 2020 to 2024 was marked by high inflation, and most countries did not sufficiently adjust price and/or tax levels. Turkey lost 9 points in its price score due to high inflation. Only 4 of the 37 countries improved their price scores (the Netherlands, Belgium, Slovenia, and Slovakia). This underlines the urgent need for an updated EU Tobacco Products Tax Directive including an automatic indexation mechanism.

RECOMMENDATIONS:

1. Establish an endgame target for each country.

2. Classify heated tobacco products as a tobacco product for smoking in line with the decisions of the Eighth Conference of the Parties to the WHO Framework Convention for Tobacco Control. Regulate them in the same way as tobacco products for smoking, including equal tax rates, bans on advertising and promotion, labelling requirements, bans on flavours, and restrictions on use in public places.

3. Revise the EU Tobacco Taxation Directive in 2026, to significantly increase minimum duties and reduce tax differences between cigarettes, hand-rolled tobacco, and heated tobacco products.

4. Revise the EU Tobacco Products Directive, regulate heated tobacco products in the same way as cigarettes, introduce standardised/plain packaging for all tobacco products, ban cigarette filters and update regulations of the nicotine products market.

5. Introduce comprehensive indoor and outdoor smoke free legislation in line with the WHO FCTC Article 8 guidelines and the 2024 Council Recommendations on Smoke and Aerosol-Free Environments.

6. Implement at least the six World Bank priority measures; a comprehensive tobacco control policy is an obligation under Article 4 of the WHO FCTC.

7. Address tobacco industry interference in public health policy-making, in accordance with the guidelines on Article 5.3 of the WHO FCTC.

8. Ban advertising and the display of tobacco products at the point of sale, in line with WHO FCTC Article 13 guidelines.

9. Accelerate the implementation of tobacco cessation support in accordance with Article 14 of the WHO FCTC and its guidelines.

10. Ratify the WHO FCTC Protocol to Eliminate Illicit Trade in Tobacco Products, adopt tracking and tracing standards consistent with the Protocol, and publish an annual evaluation report on effectiveness and tobacco industry interference.

11. Conduct a national mass media campaign of at least three weeks that meets the WHO quality criteria for comprehensive communication, to inform and educate the public about the harms of tobacco use and second-hand smoke exposure, to increase support for tobacco control policies or laws, to encourage tobacco users to quit and/or to challenge tobacco industry practices.

12. Publish Eurobarometer surveys at least every two years to monitor and assess the impact of tobacco control policies.

INTRODUCTION

This report presents the results of a 2025 survey assessing tobacco control activities in 37 European countries, using the Tobacco Control Scale (TCS). The TCS was first introduced by Luk Joossens and Martin Raw in their 2006 paper, *The Tobacco Control Scale: a new scale to measure country activity*⁽¹⁾. Here we report the results of the 2025 survey, indicate the changes in the ranking compared to the previous survey (2021) and discuss the results.

The TCS, which quantifies the implementation of tobacco control policies at country level, is based on six policies described by the World Bank⁽²⁾ and the WHO FCTC, which should be prioritised in a comprehensive tobacco control programme. The six policies are:

- Price increases through higher taxes on cigarettes and other tobacco products;
- Bans/restrictions on smoking in public and workplaces;
- Better consumer information, including public information campaigns, media coverage, and publicising research findings;
- Comprehensive bans on the advertising and promotion of all tobacco products, logos and brand names;
- Large, direct health warning labels on cigarette boxes and other tobacco products;
- Treatment to help dependent smokers stop, including increased access to medications.

The TCS is also an important tool for monitoring progress in tobacco control across Europe in the context of evolving EU legislation. At European Union level, tobacco control is supported by a common regulatory framework, including the Tobacco Products Directive (TPD) and the Tobacco Taxation Directive (TTD), which set minimum standards for product regulation, labelling, and taxation. However, the implementation and ambition of tobacco control policies still varies considerably between countries. By systematically comparing national policies across key domains such as price, smoke-free environments, advertising bans and cessation support, the TCS helps to identify strengths, gaps and policy priorities. In doing so, it provides policymakers, researchers and public health organisations with an evidence-based overview of how countries are progressing in implementing comprehensive tobacco control policies.

METHODS

The survey was conducted in 2004, 2005⁽¹⁾, 2007⁽³⁾, 2010⁽⁴⁾, 2013⁽⁵⁾, 2016⁽⁶⁾, 2019⁽⁷⁾, 2021⁽⁸⁾ and 2025. In 2004, the survey involved 28 countries: 25 European Union (EU) countries plus Switzerland, Iceland and Norway. In 2005 and 2007, the survey was repeated in 30 European countries (27 EU countries plus Switzerland, Iceland and Norway), and in 2010 in 31 European countries (the 2007 sample plus Turkey). The 2016 survey was conducted in 35 European countries: the 2010 sample plus Croatia, Serbia, Ukraine and the Russian Federation. In 2019, Israel was added to the list of countries. In 2021 and 2025, we have scored 37 countries with the inclusion of Bosnia & Herzegovina.

The correspondents who provided information on the smoking cessation section or/and an update of tobacco policies in their country since 2021 are shown in Table 1.

Table 1: Correspondents who provided information in 2025

Country	Name	Organisation
Austria	Manfred Neuberger	Professor Emeritus of Environmental Health Center of Public Health, Medical University Vienna
Belgium	Suzanne Gabriels	Belgian Foundation against Cancer
Bosnia & Herzegovina	Jasmina Cekric	Progressive Reinforcement of Organizations and Individuals – PROI
Bulgaria	Gergana Geshanova, Dosio Dosev	Smoke Free Coalition, Bulgaria
Croatia	Smilja Golomejic	Croatia Institute of Public Health
Cyprus		WHO report on the global tobacco epidemic 2025 ⁽⁹⁾
Czechia	Eva Kralikova	Charles University and the General University Hospital
Denmark	Niels Them Kjær	Danish Cancer Society
Estonia		WHO report on the global tobacco epidemic 2025 ⁽⁹⁾
Finland	Anne Taulu	Suomen ASH
France	Emmanuelle Béguinot	Comité National Contre le Tabagisme (French national committee for tobacco control)
Germany	Katrin Schaller	German Cancer Research Center (DKFZ)
Greece	Professor Constantine Vardavas	School of Medicine, National and Kapodistrian University of Athens, Greece
Hungary	Tibor Demjen	Hungarian Focal Point for Tobacco Control
Iceland	Viðar Jensson	Directorate of Health
Ireland	Professor Luke Clancy	Tobacco Free Research Institute Ireland
Israel	Shira Kislev	Smoke Free Israel
Italy	Silvano Gallus, Alessandra Lugo	Istituto di Ricerche Farmacologiche Mario Negri
Latvia		WHO report on the global tobacco epidemic 2025 ⁽⁹⁾
Lithuania	Nijole Gostautaitė-Midttun	Lithuanian Tobacco and Alcohol Control Coalition
Luxembourg	Lex Schaul	Fondation Cancer, Luxembourg
Malta		WHO report on the global tobacco epidemic 2025 ⁽⁹⁾
The Netherlands	Dewi Segaar	Gezondheidsfondsen voor Rookvrij (Health Funds for a Smokefree Netherlands)
Norway	Maxime Compaoré	Norwegian Cancer Society
Poland	Łukasz Balwicki	Department of Public Health and Social Medicine, Medical University of Gdansk
Portugal	Sofia Ravara	University of Beira Interior, Faculty of Health Sciences; CHCB University Hospital, Covilhã
Romania	Ramona Brad, Professor Florin Mihaltan	2035 Healthy Romania Generation Association, President of the Romanian Society of Pneumology
Russian Fed.		WHO report on the global tobacco epidemic 2025 ⁽⁹⁾
Serbia	Dr Olivera Jovanović	Institute of Economic Sciences
Slovakia		WHO report on the global tobacco epidemic 2025 ⁽⁹⁾
Slovenia		WHO report on the global tobacco epidemic 2025 ⁽⁹⁾
Spain	Francisco Rodríguez-Lozano	Spanish National Committee for Smoking Prevention, Tenerife, Spain
Sweden	Ann Post	Tobaksfakta
Switzerland	Luciano Ruggia, Kris Schürch, Wolfgang Kweitel	Swiss Association for Tobacco Control
Ukraine	Yuliia Manuilova, Olha Masna, Lilia Olefir	NGO Advocacy Center «Life» and former director Advocacy Center "life" and Smoke Free Partnership
UK	Hazel Cheeseman	ASH
Turkey	Elif Dağlı	Health Institute Association

The Tobacco Control Scale that is showing the points allocated to each policy, with a maximum total score of 100, is shown in Table 2.

Table 2. The Tobacco Control Scale 2025

POLICY DOMAIN	Max. score
Price of cigarettes	30
The price for cigarettes in 2024	
The price is defined as the price of a premium brand plus the price of the cheapest brand, divided by two. To measure Purchasing Power, we use international dollars (Intl\$) in the same way as the "The WHO report on the Global Tobacco Epidemic 2025" ⁽⁹⁾ and its Global Health Observatory. ⁽¹⁰⁾	30
The country with a price of 25 Intl\$ receives 30 points. One point = International\$ 0,83.	
Smoke free public and workplaces	22
"Meaningful restrictions" denotes imperfect legislation and is not encouraged. It covers legislation limited to parts of the country, containing exemptions, or permitting smoking in premises not defined as fully enclosed.	
The measurement of compliance has always been difficult, but now even more as the recent Eurobarometer survey in the EU countries do not measure compliance for the workplace, for bars or for restaurants separately. The Eurobarometer 539 (fieldwork 2023) measures compliance in indoor public spaces which includes different types of locations with different compliance, such as concert halls or restaurants. Therefore, we used the results of the Eurobarometer 529 only to indicate countries with overall low compliance	
Workplaces excluding cafes and restaurants – one only of	10
Complete ban of all tobacco products without exemptions (no smoking rooms); enforced.	10
Complete ban with closed, ventilated, designated smoking rooms under very strict rules, enforced.	8
Complete ban, but with closed, ventilated, designated smoking rooms (not areas or places); enforced.	6
Meaningful restrictions; enforced. Or a complete smoking ban, but with allowance of the use of heated tobacco products.	4
Legislative restrictions, but no compliance.	2
Cafes and restaurants – one only of	8
Complete ban of all tobacco products; enforced.	8
Complete ban, but with closed, ventilated, designated smoking rooms (not areas or places); enforced.	6
Meaningful restrictions; enforced. Or a complete smoking ban, but with allowance of the use of heated tobacco products.	4
Legislative restrictions, but not compliance confirmed.	2
Public transport and other public places and private cars	4
Complete ban in trains without exceptions	1
Complete ban in other public transport without exceptions	1
Ban in private cars when minors or children are present	1
Complete ban in educational, health, government and cultural places	1
Age limitations (new – additive) (11)	7
Minimum age of sale for tobacco products of 19-20 years old	1
Minimum age of sale for tobacco products of 21-22 years old	1
Minimum age of sale for tobacco products of 23-24 years old	1
Minimum age of sale for tobacco products of 25-26 years old	1
Minimum age of sale for tobacco products of 27-28 years old	1
Minimum age of sale for tobacco products of 29-30 years old	1
Minimum age of sale for tobacco products of 31 years and older	1

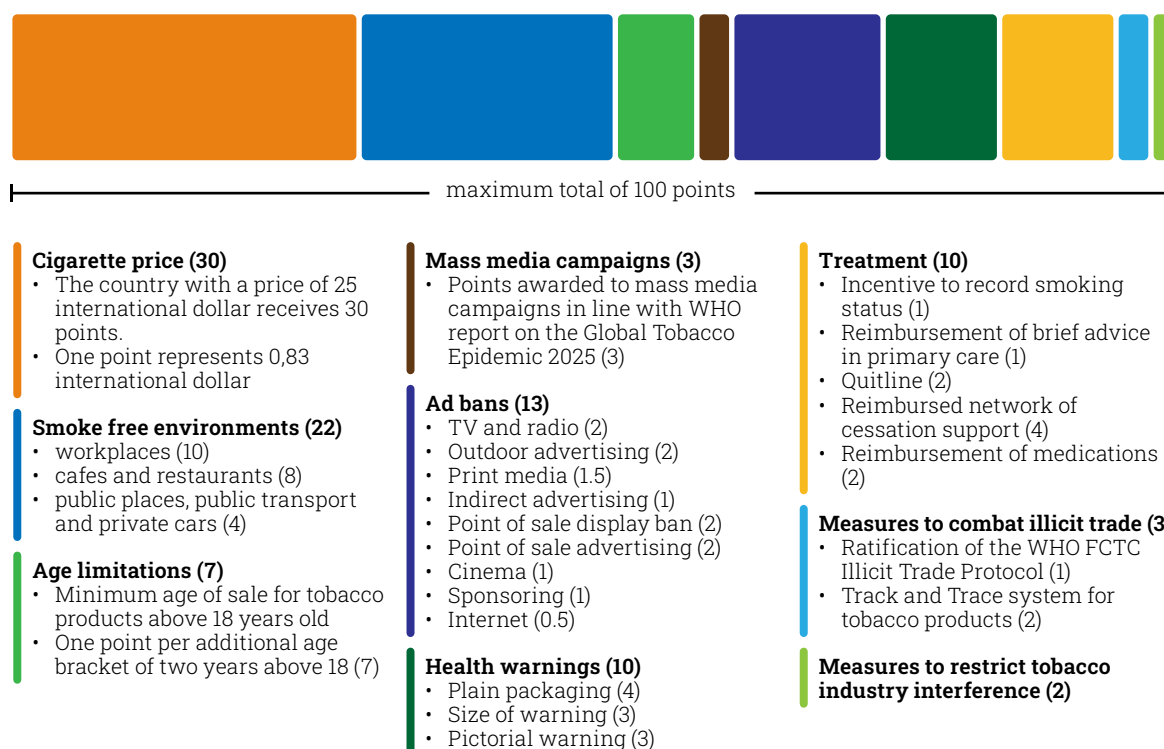
Table 2. The Tobacco Control Scale 2025 (continued)

Mass Media campaigns (new approach) – one only of	3
<p>In previous editions, we used government spending on tobacco control at country level to measure spending on public information campaigns. Most countries could not provide those data and we decided to follow a new methodology to assess anti-tobacco mass media campaigns presented in the WHO report on the Global Tobacco Epidemic 2025.⁽⁹⁾</p> <p>A campaign is defined by WHO as a communication activity lasting at least one three-week period between July 2022 and June 2024, which utilises mass media (TV, radio, print, outdoor billboards, internet) to inform and educate the public about the harms of tobacco use and second-hand smoke exposure, to increase support for tobacco control policies or laws, to encourage tobacco users to quit and/or to challenge tobacco industry practices. Eligible campaigns were assessed by the World Health Organization⁽⁹⁾ according to the following characteristics, which signify the use of a comprehensive communication approach:</p> <ol style="list-style-type: none"> 1. The campaign was part of a comprehensive tobacco control programme. 2. Before the campaign, research was undertaken or reviewed to gain a thorough understanding of the target audience. 3. Campaign communication materials were pre-tested with the target audience and refined in line with campaign objectives. 4. Air time (radio, television) and/ or placement (billboards, print advertising, etc.) were formally planned. 5. The implementing agency worked with journalists to gain publicity or news coverage for the campaign. 6. Process evaluation was undertaken to assess how effectively the campaign had been implemented. 7. An outcome evaluation process was implemented to assess campaign impact. 8. The campaign was aired on television and/or radio. <p>In the tobacco control scale, mass media campaigns account for a maximum of 3 points.</p>	
National campaign conducted with one to four appropriate characteristics	1
National campaign conducted with five to six appropriate characteristics, or with seven characteristics excluding airing on television and/or radio	2
National campaign conducted with at least seven appropriate characteristics including airing on television and/or radio	3
Comprehensive bans on advertising and promotion	13
Points for each type of ban included – additive	
Complete ban on tobacco advertising on television and radio	2
Complete ban on outdoor advertising (e.g. posters)	2
Complete ban on advertising in print media (e.g. newspapers and magazines)	1.5
Complete ban on indirect advertising (e.g. cigarette branded clothes, watches, etc.)	1
Ban on display of tobacco products at the point of sale	2
Ban on point of sale advertising	2
Ban on cinema advertising	1
Ban on sponsorship	1
Ban on internet advertising	0.5
Large pictorial health warning labels	10
Plain packaging (the removal of trademarks, logos, colours and graphics, except for the government health warning, and brand name presented in a standardised typeface) in combination with pictorial health warnings on the front and on the back of the tobacco product package	4
Size of warning – one only of	3
50% or less of the packet	1
51–79% of the packet	2
80% or more of the packet	3
Pictorial health warnings – additive	3
Pictorial health warnings on cigarette packs	2
Pictorial health warning on hand rolling tobacco and/ or heated tobacco products	1

Table 2. The Tobacco Control Scale 2025 (continued)

Treatment to help smokers stop	10
Recording of smoking status in medical notes	
Legal or financial incentive to record smoking status in all medical notes or patient files	1
Brief advice in primary care	
Family doctors reimbursed for providing brief advice	1
Quitline	
National quit line or quit lines in all major regions of country	1
Additional point for:	
Quitline counsellors answering at least 30 hours a week (not recorded messages)	1
Network of smoking cessation support and its reimbursement – one only of	
Cessation support network covering whole country, free	4
Cessation support network but only in selected areas, e.g. major cities; free	3
Cessation support network covering whole country, partially or not free	3
Cessation support network but only in selected areas, e.g. major cities, partially or not free	2
Reimbursement of medications – one only of	
Medications totally reimbursed or free to users or	2
Medications partially reimbursed	1
Illicit tobacco trade	3
Ratification of the WHO FCTC Illicit Trade Protocol	1
Track and trace system for tobacco products	1
Evaluation report in terms of its effectiveness (secure the supply chain and assist in the investigation of illicit tobacco trade)	1
Tobacco Industry Interference	2
A whole range of measures, well enforced, to restrict tobacco industry interference or	2
some measures, well enforced, to restrict tobacco industry interference	1
Not ratifying the WHO Framework Convention on Tobacco Control (new)	-1

Graph 1. Maximum points that can be scored on the Tobacco Control Scale 2025



To collect information for the tobacco control scale, the following data sources were used:

PRICE

The World Health Organization "Global Health Observatory" <https://www.who.int/data/gho/data/indicators/indicator-details/GHO/tobacco-raise-taxes--retail-price-for-and-nicotine-products>

SMOKE FREE LEGISLATION

- An update of the legislation from correspondents (table 1)
- European Commission. Eurobarometer 506, Attitudes of Europeans towards Tobacco and Electronic Cigarettes. Brussels: European Commission; 2021.⁽¹³⁾
- European Commission. Eurobarometer 539, Attitudes of Europeans towards Tobacco and related products. Brussels: European Commission; 2024.⁽¹⁴⁾
- The World Health Organization "Global Health Observatory" <https://www.who.int/data/gho/data/themes/theme-details/GHO/tobacco-control>
- Campaign For Tobacco Free Kids. Tobacco Control Laws [Internet] Washington DC: Campaign For Tobacco Free Kids; 2025. Available at: <http://www.tobaccocontrolaws.org/legislation/>
- Smoke Free Partnership, 2022 Smoke Free Map⁽¹²⁾. <https://www.smokefreepartnership.eu/smokefree-map>

MASS MEDIA CAMPAIGNS

- WHO report on the global tobacco epidemic 2025.⁽⁹⁾

ADVERTISING

- An update of the legislation on advertising from correspondents (table 1)
- The World Health Organization "Global Health Observatory" <https://www.who.int/data/gho/data/themes/theme-details/GHO/tobacco-control>
- Campaign for Tobacco Free Kids. Tobacco Control Laws [Internet] Washington DC: Campaign for Tobacco Free Kids; 2025. Available at: <http://www.tobaccocontrolaws.org/legislation/>

LABELLING

- Canadian Cancer Society. Cigarette package health warnings. International status report. Ottawa: Canadian Cancer Society, 2025⁽¹⁵⁾.
- WHO report on the global tobacco epidemic 2025.⁽⁹⁾

TREATMENT/CESSATION:

- The World Health Organization "Global Health Observatory" <https://www.who.int/data/gho/data/themes/theme-details/GHO/tobacco-control>
- Questionnaire filled in by correspondents (table 1)

ILLICIT TOBACCO TRADE

- Ratification of the Protocol to Eliminate the Illicit Trade in Tobacco Products: United Nations Treaty Collection. https://treaties.un.org/pages/ViewDetails.aspx?src=TREATY&mtdsg_no=IX-4-a&chapter=9&lang=en
- Joossens L, The status of the tracking and tracing system required under the WHO FCTC Protocol to Eliminate Illicit Trade in Tobacco Products, Smoke Free Partnership, 2023.⁽¹⁷⁾

TOBACCO INDUSTRY INTERFERENCE

- Assunta M. Global Tobacco Industry Interference Index 2025. Global Center for Good Governance in Tobacco Control (GGTC). Bangkok, Thailand. Nov 2025.⁽¹⁶⁾

RESULTS

Table 3 shows the 2025 TCS scores of each country, in rank order, with their 2021 ranking shown for comparison.

The headline results are:

- Nine leading countries have 60 points or more. Ireland tops the ranking.
- Nine countries performed modestly, scoring between 50 and 54 points.
- **The remaining 19 countries failed to reach at least 50 points and therefore need to do much more.**
- Eight countries have very low scores, with fewer than 45 points.
- Heated tobacco loophole drives sharp score declines in Romania, Italy, and Czechia.
- Inflation erodes tobacco tax gains across Europe, exposing urgent need for EU tax reform.

DATA TABLES TOBACCO CONTROL SCALE, 2025

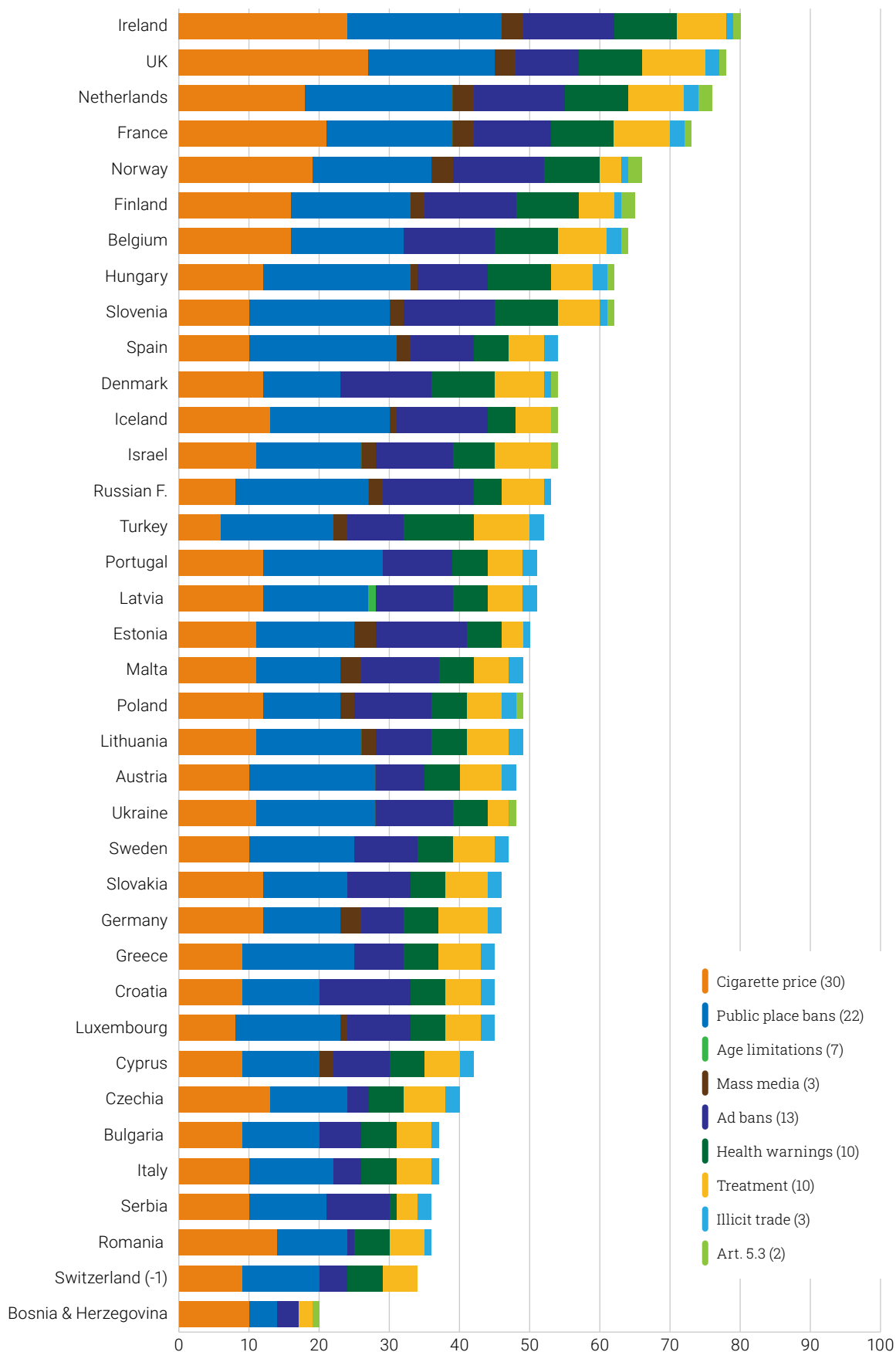
Table 3. Thirty-seven European countries ranked by total TCS score in 2025

Ranking 2025 (2019)	Country	Price (30)	Public place bans (22)	Age limi- tations (7)	Mass- media (3)	Ad bans (13)	Health warning (10)	Treat- ment (10)	Illicit trade (3)	Art 5.3 (2)	Total (100)
1 (1)	– Ireland	24	22	0	3	13	9	7	1	1	80
2 (1)	▼ UK	27	18	0	3	9	9	9	2	1	78
3 (4)	▲ Netherlands	18	21	0	3	13	9	8	2	2	76
4 (3)	▼ France	21	18	0	3	11	9	8	2	1	73
5 (6)	▲ Norway	19	17	0	3	13	8	3	1	2	66
6 (7)	▲ Finland	16	17	0	2	13	9	5	1	2	65
7 (10)	▲ Belgium	16	16	0	0	13	9	7	2	1	64
8 (4)	▼ Hungary	12	21	0	1	10	9	6	2	1	62
9 (17)	▲ Slovenia	10	20	0	2	13	9	6	1	1	62
10 (11)	▲ Spain	10	21	0	2	9	5	5	2	0	54
10 (13)	▲ Denmark	12	11	0	0	13	9	7	1	1	54
10 (8)	▼ Iceland	13	17	0	1	13	4	5	0	1	54
10 (14)	▲ Israel	11	15	0	2	11	6	8	0	1	54
14 (18)	▲ Russian F.	8	19	0	2	13	4	6	1	-	53
15 (12)	▼ Turkey	6	16	0	2	8	10	8	2	0	52
16 (30)	▲ Portugal	12	17	0	0	10	5	5	2	0	51
16 (26)	▲ Latvia	12	15	1	0	11	5	5	2	0	51
18 (21)	▲ Estonia	11	14	0	3	13	5	3	1	0	50
19 (14)	▼ Malta	11	12	0	3	11	5	5	2	-	49
19 (21)	▲ Poland	12	11	0	2	11	5	5	2	1	49
19 (18)	▼ Lithuania	11	15	0	2	8	5	6	2	0	49
22 (26)	▲ Austria	10	18	0	0	7	5	6	2	0	48
22 (30)	▲ Ukraine	11	17	0	0	11	5	3	0	1	48
24 (21)	▼ Sweden	10	15	0	0	9	5	6	2	0	47
25 (30)	▲ Slovakia	12	12	0	0	9	5	6	2	0	46
25 (34)	▲ Germany	12	11	0	3	6	5	7	2	0	46
27 (14)	▼ Greece	9	16	0	0	7	5	6	2	0	45
27 (21)	▼ Croatia	9	11	0	0	13	5	5	2	-	45
27 (28)	▲ Luxembourg	8	15	0	1	9	5	5	2	0	45
30 (31)	▲ Cyprus	9	11	0	2	8	5	5	2	-	42
31 (21)	▼ Czechia	13	11	0	0	3	5	6	2	0	40
32 (33)	▲ Bulgaria	9	11	-	0	6	5	5	1	0	37
32 (18)	▼ Italy	10	12	-	0	4	5	5	1	0	37
34 (35)	▲ Serbia	10	11	-	0	9	1	3	2	0	36
34 (8)	▼ Romania	14	10	0	0	1	5	5	1	0	36
36 (36)	– Switzerland (-1)	9	11	0	0	4	5	5	0	0	33
37 (37)	– Bosnia & Herzegovina	10	4	0	0	3	0	2	0	1	20

“–” means no information is available, “0” means insufficient to obtain one point.

-1: Switzerland is the only country in this survey which has not ratified the WHO FCTC: minus one point.

Graph 2. European countries ranked by total Tobacco Control Scale score in 2025



DISCUSSION

Nine leading countries (Ireland, the UK, the Netherlands, France, Norway, Finland, Belgium, Hungary, and Slovenia) scored between 60 and 80 points. Ireland achieved the highest score, with 80 out of 100. Nine countries performed modestly, scoring between 50 and 54 points. The remaining 19 countries failed to reach at least 50 points and therefore need to do much more. Eight countries (up from five in 2021) had very low scores, with fewer than 45 points. The lowest overall scores were recorded in Bosnia & Herzegovina and Switzerland. Regulation of heated tobacco products was particularly disappointing in Czechia, Bulgaria, Romania, and Italy. Heated tobacco products are tobacco products and should be regulated in the same way as tobacco products for smoking including equal tax rates, bans on advertising and promotion, labelling requirements, bans on flavours, and restrictions on use in public places.

Price and tax measures remain the single most effective tool to reduce tobacco consumption, especially among young people. However, the results of the 2025 Tobacco Control Scale show that progress in this area has been limited in recent years. The period from 2020 to 2024 was marked by high inflation, and most countries did not sufficiently adjust price and/or tax levels to maintain the public health impact of price policies. Turkey lost 9 points in its price score due to high inflation. Only 4 of the 37 countries improved their price scores (the Netherlands, Belgium, Slovenia, and Slovakia).

This is particularly relevant in the context of the ongoing discussions on the revision of the EU Tobacco Taxation Directive (TTD). Differences in taxation levels between tobacco products – including cigarettes, roll-your-own tobacco and heated tobacco products – continue to create opportunities for product substitution and price-driven consumption. The ongoing revision of the EU TTD therefore represents an important opportunity to strengthen minimum excise duties, secure automatic indexation, reduce price gaps between products and thereby ensure that taxation policies better support public health objectives across the European Union.

The EU Tobacco Products Directive (TPD) requires EU countries to introduce pictorial health warnings. Notably, thirteen countries in this edition (the UK, France, Ireland, Hungary, Norway, Slovenia, Turkey, Israel, Belgium, the Netherlands, Denmark, Finland, and Iceland) have adopted plain packaging legislation. However, Iceland had not yet implemented its legislation as of 1 January 2026, with implementation scheduled for May 2027.⁽¹⁸⁾

KEY PROVISIONS

The Directive states that all EU countries will have to put in place a series of tough legal measures to curb smoking and tobacco use, including the following key elements:

- **Mandatory pictorial health warnings** covering 65% of both main surfaces, at the top of the pack. Those regulations will be extended to heated tobacco products from 23 November 2023.
- Countries improve tobacco control by introducing **standardised packaging**.
- **A ban on “characterising flavours”**, such as fruit or chocolate, in cigarettes from 2016, with menthol banned from 2020. This ban will be extended to heated tobacco products from 23 November 2023.
- **Minimum packet dimensions** to ensure greater visibility of health warnings and rule out the possibility of ‘lipstick’ style packs popular amongst young people.
- A **regulatory framework for electronic cigarettes**.
- Provisions for setting up a **tracking and tracing system** for tobacco products to help fight illicit trade from 2019.

11 countries have introduced a smoking ban in private cars when children under 18 are present (Ireland, UK, France, Italy, Malta, Slovenia, Austria, Belgium, Turkey, Lithuania and Latvia).

All countries included in the survey (with the exception of Switzerland) have ratified the WHO FCTC and 23 countries have ratified the Protocol to Eliminate the Illicit Trade in Tobacco Products.

If we consider a score of 50 (out of the maximum of 100) as a success, then 19 out of 37 countries (51%) would fail. Their end-of-term report would undoubtedly say: “Must do better.” These countries urgently need to improve their tobacco control score in the next few years.

COMMENTS ON INDIVIDUAL COUNTRIES

Here, in a slightly end-of-term report style, we provide brief comments on individual countries in reverse order of their 2025 ranking (with the 2021 ranking and any upward or downward movement shown in brackets). Comments referring to progress on tobacco control measures implemented outside the scoring period are included for context but were not taken into account when determining the scores.

37.	Bosnia & Herzegovina (-)	The three jurisdictions within the country (the Federation of Bosnia & Herzegovina, Republika Srpska, and the Brcko District of Bosnia & Herzegovina) have adopted separate tobacco control legislation, with several differences between them. There is no tobacco control legislation at the state level. Advertising for heated tobacco products is permitted in the Federation of Bosnia & Herzegovina.
36.	Switzerland (-)	In the 2025 Global Tobacco Industry Interference Index, Switzerland ranked 99th out of 100. The country remains a preferred base for international tobacco companies. Outdoor advertising is banned, but not on private properties such as shopping centres and underground garages with as result massive advertising campaigns with large billboards for heated tobacco products and nicotine products. A tremendous loophole. Minor amendments to the law concerning advertising were adopted in June 2025 and will come into force in 2027. However, it still does not constitute a comprehensive ban on tobacco advertising; Switzerland continues to struggle to adopt legislation without significant loopholes. It remains also the only country in this survey which has not ratified the WHO FCTC.
34.	Romania (8 ▼26)	Romania drops no less than 26 ranks compared to its 8th position in 2021, mainly due to excluding HTPs from its smokefree- and advertisement regulation. Romania adopted comprehensive smokefree legislation in 2016 but still permits the use of heated tobacco products. And despite a ban on tobacco advertising, ads for heated tobacco products are widespread, appearing even in ski resorts at 1,600 metres and as product placement on television. Cigarettes became more affordable since 2021 and cessation support is limited.
34.	Serbia (35 ▲1)	No major new initiatives have been implemented since 2021. One update concerns the track and trace system, introduced in 2025: every cigarette pack is now marked with a QR code to support monitoring within the excise system. Advertising of heated tobacco products is not permitted in Serbia, including through traditional media, outdoor advertising, or digital marketing channels.
32.	Bulgaria (33 ▲1)	The cigarette price score remains the second lowest of all EU countries in Bulgaria, taking into account affordability. No major changes since 2021, besides the omnipresence of heated tobacco products, with ads on billboards.
32.	Italy (18 ▼14)	Banned tobacco advertising in 1962 but now allows extensive advertising for heated tobacco products, including full-page tobacco industry campaigns (with logos) promoting harm reduction in major newspapers. Although Italy introduced smokefree legislation in 2005, it currently permits the use of heated tobacco products in bars, restaurants, and workplaces.
31.	Czechia (21 ▼10)	Adopted a comprehensive smoke free legislation in February 2017 but did not include the use of heated tobacco products and water pipe. The advertising ban does not include heated tobacco products either. The result: widespread advertising for those products.

30.	Cyprus (31 ▲1)	Over the past 15 years, cigarette prices have barely increased. Compliance with smokefree legislation remains problematic in bars and restaurants, and adherence to advertising regulations is reportedly weak, according to the Ministry of Health.
27.	Luxembourg (28 ▲1)	Has the lowest price score of the EU countries in 2024 and continues to maintain low taxes on tobacco products to attract cross border shopping from neighbouring countries. Luxembourg has consistently been distorting the EU internal market for cigarettes with its low taxation and is hampering initiatives to address this through an update of the Tobacco Taxation Directive.
27.	Croatia (21 ▼6)	Cigarette prices in Croatia remain low, and smokefree legislation in indoor public places is not well respected, according to the 2020 and 2023 Eurobarometer surveys. Heated tobacco products are subject to advertising and promotion restrictions comparable to those applied to other tobacco and related products.
27.	Greece (14 ▼13)	Has comprehensive smokefree legislation, with generally good compliance since 2019. Although the actual level of compliance is always difficult to measure, there is still room for improvement. As in Italy, the heated tobacco products lobby has a strong presence. Athens is the European capital where IQOS made most progress in the first quarter of 2026. The price of a pack of Marlboro remained unchanged between 2018 and 2024, despite inflation.
25.	Slovakia (30 ▲5)	Is one of the four countries that improved their price score. No major progress to report since 2021. Smoking in bars remains an issue, although some implementation progress has been observed over the past four years.
25.	Germany (34 ▲9)	There has been some limited progress in Germany. Tobacco advertising, including for heated tobacco products, is now banned on billboards, but remains highly visible at points of sale. Overall, Germany's Tobacco Control Scale score remains low.
24.	Sweden (21 ▼3)	In the first edition of the TCS, Sweden was one of the six leading countries, with an impact on its smoking prevalence, but lost interest over the years. For a Nordic country, tobacco tax policy is very weak and there is no plain packaging legislation or display ban. In 2019, Sweden was the first European country to become smoke free for outdoor seating in bars and restaurants. Also worth mentioning: Sweden is using its tracking and tracing cigarette data to combat illicit trade. Finally, Sweden is heavily promoting the use of nicotine pouches within its borders and in the EU.
22.	Ukraine (30 ▲8)	On 6 January 2022, the President signed a new law on the protection of public health from the harmful effects of tobacco, which includes all measures also in the TPD. 100% of workplaces and public indoor spaces are made smoke-free. Heated tobacco products are officially classified as tobacco products. Since 2021, Ukraine is, for instance, one of the few countries in the world which tax heated tobacco products in the same way as cigarettes. Effective January 11, 2024, new regulations for the labelling of tobacco product packaging came into force in Ukraine. Manufacturers are required to place updated graphic images and medical warning text, covering 65% of the pack's surface, along with a QR code. The ongoing war has its consequences on price levels, reimbursement of smoking cessation and media campaigns.
22.	Austria (26 ▲4)	The 2019 comprehensive smoke free legislation was a positive development. Price and tax levels, however, remain low.

19.	Poland (21 ▲2)	No major developments to report. Poland has implemented strict control on raw tobacco to combat illicit trade, focusing on monitoring the entire supply chain from cultivation to first processing.
19.	Malta (14 ▼5)	Heated tobacco products were not allowed in Malta but could be introduced on the market in 2026 after a notification process to the Superintendent for Public Health. Enforcement of the smoking ban in indoor places such as bars and restaurants remains a concern, according to the Eurobarometer in 2023. Cigarette prices are very low and remained almost unchanged in the period 2018-2024.
19.	Lithuania (18 ▼1)	The tobacco industry's push for harm reduction continues to dominate the national tobacco control agenda. A display ban for tobacco and related products (including e-cigarettes) has been in place since 1 January 2025, but retailers of heated tobacco products and nicotine products largely ignore the ban.
18.	Estonia (21 ▲3)	Beyond the TPD, Estonia has implemented a point-of-sale display ban for cigarettes.
16.	Latvia (26 ▲10)	As of 1 January 2025, the age limit for purchasing and smoking increased to 20 years in Latvia. It is so far the first European country to do so.
16.	Portugal (30 ▲14)	New legislation, adopted in 2022, allows smoking rooms in bars, restaurants and nightclubs bigger than 100 m ² , but under very strict ventilation norms. While smoking rooms are not recommended policy, they resulted in better compliance than before.
15.	Turkey (12 ▼3)	Has the second largest health warnings in the world (85% of the front and 100% of the back). Turkey banned the import of electronic cigarettes and heated tobacco products since 2020. Major setback was the inflation rate: more than 70% in 2022 alone. The result: Turkey has now the lowest price score of 37 countries and lost 9 points in its price score. The sale of cigarettes increased from 116.8 billion in 2022 to 150.5 billion in 2024 (+29%) (Source: Ministry of Agriculture).
14.	Russian Federation (18 ▲4)	Has introduced comprehensive advertising and smoke free legislation in 2014, but cigarette prices are very low: the second lowest price score in this ranking.
10.	Israel (14 ▲4)	New regulations were signed on 29 June 2025 and will take effect on 2 August 2026. They require pictorial health warnings on all tobacco and nicotine product packages, covering 75% of the main display areas. Heated tobacco products are classified as tobacco products and have since 2020 plain packaging with text warnings. Major weakness: Israel lost 5 points in its price score.
10.	Denmark (13 ▲3)	Improved considerably its TCS score in the 2021 ranking. It has plain packaging with text warnings for heated tobacco products.
10.	Iceland (8 ▼2)	Was the first country in the world to adopt a display ban for cigarettes in 2001. Iceland adopted plain packaging legislation which will be implemented in May 2027. The advertising and smoke free legislation apply also to the heated tobacco products.
10.	Spain (11 ▲1)	Spain has introduced smoke free beaches but keeps prices low. A proposal for plain packaging has been delayed due to industry lobbying in 2025.
9.	Slovenia (17 ▲8)	Is one of the four countries that improved their price score, although the overall price level remains relatively low. In December 2025, the country banned smoking rooms and now has an impressive list of tobacco control measures, including plain packaging, a point-of-sale advertising ban, and a display ban.

8.	Hungary (4 ▼4)	Is the country with the most reduced retail network for tobacco products in Europe. Hungary implemented plain packaging on 1 January 2022 and has overall a good tobacco control legislation. However, Hungary lost 4 points in the cigarette price score.
7.	Belgium (10 ▲3)	A pack of Marlboro increased from €6,80 in 2020 to €11,50 in 2024 (+69%). The price score was increased with two points. Belgium has a display and a point of sales advertising ban for tobacco products and electronic cigarettes. Heated tobacco products are not available on the Belgian market and it classifies heated tobacco products in the category of new products containing tobacco. Since May 2016, new tobacco products, such as heated tobacco products, can only be introduced on the market after a notification process. Belgium joins for the first time the group of the leading TCS countries.
6.	Finland (7 ▲1)	Implemented plain packaging legislation in May 2023, increased tobacco taxes on a regular basis and doing well in the global tobacco interference index 2025. Heated tobacco products are not present on the Finnish market. Finland aims to be tobacco and nicotine free in 2030.
5.	Norway (6 ▲1)	Remains one of the strong leaders in tobacco control in Europe since the 1960s. Since 2021, Norway has implemented a new Authorisation Scheme covering both new tobacco and nicotine products. The Directorate determines in its approval if the product is to be considered a nicotine product, smokeless tobacco, or smoking tobacco. Heated tobacco products were not introduced in the Norwegian market. Contributed to a joint government guideline with Denmark and Iceland on interacting with the Tobacco Industry for public officials.
4.	France (3 ▼1)	Already had comprehensive tobacco control legislation but also a high smoking prevalence. A 2024 Eurobaromètre Santé Publique France survey shows that the percentage of daily smokers decreased from 25% in 2021 to 18% in 2024 – equivalent to 2 million fewer smokers in just three years. ⁽¹⁹⁾
3.	The Netherlands (4 ▲1)	Is the country with the greatest improvement in its price score, performs very well in the 2025 Global Tobacco Industry Interference Index, and has adopted an impressive range of tobacco control measures, including a reduction of the point of sales. For the first time, the Netherlands ranks among the top three on the Tobacco Control Scale.
2.	UK (1 ▼1)	The UK has the highest price score and consistently performs well in the Tobacco Control Scale ranking. Despite high taxes on cigarettes, the number of illicit cigarettes consumed in the UK has declined by almost 90% since 2000! ⁽²⁰⁾ However, it lost points due to ambiguity in the law applicable in January 2026 regarding heated tobacco products, which are regulated as novel tobacco products rather than as cigarettes. The Tobacco & Vapes Bill adopted in April 2026 will address this by updating the definition. The Tobacco and Vapes Bill will make it illegal to sell tobacco products to children born on or after 1 January 2009, to prevent the next generation from becoming addicted to tobacco.
1.	Ireland (1)	Was the first country in the world to ban smoking in bars and restaurants, has the highest price score of the EU countries and regulates heated tobacco products as cigarettes. As a result, there are no heated tobacco products on the Irish market. From February 2026 retailers wishing to sell tobacco products must pay an annual fee of €1,000 for such a licence and €800 to sell nicotine inhaling substances.

RECOMMENDATIONS:

1. Establish an endgame target for each country.

2. In line with the Eighth Conference of the Parties to the WHO Framework Convention for Tobacco Control classify heated tobacco products as a tobacco product and regulate them in the same way as tobacco products for smoking, including equal tax rates, bans on advertising and promotion, labelling requirements, bans on flavours, and restrictions on use in public places.

3. Revise the EU Tobacco Taxation Directive in 2026, regulate heated tobacco products in the same way as cigarettes, to significantly increase minimum duties and reduce tax differences between cigarettes, hand-rolled tobacco, and heated tobacco products.

4. Revise the EU Tobacco Products Directive, introduce standardised/plain packaging for all tobacco products, ban cigarette filters and update regulations of the nicotine products market.

5. Introduce comprehensive indoor and outdoor smoke free legislation in line with the WHO FCTC Article 8 guidelines and the 2024 Council Recommendation on Smoke and Aerosol-Free Environments.

6. Implement at least the six World Bank priority measures; a comprehensive tobacco control policy is an obligation under Article 4 of the WHO FCTC.

7. Address tobacco industry interference in public health policymaking, in accordance with the guidelines on Article 5.3 of the WHO FCTC.

8. Ban advertising and the display of tobacco products at the point of sale, in line with WHO FCTC Article 13 guidelines.

9. Accelerate the implementation of tobacco cessation support in accordance with Article 14 of the WHO FCTC and its guidelines.

10. Ratify the WHO FCTC Protocol to Eliminate Illicit Trade in Tobacco Products, adopt tracking and tracing standards consistent with the Protocol, and publish an annual evaluation report on effectiveness and tobacco industry interference.

11. Organise a communication activity lasting at least one three-week period between which utilises mass media to inform and educate the public about the harms of tobacco use and second-hand smoke exposure, to increase support for tobacco control policies or laws, to encourage cessation, and to challenge tobacco industry practices.

12. Publish Eurobarometer surveys at least every two years to monitor and assess the impact of tobacco control policies.

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APPENDIX 1

HISTORY OF THE TOBACCO CONTROL SCALE

In 2004, the European Network for Smoking Prevention (ENSP) provided a grant to Luk Joossens for a project to measure tobacco control activity at country level in Europe. A questionnaire was drafted and then finalised with feedback from a panel of ten experts, international tobacco control researchers and specialists.

Although the original intention of the project was simply to describe current tobacco control policies in Europe, it seemed worthwhile trying to quantify these policies, in order to be able to compare countries systematically. However, while we have evidence which tells us broadly which tobacco control measures are effective, it is not easy to decide what weight should be given to each policy measure on a scale. Ideally, this would be decided by the size of the effect of a policy measure, but relatively little rigorous research on the effectiveness of tobacco control policy exists, and the research that does exist is not precise enough to permit easy comparisons between countries. Therefore, in order to score the questionnaire and create the scale we had to assign scores to each tobacco control policy. To do this we convened an international panel of ten experts to agree the allocation of points to the scale.

In 2005, Martin Raw joined the project of scoring tobacco control policies in European countries. The objective was to repeat the collection of data but to do it in a more systematic and scientific manner with the intention to have the methodology published in and approved by a scientific journal. The report was submitted by Luk Joossens and Martin Raw to the journal "Tobacco Control" which published the article in May 2006 (<https://tobaccocontrol.bmj.com/content/tobaccocontrol/15/3/247.full.pdf>). Joossens and Raw remained the authors of 2007, 2010, 2013 and 2016 editions. In 2017, Ariadna Feliu and Esteve Fernandez of the Catalan Institute of Oncology joined the project. The authors of the 2019 edition were Luk Joossens, Ariadna Feliu and Esteve Fernandez.

The Swiss Cancer League financed and published the 2007 edition of the Tobacco Control Scale (TCS). The 2010, 2013, 2016 and 2019 editions of the TCS were published by the Association of European Cancer Leagues (ECL). The research results were presented every time at the European Conferences on Tobacco or Health (ECToH) in Basel (2007), Amsterdam (2011), Istanbul (2014), Porto (2017) and Berlin (2020).

Since 2017, the Tobacco Control Unit of the Catalan Institute of Oncology, a WHO Collaborating Center for Tobacco Control, has been collaborating with Luk Joossens and ECL. The main aim of the collaboration was to design and launch the TCS website (www.tobaccocontrolscales.org) to publish all the editions of the TCS and a repository of the scientific literature derived from the use of the TCS online. In addition, Feliu, Joossens, Fernandez and collaborators, have adapted and piloted the TCS for its use in Latin America, and published an article in 2022 in the journal "Tobacco Control" (<https://tobaccocontrol.bmj.com/content/31/5/642.long>).

THE 2021 AND 2025 TCS EDITION

In December 2021, the Smoke Free Partnership (SFP) agreed to be in charge of, to finance and to publish the TCS in 2022 and 2026. The 2021 results were presented at the ICO-WHO Symposium on Tobacco Control in Barcelona on 2 December 2022 and the 2025 results will be presented at the ECTOH conference in Milan on 20 May 2026. The authors of the 2025 edition are Luk Joossens, Henry Abbink and Erin Roman.

APPENDIX 2

Smoke free public places – score on 1 January 2026 in 37 European countries

Country	Bars and restaurants (max = 8 points)	Public transport (max = 2 points)	Public places (max = 1 point)	Private cars with children under 18 (max = 1 point)	Work Place (max = 10 points)	Total (max = 22 points)
Ireland	8	2	1	1	10	22
Spain	8	2	1	0	10	21
NL	8	2	1	0	10	21
Hungary	8	2	1	0	10	21
Slovenia	8	2	1	1	8	20 ⁽¹⁾
Russia	6	2	1	0	10	19 ⁽²⁾
UK	6	2	1	1	8	18 ⁽³⁾
Austria	8	2	1	1	6	18
France	6	2	1	1	8	18
Finland	6	2	1	0 ⁽⁴⁾	8	17
Ukraine	6	2	1	0	8	17
Portugal	6	2	1	0	8	17 ⁽⁵⁾
Iceland	8	2	1	0	6	17
Norway	8	2	1	0	6	17
Greece	5	2	1	0	8	16 ⁽⁶⁾
Belgium	6	2	1	1	6	16
Turkey	4	2	1	1	8	16 ⁽⁷⁾
Luxembourg	6	2	1	0 ⁽⁸⁾	6	15
Sweden	6	2	1	0	6	15
Israel	6	2	1	0	6	15
Lithuania	6	1 ⁽⁹⁾	1	1	6	15
Latvia	6 ⁽¹⁰⁾	1 ⁽⁹⁾	1	1	6	15
Estonia	6	1 ⁽⁹⁾	1	0	6	14
Malta	4	2	1	1	4	12 ⁽¹¹⁾
Slovakia	4	1	1	0	6	12
Italy	4	2	1	1	4	12 ⁽¹²⁾
Cyprus	4	2	1	0 ⁽¹³⁾	4	11 ⁽¹³⁾
Poland	4	2	1	0	4	11 ⁽¹⁴⁾
Switzerland	4	2	1	0	4	11 ⁽¹⁵⁾
Bulgaria	4	2	1	0	4	11 ⁽¹⁶⁾
Czechia	4	2	1	0	4	11 ⁽¹⁷⁾
Croatia	4	2	1	0	4	11 ⁽¹⁸⁾
Serbia	2	2	1	0	6	11
Denmark	4	2	1	0	4	11 ⁽¹⁹⁾
Germany	4	2	1	0	4	11 ⁽²⁰⁾
Romania	4	1	1	0	4	10 ⁽²¹⁾
Bosnia & Herzegovina	0	1	1	0	2	4 ⁽²²⁾

- (1) As of 31 December 2025, smoking is prohibited in all indoor public places, including bars, pubs, and nightclubs. As of 31 December 2025 also, smoking will be prohibited in all indoor workplaces with a few enumerated exceptions. Private offices are not included in these exceptions. (8 out of 10 score for indoor workplaces)
- (2) The Russian Federation introduced comprehensive smoke free legislation in June 2014. According to the Ministry of Health in the WHO global epidemic report 2025, the compliance was good. (Overall only 2 points less attributed for enforcement in the new score)
- (3) There is some ambiguity in the current law on heated tobacco products. Heated tobacco products are regulated as novel tobacco products and not as cigarettes. To address this, the Tobacco & Vapes Bill adopted in April 2026 will give the government powers to regulate the use of heated tobacco products in public places.
- (4) Smoking in private cars is not permitted if a child under the age of 15 is present.
- (5) As of 2023, Portugal has tightened restrictions, making indoor smoking in bars generally prohibited, with exceptions only for designated smoking rooms in large establishments (over 100 squared meter) that meet strict, specialized ventilation requirements.
- (6) Greece has comprehensive smoke free legislation, with rather good compliance since 2019. The actual level of compliance remains always difficult to measure, but there is still room for improvement, according to an article in the New York Times in 2024. Heated tobacco products are not allowed in bars and restaurants. Smoking in private and public vehicles in Greece is prohibited when children under 12 are present. <https://www.nytimes.com/2024/12/28/world/europe/greece-indoor-smoking-ban.html>
- (7) Compliance is weak in cafés, coffee or teahouses according to the WHO global epidemic report 2025. The situation might be better at the work place (8 points attributed instead of 10). Turkey has banned heated tobacco products.
- (8) Smoking in private cars is not permitted if a child under the age of 12 is present.
- (9) The law prohibits smoking in most public transport but allows smoking on long-distance trains and passenger ships in separate smoking cars or cabins.
- (10) Smoking is banned except in cigar or pipe clubs specially set out for this purpose.
- (11) Malta has comprehensive smoke free legislation, but compliance remains a problem (Eurobarometer 2023). Malta has banned heated tobacco products.
- (12) Italy allows the use of heated tobacco products in bars and restaurants and at the work place.
- (13) Cyprus has comprehensive smoke free legislation in bars and restaurants (no smoking rooms, no exemptions) since 2010, but compliance remains a concern. (see Eurobarometer survey 2020 and 2023). Smoking in private cars is not permitted if a child under the age of 16 is present.
- (14) The Polish law allows exceptions, for instance for drinking and eating establishments with two or more rooms.
- (15) Legislation of smoking in bars of restaurants is a split competence of the cantons and the federal legislator. A majority of the cantons apply smoke free legislation in bars and restaurants.
- (16) Comprehensive smoke free legislation in public spaces (including bars and restaurants) came into force in June 2012. Compliance with the legislation remains insufficient (see Eurobarometer survey 2020 and 2023).

- (17) Czechia adopted in February 2017 comprehensive smoke free legislation which came into force on 31st May 2017. Surprisingly, the use of water pipes is still authorized in bars and restaurants. Czechia allows the use of heated tobacco products in bars and restaurants and at the work place.
- (18) Compliance of smoke free legislation remains a problem (see Eurobarometer survey 2020 and 2023).
- (19) Smoking is still allowed and common in small bars. Smoking may be allowed in indoor work rooms that serve solely as a workplace for one person at a time.
- (20) Legislation of smoking in bars and restaurants is a competence of the regions (länder). Most länder ban smoking in bars and restaurants but may allow smoking rooms or some exceptions.
- (21) Romania allows the use of heated tobacco products in bars and restaurants and at the work place.
- (22) There is no national smoke free legislation in Bosnia & Herzegovina.

APPENDIX 3

Compliance of smoke free legislation in indoor places based on Eurobarometer 539 (fieldwork May-June 2023)

QD14.1 In (OUR COUNTRY) and in the last six months, were people smoking in indoor public spaces where people normally do not smoke (e.g. restaurants, bars, shopping malls, airports, concert halls) (%)

Country	Yes	No	Have not visited in the past 6 months (SPONTANEOUS)	Don't know
EU27	22	72	1	5
Belgium	24	70	1	5
Bulgaria	46	37	5	12
Czechia	13	80	1	6
Denmark	21	76	2	1
Germany	17	74	2	7
Estonia	15	79	3	3
Ireland	15	78	1	6
Greece	26	67	1	6
Spain	21	76	0	3
France	26	71	1	2
Croatia	40	53	1	6
Italy	26	65	2	7
Cyprus	46	43	0	11
Latvia	15	70	4	11
Lithuania	17	74	3	6
Luxembourg	21	76	0	3
Hungary	9	86	1	4
Malta	38	60	0	2
Netherlands	27	68	1	4
Austria	19	73	3	5
Poland	21	70	1	8
Portugal	17	76	1	6
Romania	13	77	3	7
Slovenia	9	88	2	1
Slovakia	24	67	2	7
Finland	8	86	2	4
Sweden	15	82	1	2

APPENDIX 4

Compliance of smoke free legislation in bars and restaurants based on Eurobarometer 506 (fieldwork August-September 2020)¹

Country	Bars: People smoking inside during the last visit in the last 6 months (Aug.-Sept. 2020)	Restaurants: People smoking inside during the last visit in the last 6 months (Aug.-Sept. 2020)
Sweden	3%	3%
UK	9%	6%
Slovenia	8%	3%
Ireland	13%	9%
Finland	10%	7%
Hungary	8%	17%
Luxembourg	15%	14%
Estonia	10%	7%
Lithuania	10%	6%
Romania	19%	18%
Spain	22%	3%
Poland	13%	12%
Italy	19%	16%
France	10%	7%
Belgium	14%	8%
Netherlands	13%	8%
Germany	18%	4%
Latvia	18%	9%
Portugal	26%	6%
Denmark	31%	3%
Malta	22%	4%
Bulgaria	27%	21%
Slovakia	45%	23%
Austria	7%	3%
Cyprus	47%	39%
Czechia	11%	9%
Croatia	73%	17%
Greece	22%	14%

¹ ebs_506_en.pdf

APPENDIX 5

Tobacco advertising ban – score on 1/1/ 2026 in 37 European countries

Country	TV Radio	Cinema	Outdoor	Print	Point of sale	Display	Sponsor nat.	Sponsor int.	Internet	Indirect	Total
Max points	2	1	2	1,5	2	2	0,5	0,5	0,5	1	13
Finland	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Iceland	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Norway	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Russia	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Slovenia	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Ireland	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Denmark	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Croatia	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Estonia	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Belgium	2	1	2	1,5	2	2	0,5	0,5	?	1	13
NL	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Malta	2	1	2	1,5	2	0	0,5	0,5	?	1	11
Poland	2	1	2	1,5	2	0	0,5	0,5	?	1	11
France	2	1	2	1,5	2	0	0,5	0,5	?	1	11
Latvia	2	1	2	1,5	2	1 ⁽¹⁾	0,5	0,5	?	0	11
Ukraine	2	1	2	1,5	2	-	0,5	0,5	?	1	11
Israel	2	1	2	0,5 ⁽²⁾	1 ⁽³⁾	2	0,5	0,5	?	1	11
Hungary	2	1	2	1,5	2	0	0,5	0,5	?	0	10
Portugal	2	1	2	1,5	2	0	0,5	0,5	?	0	10
UK	2	1	2	1,5	0 ⁽⁴⁾	0	0,5	0,5	?	1	9
Sweden	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Spain	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Slovakia	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Serbia	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Luxembourg	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Lithuania	2	1	2	1,5	0 ⁽⁵⁾	0	0	0,5	?	1	8
Cyprus	2	1	2	1,5	0	0	0	0,5	?	1	8⁽⁶⁾
Turkey	2	1	2	1,5	1 ⁽⁷⁾	0	0	0,5	?	0	8
Greece	2	1	2	1,5	0	0	0	0,5	?	0	7
Austria	2	1	2	1,5	0	0	0	0,5	?	0	7
Bulgaria	2	1	0 ⁽⁸⁾	1,5	0	0	0	0,5	0	1	6
Germany	2	0 ⁽⁹⁾	2	1,5	0	0	0	0,5	?	0	6
Switzerland	2	1	1 ⁽¹⁰⁾	0	0	0	0	0,5	0	0	4⁽¹¹⁾
Italy	2	1	0	1	0	0	0	0,5	0	0	4⁽¹²⁾
Bosnia & Herzegovina	2	1	0	0	0	0	0	0	0	0	3⁽¹³⁾
Czechia	2	1	0	0	0	0	0	0,5	0	0	3⁽¹⁴⁾
Romania	1	0	0	0	0	0	0	0,5	0	0	1⁽¹⁵⁾

“?” means that there are no data to verify whether the ban was enforced or not. With a “?”, we still round up upwards to avoid an ad score with half points.

- (1) Product display is prohibited in Latvia except at duty-free shops, ships on international voyages, and specialist shops exclusively selling tobacco. There are several IQOS shops visible from the outside in Riga (the capital of Latvia)
- (2) Advertising in print media is banned in Israel, except in print media aimed at adults.
- (3) There is a display ban of tobacco products in Israel, except in shops for the sale of smoking products only, or for the sale of smoking products and intoxicating beverages only, provided that they are not visible from outside the shop.
- (4) Advertising and display at points of sale is banned in the UK, but the tobacco companies claim that the novel (heated) tobacco products are allowed. The Tobacco and Vapes Bill, adopted in April 2026, will put an end to this marketing of HTPs as they are explicitly included in the definition of a tobacco product. (Evans-Reeves K, UK: old habits die hard at the tobacco point-of-sale, Blog/Tobacco Control, 22 June 2025 <https://blogs.bmj.com/tc/2025/06/22/uk-old-habits-die-hard-at-the-tobacco-point-of-sale/>)
- (5) There is a display ban for tobacco and related products (including e-cigarettes) since 1 January 2025, but the ban is ignored by heated tobacco products and nicotine products retailers
- (6) The overall compliance of the advertising ban is weak according to the Ministry of Health (WHO Database)
- (7) Turkey has a ban on advertising at the point of sales, but weak enforcement according to the WHO in the report on the global tobacco epidemic 2025.
- (8) Bulgaria has a tobacco advertising ban, except of the point of sale, but advertising for heated tobacco products are everywhere, also on billboards.
- (9) Germany will only allow advertising for tobacco products in films that are not aimed at under-18s. Advertising in adult movies is allowed.
- (10) Outdoor posters are banned, but not on private properties such as shopping centres and underground garages which are not visible from the outside with as result massive advertising campaigns with large billboards for heated tobacco products and nicotine products.
- (11) A Swiss referendum approved restrictions on tobacco advertising in 2022. A law to protect children was adopted in June 2025 and will enter into force in 2027. The law is not a comprehensive tobacco advertising ban as it allows ads targeting adults under restricted conditions.
- (12) Italy banned already tobacco advertising in 1962, but allows now massively ads for heated tobacco products in combination with full-page tobacco industry campaigns (with logo) on harm reduction in the major Italian newspapers.
- (13) The three jurisdictions in the country (Federation of Bosnia & Herzegovina, Republika Srpska and Brcko District of Bosnia & Herzegovina) adopted separate tobacco control legislation with several differences. There is no tobacco control legislation at level of Bosnia & Herzegovina. Advertising for heated tobacco products is allowed in the Federation of Bosnia & Herzegovina.
- (14) Despite a ban on tobacco advertising, widespread advertising for heated tobacco products.
- (15) Despite a tobacco advertisement ban, advertisements for heated tobacco products are everywhere. Even product placement on television.

APPENDIX 6

Label score on 1 January 2026 in 37 European countries

Country	Size (max = 3 points)	Pictorial health warnings (max = 3 points)	Plain packaging ⁽¹⁾ (4 points if implemented)	Total (max = 10 points)
Turkey	3	3	4	10
France	2	3	4	9
Ireland	2	3	4	9
UK	2	3	4	9
Slovenia	2	3	4	9
Belgium	2	3	4	9
Denmark	2	3	4	9
The Netherlands	2	3	4	9
Hungary	2	3	4	9
Finland	2	3	4	9
Norway	1	3	4	8
Israel	2	0	4	6
Croatia	2	3	0	5
Germany	2	3	0	5
Greece	2	3	0	5
Spain	2	3	0	5
Italy	2	3	0	5
Luxembourg	2	3	0	5
Austria	2	3	0	5
Portugal	2	3	0	5
Ukraine	2	3	0	5
Sweden	2	3	0	5
Czechia	2	3	0	5
Estonia	2	3	0	5
Cyprus	2	3	0	5
Latvia	2	3	0	5
Lithuania	2	3	0	5
Malta	2	3	0	5
Poland	2	3	0	5
Slovakia	2	3	0	5
Switzerland	2	3	0	5
Bulgaria	2	3	0	5
Romania	2	3	0	5
Iceland	1	3	0	4
Russia	1	3	0	4
Serbia	1	0	0	1
Bosnia & Herzegovina	0	0	0	0

APPENDIX 7

Mass media campaigns July 2022 – June 2024

A campaign is defined by WHO as a communication activity lasting at least one three-week period between July 2022 and June 2024, which utilises mass media (TV, radio, print, outdoor billboards, Internet) to inform and educate the public about the harms of tobacco use and second-hand smoke exposure, to increase support for tobacco control policies or laws, to encourage tobacco users to quit and/or to challenge tobacco industry practices.

Eligible campaigns were assessed by the World Health Organization⁽⁹⁾ according to the following characteristics, which signify the use of a comprehensive communication approach:

1. The campaign was part of a comprehensive tobacco control programme.
2. Before the campaign, research was undertaken or reviewed to gain a thorough understanding of the target audience.
3. Campaign communication materials were pre-tested with the target audience and refined in line with campaign objectives.
4. Air time (radio, television) and/ or placement (billboards, print advertising, etc.) were formally planned.
5. The implementing agency worked with journalists to gain publicity or news coverage for the campaign.
6. Process evaluation was undertaken to assess how effectively the campaign had been implemented.
7. An outcome evaluation process was implemented to assess campaign impact.
8. The campaign was aired on television and/or radio.

In the tobacco control scale, mass media campaigns account for a maximum of 3 points.

0 points: No national campaign conducted between July 2022 and June 2024 with a duration of at least 3 weeks

1 point: National campaign conducted with one to four appropriate characteristics

2 points: National campaign conducted with five to six appropriate characteristics, or with seven characteristics excluding airing on television and/or radio

3 points: National campaign conducted with at least seven appropriate characteristics including airing on television and/or radio

3 points: Estonia, France, Germany, Ireland, Malta, The Netherlands, Norway, UK.

2 points: Cyprus, Finland, Israel, Lithuania, Poland, Russian Federation, Slovenia, Spain, Turkey

1 point: Hungary, Iceland and Luxembourg

APPENDIX 8

Age limitations (new)

1 point for a tobacco sales ban for those who are 18 or 19 years old on 1 January 2026.

2 points for a tobacco sales ban for those who are under 22 years old on 1 January 2026.

3 points for a tobacco sales ban for those who are under 24 years old on 1 January 2026.

4 points for a tobacco sales ban for those who are under 26 years old on 1 January 2026.

5 points for a tobacco sales ban for those who are under 28 years old on 1 January 2026.

6 points for a tobacco sales ban for those who are under 30 years old on 1 January 2026.

7 points for a tobacco sales ban for those who are under 32 years old on 1 January 2026.

Latvia got one point: as of 1 January 2025, the age limit for purchasing and smoking increased to 20 years in Latvia.

APPENDIX 9

Cigarette price score 2024 in 37 European countries

Country	Retail price premium brand (US\$)	Retail price cheapest brand (US\$)	Price premium brand Internat. \$ (at Purchasing Power Parity)	Price cheapest brand Internat. \$ (at Purchasing Power Parity)	Price premium + cheapest divided by 2 Internat. \$	Score Prices. 30 points = 25 Internat \$ for premium + cheapest divided by 2. (score 2024 compared to 2020)
UK	22,15	16,63	25,94	19,47	22,71	27 (-)
Ireland	18,46	14,94	22,43	18,16	20,30	24 (-3)
France	13,54	11,80	18,66	16,27	17,46	21 (-)
Norway	15,31	10,75	18,59	13,06	15,82	19 (-1)
Netherlands	13,54	11,69	16,15	13,95	15,05	18 (+3)
Finland	12,02	10,72	14,43	12,87	13,65	16 (-1)
Belgium	12,45	8,12	16,24	10,59	13,42	16 (+2)
Romania	6,09	4,35	14,09	10,07	12,08	14 (-4)
Czechia	6,76	5,57	12,32	10,15	11,24	13 (-)
Iceland	12,71	11,48	11,56	10,44	11,00	13 (-2)
Slovakia	6,17	5,52	10,84	9,70	10,27	12 (+1)
Hungary	6,29	3,97	12,59	7,94	10,26	12 (-4)
Denmark	9,00	8,13	10,58	9,56	10,07	12 (-1)
Germany	9,42	5,96	12,13	7,67	9,90	12 (-2)
Poland	5,42	3,91	11,32	8,16	9,74	12 (-2)
Portugal	6,39	5,20	10,59	8,62	9,61	12 (-2)
Latvia	5,52	4,98	10,08	9,09	9,58	12 (-)
Lithuania	5,58	4,66	10,30	8,60	9,45	11 (-3)
Israel	11,41	7,17	11,57	7,26	9,41	11 (-5)
Malta	6,17	5,09	10,27	8,47	9,37	11 (-5)
Ukraine	3,05	2,12	10,77	7,50	9,13	11 (-1)
Estonia	6,28	5,36	9,68	8,26	8,97	11 (-2)
Bosnia & Herzegovina	3,60	3,15	9,31	8,17	8,74	10 (-4)
Italy	6,71	4,55	10,20	6,91	8,55	10 (-3)
Slovenia	5,85	4,66	9,52	7,58	8,55	10 (+1)
Serbia	4,25	3,14	9,72	7,18	8,45	10 (-3)
Austria	7,04	5,85	9,00	7,48	8,24	10 (-1)
Spain	6,06	4,33	9,40	6,71	8,05	10 (-2)
Sweden	7,27	6,06	9,25	7,71	8,48	10 (-1)
Greece	4,98	4,11	8,65	7,14	7,89	9 (-4)
Cyprus	5,41	4,33	8,71	6,97	7,84	9 (-3)
Croatia	5,31	2,30	10,75	4,65	7,70	9 (-5)
Switzerland	10,44	6,24	9,49	5,68	7,59	9 (-3)
Bulgaria	3,65	2,93	8,19	6,58	7,38	9 (-4)
Luxembourg	7,04	5,31	7,58	5,72	6,65	8 (-1)
Russian Fed.	2,74	1,50	8,11	4,45	6,28	8 (-1)
Turkey	2,21	1,72	5,82	4,55	5,19	6 (-9)

1. Data Source: World health organization, Global Health Observatory, 2025. <https://www.who.int/data/gho> International dollars at Purchasing Power Parity are used to take into account affordability (Source: WHO)
2. The data for Finland were provided by ASH Finland in 2024 as the WHO-reported data showed a remarkable increase not recognised by national informants.
3. Inflation in the EU in the period 2020-2024 was around 20% and in Turkey more than 400%.

APPENDIX 10

Treatment - score in 2025 in 37 European countries

Country	Recording Smoking Status (Max = 1 point)	Brief advice (Max = 1 point)	Quitline (Max = 2 points)	Network Cessation Support (Max = 4 points)	Reimbursement (Max = 2 points)	Total (Max = 10 points)
Max. score	1	1	2	4	2	10
UK	1	0	2	4	2	9
Turkey	0	1	2	3	2	8
The Netherlands	0	0	2	4	2	8
Israel	1	0	2	4	1	8
France	0	0	2	4	2	8
Ireland	1	0	2	3	1	7
Denmark	0	0	2	4	1	7
Belgium	1	0	2	3	1	7
Germany	0	1	2	3	1	7
Russia	1	0	2	3	0	6
Czechia	0	0	2	3	1	6
Hungary	0	0	2	4	0	6
Greece	0	0	2	4	0	6
Sweden	1	0	2	2	1	6
Slovenia	0	0	2	4	0	6
Slovakia	0	0	2	3	1	6
Austria	0	0	2	4	0	6
Lithuania	1	1	2	2	0	6
Finland	1	0	1	2	1	5
Poland	0	0	2	3	0	5
Luxembourg	0	0	2	2	1	5
Romania	1	1	1	2	0	5
Spain	0	0	1	3	1	5
Cyprus	0	0	0	3	2	5
Bulgaria	0	0	2	3	0	5
Croatia	0	0	2	3	0	5
Latvia	1	0	2	2	0	5
Italy	0	0	2	3	0	5
Portugal	0	0	0	4	1	5
Iceland	0	0	2	3	0	5
Malta	0	0	2	3	0	5
Switzerland	0	0	2	3	0	5
Norway	0	1	0	2	0	3
Serbia	0	0	0	3	0	3
Estonia	0	-	0	3	0	3
Ukraine	0	1	0	2	0	3
Bosnia & Herzegovina	0	0	0	2	0	2

APPENDIX 11

Illicit trade – score in 2025 in 37 European countries

Country	Ratification FCTC Illicit trade Protocol (Max= 1 point)	Track and Trace system (Max= 2 points) ⁽¹⁾	Total (Max= 3 points)
Austria	1	1	2
Belgium	1	1	2
Germany	1	1	2
Luxembourg	1	1	2
Spain	1	1	2
France	1	1	2
Sweden	1	1 ⁽²⁾	2
UK	1	1	2
Czechia	1	1	2
Cyprus	1	1	2
Latvia	1	1	2
Portugal	1	1	2
Turkey	1	1	2
Croatia	1	1	2
Malta	1	1	2
Slovakia	1	1	2
Greece	1	1	2
Hungary	1	1	2
The Netherlands	1	1	2
Poland	1	1	2
Serbia	1	1	2
Estonia	0	1	1
Norway	1	0	1
Finland	0	1	1
Russia	0	1	1
Denmark	0	1	1
Ireland	0	1	1
Italy	0	1	1
Slovenia	0	1	1
Bulgaria	0	1	1
Romania	0	1	1
Switzerland	0	0	0
Ukraine	0	0	0
Iceland	0	0	0
Israel	0	0	0
Bosnia & Herzegovina	0	0	0

1. One point for a Tracking & Tracing system for cigarettes and an additional point for an evaluation report in terms of its effectiveness. The EU system for tracking and Tracing exist since 2019, but there is not yet a report on the functioning and the results of the system. Joossens L, Roman E, Do almost 200 billion unique identifiers on tobacco products facilitate investigations on illicit tobacco trade?, Blog, Tobacco Control, 26 October 2025. <https://blogs.bmj.com/tc/2025/10/26/do-almost-200-billion-unique-identifiers-on-tobacco-products-facilitate-investigations-on-illicit-tobacco-trade/>
2. The Public Health Agency of Sweden uses the EU traceability system for tobacco products to generate data that can be useful in a wide range of analyses. This is a positive development and can lead to a second point for tracking and tracing. <https://www.tobaccoinduceddiseases.org/Visualising-traceability-data-of-tobacco-products.206467.0.2.html>

APPENDIX 12

Tobacco Industry Interference Score in 2025 in 37 European countries

Country	Maximum score = 2 points
Finland	2
The Netherlands	2
Norway	2
France	1
Ireland	1
UK	1
Ukraine	1
Denmark	1
Israel	1
Hungary	1
Belgium	1
Slovenia	1
Bosnia & Herzegovina	1
Poland	1
Iceland	1
Spain	0
Greece	0
Luxembourg	0
Austria	0
Portugal	0
Sweden	0
Czechia	0
Estonia	0
Cyprus	0
Latvia	0
Croatia	0
Serbia	0
Lithuania	0
Malta	0
Slovakia	0
Germany	0
Bulgaria	0
Russia	0
Turkey	0
Italy	0
Romania	0
Switzerland	0

1. The scores are based on the ranking of the 2025 Global tobacco industry interference index. Scores in the global index of less than 40 receive 2 points. Scores between 40 and 60 1 point. (Assunta M. Global Tobacco Industry Interference Index 2025. Global Center for Good Governance in Tobacco Control (GGTC). Bangkok, Thailand. Nov 2025.)
2. Norway, Denmark and Iceland received an additional point as result of the recent joint 5.3 FCTC guidelines issued by the Icelandic, Norwegian and Danish Ministers of Health. (Joint Nordic Guidance for Public Officials on Interacting with Tobacco Industry, November 2025)
3. Ireland was not mentioned in the global index, but received one point as the whole government strictly enforces a policy or code of conduct on tobacco industry interference (Article 5.3 of the WHO FCTC), and violations are being monitored and sanctioned. The minister of Health, other ministers and their officials do not meet representatives of the tobacco industry.

APPENDIX 13

Tobacco Control Scale Ranking from 2005 to 2025

Country	TCS 2005	TCS 2007	TCS 2010	TCS 2013	TCS 2016	TCS 2019	TCS 2021	TCS 2025
UK	2	1	1	1	1	1	1	2
Ireland	1	2	2	2	2	3	1	1
Iceland	4	2	4	3	3	4	8	10
Norway	3	4	3	4	5	5	6	5
Turkey	-	-	4	5	9	17	12	15
France	9	7	6	5	4	2	3	4
Spain	26	12	13	7	8	10	11	10
Malta	5	5	7	7	13	17	14	19
Finland	7	8	7	9	6	6	7	6
Ukraine	-	-	-	10	17	20	30	23
Sweden	6	6	9	11	9	15	21	24
Hungary	15	22	27	11	9	8	4	8
NL	10	14	13	13	9	14	5	3
Belgium	12	8	10	13	17	10	10	7
Italy	8	10	12	15	13	15	18	35
Denmark	17	20	13	15	23	29	13	10
Bulgaria	16	13	24	15	19	27	33	34
Switzerland	24	18	11	18	21	35	36	36
Romania	29	14	16	19	7	12	8	35
Slovenia	22	25	17	20	28	8	17	9
Estonia	17	11	19	20	21	23	21	15
Poland	12	14	19	20	15	23	21	19
Serbia	-	-	-	23	23	33	35	32
Latvia	28	24	17	24	26	23	26	17
Portugal	19	23	19	24	15	20	30	17
Croatia	-	-	-	26	23	17	21	28
Slovakia	14	17	22	27	30	32	30	25
Luxembourg	30	28	29	28	33	34	28	25
Lithuania	25	21	22	29	28	29	18	19
Greece	20	28	30	29	31	13	14	28
Czechia	20	25	27	31	31	23	21	31
Cyprus	11	19	24	32	26	27	31	30
Germany	22	27	26	33	33	36	34	25
Austria	26	30	30	34	35	20	26	19
Russian Fed.	-	-	-	-	17	29	18	13
Israel	-	-	-	-	-	7	14	13
Bosnia & Herzegovina	-	-	-	-	-	-	37	37

APPENDIX 14

Emerging Nicotine Products Tobacco Control Scale – A Pilot Study

Peter Halliwell, Henry Abbink & Erin Roman – Smoke Free Partnership (SFP)

Funded by the Belgian Foundation Against Cancer

1. Background and Purpose

Emerging Nicotine Products (ENPs) such as e-cigarettes, heated tobacco products (HTPs), and nicotine pouches are now used by millions of Europeans. Particularly for young Europeans these products are increasingly the gateway to a lifetime nicotine addiction and associated health risks. Yet, their regulation varies strongly across the WHO-European region: some countries have imposed comprehensive bans; others still treat them as unregulated consumer goods.

Without comparable data, advocates lack the evidence base to identify best practices, expose national regulatory failures, and make the case for stronger legislation. The Emerging Nicotine Products Tobacco Control Scale is SFP's attempt to fill that gap.

This pilot study, funded by the Belgian Foundation Against Cancer, applies a newly developed methodology to all 37 European countries covered by the original Tobacco Control Scale. As a standalone pilot project, it should be read as a proof of concept and a first step towards systematic monitoring of emerging nicotine product regulation across Europe as part of the original Tobacco Control Scale. The results presented here are preliminary and subject to revision.

2. Methodology

The Emerging Nicotine Products-TCS assesses national legislation for three product categories – heated tobacco products (HTP), e-cigarettes (VAPE), and nicotine pouches (POUCH). Although HTPs are tobacco products and are explicitly recommended to be treated equal to 'traditional' tobacco products by the WHO and are partially included in the original TCS, their emergence as a new and growing nicotine product category explains their inclusion in this project.

The original TCS is anchored in the WHO's MPOWER framework, where the relative weight of each policy measure reflects decades of evidence. For emerging nicotine products, no equivalent consensus yet exists. The Emerging Nicotine Products-TCS therefore maps regulation across six provisional, equally-weighted domains that will be subject to expert review for future editions:

- **M0 – Market access:** whether the product may legally be sold or a well-functioning market-entry system is in place. M1-M5 are considered to be not applicable for countries with a ban on the emerging product.
- **M1 – Sales restrictions:** age restrictions, retailer licensing, flavour bans, disposable bans, nicotine concentration limits, and online sales bans.
- **M2 – Taxation:** product-specific excise duties, benchmarked against the 2025 TTD-proposed thresholds.
- **M3 – Advertising restrictions:** from no restrictions to a comprehensive ban across all channels.

- **M4 – Packaging and labelling:** from no requirements to graphic health warnings and plain packaging.
- **M5 – Aerosol-free environments:** restrictions on use in public places and workplaces (not applicable to nicotine pouches).

The data collection process uses language models to discover, retrieve, and provisionally classify national legislation across all 37 countries. Language models help identify relevant laws, produce translations, and generate a first indication of whether a measure is present - all designed for human review. Utilising and extending the national correspondent network of the Tobacco Control Scale to verify and improve the Emerging Nicotine Products-TCS, is the priority for its future development.

3. Preliminary Results

Given the pilot-nature and short timeline of this project, results for most countries have not yet undergone country-expert validation and should be treated as indicative. These results are meant to illustrate what our methodology could produce. Individual country results - and cross-country comparisons in particular - are not yet reliable enough to draw firm conclusions about regulatory performance on Emerging Nicotine Products. Results as well as the overall data collection process will be revised following expert review.

The pilot produced 111 traffic-light scores across 37 countries and three product categories. Of these, 56 are green, 40 amber, and 15 red – suggesting that most European countries have already put some meaningful regulations in place for at least some product categories. Although clear parallels exist between countries with strong regulation of traditional tobacco products as scored in the TCS and performance on Emerging Nicotine Products-regulation, the picture across product categories is fragmented. This reflects both the novelty of these products and the absence of strong EU-level harmonisation.

BELGIUM: AN ILLUSTRATIVE EXAMPLE

Table 1 on emerging nicotine product regulations in Belgium illustrates what the Emerging Nicotine Products-TCS data collection model captures and how this compares to expert judgement. Nicotine pouches are subject to a comprehensive ban since July 2023. E-cigarettes are also strongly regulated with advertising restrictions, smoke-free environment rules, a point-of-sale display ban in force since April 2025, and a ban on disposable e-cigarettes since January 2025. In terms of taxation there remains a gap: Belgium's e-liquid excise duty of €0.15/ml falls below the TTD-recommended minimum of €0.36/ml. A flavoured vape ban was announced in November 2025 but had not yet entered into force at the scoring cutoff of January 1, 2026.

Following conversations with experts, heated tobacco products turn out to represent a complex product category in Belgium. Heated Tobacco Products are not sold on the Belgian market, not because of a regulatory ban, but most likely because the industry finds the regulatory environment which they would be subjected to too stringent to introduce these products in Belgium. This results in a situation where some rules do not seem to be present (like excise-taxes on HTPs) but also are simply irrelevant within the current context. The data collection model also seems to struggle with this fact, since compared to the results after the first automated data collection process, corrections were made to aspects of the sales restrictions dimension, excise duty and pictorial health warning. This underlines the value of combining automated data collection with expert verification.

4. The Road Ahead

The Emerging Nicotine Products-TCS pilot demonstrates the potential of systematic monitoring of emerging nicotine product regulation across Europe and outlines a methodological framework to do so. A language model-assisted data collection can process 37 countries across three product categories and six regulatory measures fast, allowing national correspondents to verify and correct rather than consistently and repeatedly report full policy details themselves. The methodology will ultimately produce a live, searchable dataset that advocates and policymakers can use to identify regulatory gaps and track legislative change.

One of the core goals of the Emerging Nicotine Products-TCS is to have immediate national advocacy value. Country-level comparable data on emerging nicotine product regulation can be used by national partners to make the case for stronger national legislation - particularly as the TPD revision process unfolds at EU level.

SFP invites feedback from tobacco policy experts, national correspondents and tobacco control researchers on this project. A methodological working paper of the project is available upon request. Inquiries and comments can be directed to info@smokefreepartnership.eu.

Table 1: Emerging Nicotine Products TCS results for Belgium: data collection model and expert judgement.

Provision-code	Description	Model	Expert
M0a-HTP	Pre-market authorisation scheme resulting in denial	NO	NO
M0a-POUCH	Pre-market authorisation scheme resulting in denial	NO	NO
M0a-VAPE	Pre-market authorisation scheme resulting in denial	NO	NO
M0b-HTP	Full sales ban	NO	NO
M0b-POUCH	Full sales ban or no regulatory classification	YES	YES
M0b-VAPE	Full sales ban	NO	NO
M1a-HTP	Minimum age 18+ for retail sale	YES	YES
M1a-POUCH	Minimum age 18+ for retail sale	NO	N/A
M1a-VAPE	Minimum age 18+ for retail sale	YES	YES
M1b-HTP	Retailer licensing or registration (product-specific)	NO	YES
M1b-POUCH	Retailer licensing or registration (product-specific)	NO	N/A
M1b-VAPE	Retailer licensing or registration (product-specific)	NO	YES
M1c-HTP	Comprehensive ban on all non-tobacco characterising flavours	NO	YES
M1c-POUCH	Comprehensive ban on all non-tobacco characterising flavours	NO	N/A
M1c-VAPE	Comprehensive ban on all non-tobacco characterising flavours	NO	NO
M1d-VAPE	Ban on single-use/disposable e-cigarettes	YES	YES
M1e-HTP	Statutory maximum nicotine content (mg/stick or mg/g)	NO	NO
M1e-POUCH	Statutory maximum nicotine content (mg/unit or mg/g)	NO	N/A
M1e-VAPE	Statutory maximum nicotine concentration (mg/ml)	YES	YES
M1f-HTP	Ban on cross-border distance sales	NO	YES
M1f-POUCH	Ban on cross-border distance sales	NO	N/A
M1f-VAPE	Ban on cross-border distance sales	YES	YES
M2a-HTP	Product-specific excise duty on heated tobacco (duty exists)	YES	NO
M2a-POUCH	Product-specific excise duty on nicotine pouches (duty exists)	NO	N/A
M2a-VAPE	Product-specific excise duty on e-liquid or devices (duty exists)	YES	YES

Provision-code	Description	Model	Expert
M2b-HTP	Product-specific excise duty on heated tobacco (rate meets or exceeds threshold)	NO	NO
M2b-POUCH	Product-specific excise duty on nicotine pouches (rate meets or exceeds threshold)	NO	N/A
M2b-VAPE	Product-specific excise duty on e-liquid or devices (rate meets or exceeds threshold)	NO	NO
M3a-HTP	Comprehensive direct advertising ban	YES	YES
M3a-POUCH	Comprehensive direct advertising ban	NO	N/A
M3a-VAPE	Comprehensive direct advertising ban	YES	YES
M3b-HTP	Indirect advertising prohibition	YES	YES
M3b-POUCH	Indirect advertising prohibition	NO	N/A
M3b-VAPE	Indirect advertising prohibition	YES	YES
M3c-HTP	Point-of-sale display restrictions	YES	YES
M3c-POUCH	Point-of-sale display restrictions	NO	N/A
M3c-VAPE	Point-of-sale display restrictions	YES	YES
M3d-HTP	Event/activity sponsorship prohibition	YES	YES
M3d-POUCH	Event/activity sponsorship prohibition	NO	N/A
M3d-VAPE	Event/activity sponsorship prohibition	YES	YES
M4a-HTP	Text health warnings on packaging	YES	YES
M4a-POUCH	Text health warnings on packaging	NO	N/A
M4a-VAPE	Text health warnings on packaging	YES	YES
M4b-HTP	Pictorial/graphic health warnings on packaging	YES	NO
M4b-POUCH	Pictorial/graphic health warnings on packaging	NO	N/A
M4b-VAPE	Pictorial/graphic health warnings on packaging	NO	NO
M4c-HTP	Standardised/plain packaging	NO	NO
M4c-POUCH	Standardised/plain packaging	NO	N/A
M4c-VAPE	Standardised/plain packaging	NO	NO
M5a-HTP	Use prohibited in enclosed workplaces	YES	YES
M5a-VAPE	Use prohibited in enclosed workplaces	YES	YES
M5b-HTP	Use prohibited in enclosed hospitality venues public places and public transport	YES	YES
M5b-VAPE	Use prohibited in enclosed hospitality venues public places and public transport	YES	YES
M5c-HTP	Use prohibited outdoors (specific settings e.g. school grounds playgrounds)	YES	YES
M5c-VAPE	Use prohibited outdoors (specific settings e.g. school grounds playgrounds)	YES	YES



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The Tobacco Control Scale website was launched as a joint initiative of the Association of European Cancer Leagues and the Tobacco Control Unit of the Catalan Institute of Oncology, a WHO Collaborating Centre for Tobacco Control, in 2017. Since 2021, the website is run by the Tobacco Control Unit of the Catalan Institute of Oncology in association with Smoke Free Partnership (SFP).

The website provides a brief history of the Tobacco Control Scale, as well as all the original reports of each edition since the Tobacco Control Scale's first publication in 2005, interactive data visualisation, and a repository of publications related to the Tobacco Control Scale.

www.tobaccocontrolscalescale.org