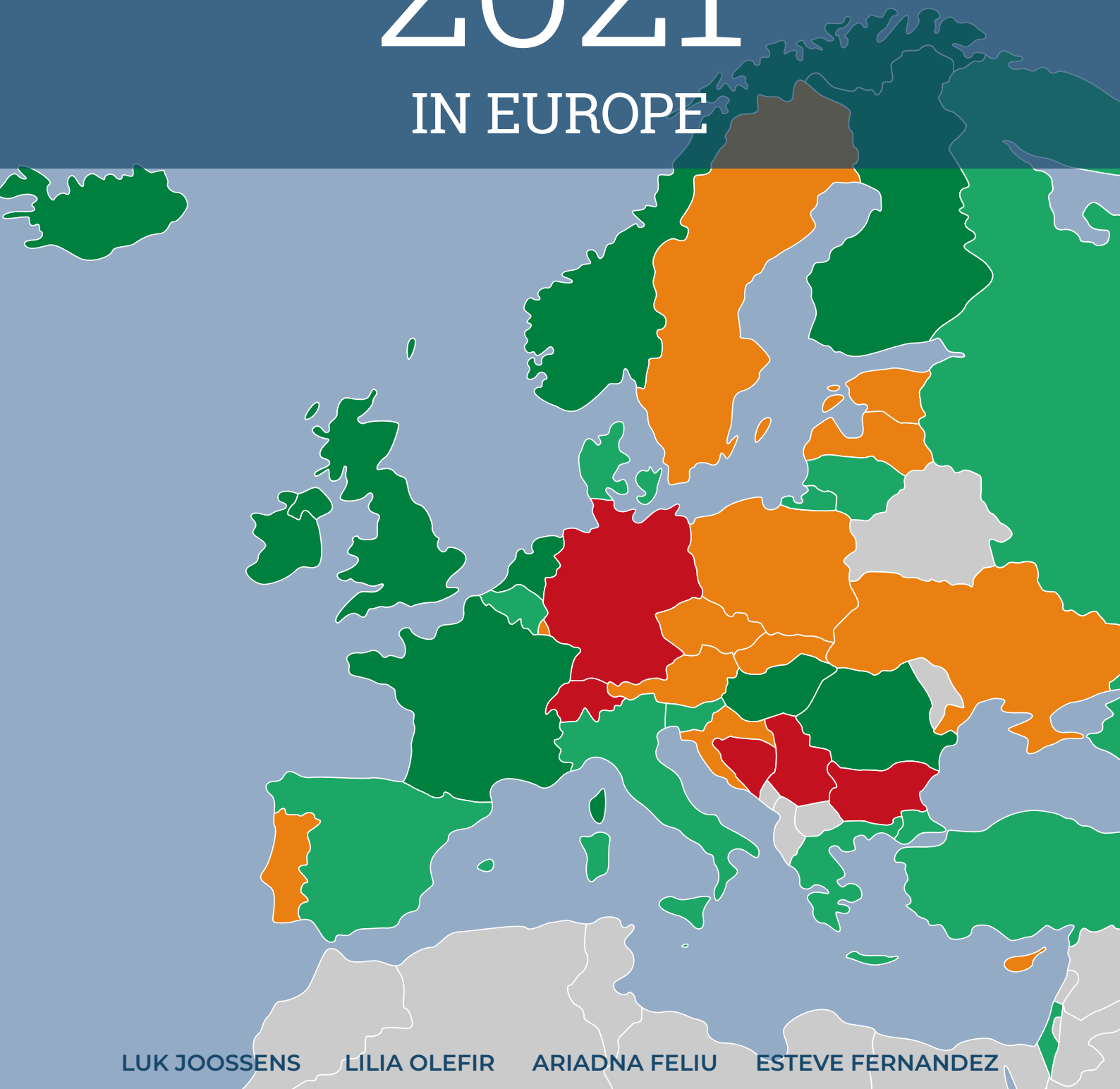


THE TOBACCO CONTROL SCALE

2021

IN EUROPE



A report of Smoke Free Partnership

The Tobacco Control Scale 2021 in Europe

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EXECUTIVE SUMMARY

This report describes the results of a survey of tobacco control activity in 37 European countries in 2021, using the Tobacco Control Scale (TCS), first described by Luk Joossens and Martin Raw in the 2006 paper *The Tobacco Control Scale: a new scale to measure country activity* (Tobacco Control. 2006;15(3):247-253) <https://tobaccocontrol.bmj.com/content/15/3/247>

The data used for the 2021 survey refers to legislation in force on the 1 January 2022, to 2020 data on prices of tobacco products, and to the tobacco control budget in 2020. Any legislation, price increases, or funding introduced or enforced after those dates are not included.

The TCS quantifies the implementation of tobacco control policies at country level, and is based on six policies described by the World Bank, as well as the recommendations from the WHO Framework Convention for Tobacco Control, according to which comprehensive tobacco control programmes should be prioritised, namely:

- 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), spending on public information campaigns (10 points), comprehensive advertising bans (13 points), large health warnings (10 points), cessation support (treatment) (10 points), combatting illicit trade (3 points) and tobacco industry interference (2 points). Countries which have not ratified the WHO Framework Convention on Tobacco Control will lose one point.

HEADLINE RESULTS AND ISSUES:

- Two countries (Netherlands and Denmark) improved their score by 9 or more points;
- Nine leading countries have 60 points or more. The top score is 82 out of 100 (Ireland and UK);
- Eleven countries are doing reasonably well with 50 to 59 points;
- The remaining 17 countries fail to score at least 50 points so need to do much more;
- Five countries had very low scores, with fewer than 45 points.

A major concern is the lack of funding for tobacco control. 2020 and 2021 were special years due to the Covid-19 pandemic. In the *2021 WHO Global tobacco epidemic report*, no country in the European region reported its tobacco control budget for 2020. In this TCS edition, none of the 37 countries spends €2 per capita on tobacco control, with only Iceland coming close. The TCS scores for spending are extremely low and we are seeing reduced funding in several countries. The second major issue of concern is the tobacco industry interference, which remains the largest obstacle to the introduction of effective tobacco control policies.

RECOMMENDATIONS:

1. Implement at least the six World Bank priority measures; a comprehensive tobacco control policy is an obligation under Article 4 of the WHO Framework Convention on Tobacco Control (WHO FCTC).

2. Spend a yearly minimum of €2 per capita on tobacco control.

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

4. Implement the WHO FCTC Article 6 guidelines on tobacco taxation and revise the EU Tobacco Tax Directive in 2023, which should result in significant increases of the minimum duties and smaller tax differences between cigarettes, hand rolled tobacco and heated tobacco.

5. Introduce comprehensive (indoor and outdoor) smoke free legislation in line with the WHO FCTC Article 8 guidelines, including a ban on smoking in private cars when minors are present.

6. Introduce standardised/plain packaging for all tobacco products.

7. Ban the display of tobacco products at the point of sale in line with WHO FCTC Article 13 guidelines.

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

9. Ratify the WHO FCTC Protocol to eliminate the illicit trade in tobacco products and adopt tracking and tracing standards in line with the Protocol.

10. Invest in research to monitor and measure the effect of tobacco control policies in line with Article 20 of the WHO FCTC.

INTRODUCTION

In this report, we describe the results of a survey of tobacco control activities in 37 European countries in 2021 using the Tobacco Control Scale (TCS), first described by Luk Joossens and Martin Raw in the 2006 paper *The Tobacco Control Scale: a new scale to measure country activity* (1). Here we report the results of the 2021 survey, indicate the changes in the ranking compared to the previous survey (2019) 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 Framework Convention for Tobacco Control (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.

METHODS

The survey was conducted in 2004, 2005 (1), 2007 (3), 2010 (4), 2013 (5), 2016 (6), 2019 (7), and 2021. 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) (3), and in 2010 in 31 European countries (the 2007 sample plus Turkey) (4). 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, we have scored 37 countries with the inclusion of Bosnia & Herzegovina. The correspondents who provided the information in 2021 are shown in Table 1.

Table 1: Contributors who provided information in 2021

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 Ceckric	Progressive Reinforcement of Organizations and Individuals - PROI
Bulgaria	Gergana Geshanova	Smoke Free Coalition, Bulgaria
Croatia	-	WHO report on the global tobacco epidemic 2021
Cyprus	-	WHO tobacco control profile 2019
Czechia	Eva Kralikova	Charles University of Prague
Denmark	Niels Them Kjær	Danish Cancer Society
Estonia		WHO report on the global tobacco epidemic 2021
Finland	Mervi Hara, Heidi Löflund-Kuusela	Suomen ASH, Cancer Society of Finland
France	Emmanuelle Béguinot	Comité National Contre le Tabagisme (French national committee for tobacco control)
Germany	Katrin Schaller	The German Cancer Research Center
Greece	Constantine Vardavas	University of Crete
Hungary	Tibor Demjen	Hungarian Focal Point for Tobacco Control
Iceland	Vidar Jensson	Department of Health
Ireland	Mark Murphy	ASH Ireland, Council of the Irish Heart Foundation
Israel	Shira Kislev	Smoke Free Israel
Italy	Lorenzo Spizzichino, Daniela Galeone	Ministry of Health
Latvia	Sanita Lazdiņa	Ministry of Health, Public Health Department, Health Promotion and Addiction Prevention Division
Lithuania	Nijole Gostautaite-Midttun Dr. Vaida Liutkute-Gumarov	Lithuanian Tobacco and Alcohol Control Coalition, Health Research Institute
Luxembourg	Lucienne Thommes	Fondation Cancer, Luxembourg
Malta		WHO report on the global tobacco epidemic 2021
Netherlands	Daniëlle Arnold	Gezondheidsfondsen voor Rookvrij (Health Funds for a Smokefree Netherlands)
Norway	Maxime Compaoré, Kristin Byrkje	Norwegian Cancer Society
Poland	Krzysztof Przewozniak	Maria Skłodowska-Curie National Research Institute of Oncology, Collegium Civitas, Warsaw
Portugal	Emilia Nunes, Sofia Ravara	Ministry of Health, University of Beira Interior, Faculty of Health Sciences; CHCB University Hospital, Covilhã
Romania	Magdalena Ciobanu	National Institute of Pneumology "Marius Nasta"
Russian Fed.		WHO report on the global tobacco epidemic 2021
Serbia	Srmena Krstev	Ministry of Health
Slovakia		WHO report on the global tobacco epidemic
Slovenia		WHO report on the global tobacco epidemic
Spain	Francisco Rodríguez-Lozano	Spanish National Committee for Smoking Prevention, Tenerife, Spain
Sweden	Ann Post	Tobaksfakta
Switzerland	Luciano Ruggia, Kris Schürch	Swiss Association for Tobacco Control
Ukraine	Dmytro Kupyra	NGO Advocacy Center «Life»
UK		WHO Report on the global tobacco epidemic 2021
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. Further explanatory notes on scoring are in Table 3.

Table 2. The Tobacco Control Scale 2021

POLICY DOMAIN	Max. score
Price of cigarettes	30
The Weighted Average Price for cigarettes in 2020	
The price of the Weighted Average Price (WAP) for cigarettes in 2020, taking into account the Purchasing Power Parity expressed in international dollars as used by the World Health Organisation in its report The Global Tobacco Epidemic 2021. The country with a price of 18 international dollars receives 30 points. One point = Intl\$0,60.	30
In countries without WAP information, the reference price used is the price of a pack of 20 Marlboro or another premium brand in 2020 minus 10%, expressed in international dollars.	
Smoke free public and work places	22
Workplaces excluding cafes and restaurants – one only of	10
Complete ban without exemptions (no smoking rooms); enforced	10
Complete ban, but 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 (at least 75% of the workplaces are smoke free)	6
Meaningful restrictions; enforced (more than 50% of the workplaces are smoke free)	4
Legislative restrictions, but not enforced (less than 50% of the workplaces are smoke free)	2
Cafes and restaurants – one only of	8
Complete ban; enforced	8
Complete ban, but with closed, ventilated, designated smoking rooms (not areas or places); enforced	6
Meaningful restrictions; enforced (50% of bars and restaurants are smoke free) (see Table 3)	4
Legislative restrictions, but not enforced (less than 50% of the bars and restaurants are smoke free)	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
Spending on public information campaigns	10
Tobacco control spending per capita by the government in 2020, expressed in Power Purchasing Standards (PPS). A country that spends €2 per capita, based on the EU average GDP per capita expressed in PPS receives 10 points. One point = €0,20 (€0,10-29) taken into account the PPS.	
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

Table 2. The Tobacco Control Scale 2021 (cont.)

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	1
Treatment to help smokers stop	10
Recording of smoking status in medical notes	1
Legal or financial incentive to record smoking status in all medical notes or patient files	1
Brief advice in primary care	1
Family doctors reimbursed for providing brief advice	1
Quitline	2
National quitline or quitlines in all major regions of country	1
ADDITIONAL POINT FOR	1
Quitline counsellors answering at least 30 hours a week (not recorded messages)	
Network of smoking cessation support and its reimbursement – one only of	4
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	2
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, fully WHO FCTC Protocol compliant or Track and trace system for tobacco products, but not fully WHO FCTC Protocol compliant	2 1
Tobacco Industry Interference	2
A whole range of measures, well enforced, to restrict tobacco industry interference or some measures, well enforced, to restrict tobacco industry interference	2 1
Not ratifying the WHO Framework Convention on Tobacco Control (new)	-1

Table 3. Notes and explanations on the scoring of the TCS 2021

PRICE

In the previous editions of the Tobacco Control Scale, we used the Gross Domestic Product (GDP) per capita expressed in Purchasing Power Standard (PPS) to take into account the real purchasing power in different countries. There is a concern that the GDP is not always best to measure the income of the citizens of a country, especially when the GDP is influenced by the artificial transfer of profits generated in other countries. In Ireland, for instance, the GDP rose by 25% in 2015, but Irish salaries did not increase by 25%. To measure Purchasing Power, we use international dollars (IntI\$) in the same way as the World Health Organisation in its report "The Global Tobacco Epidemic 2021" in Table 9.20. Retail price of a pack of cigarettes: premium brand and cheapest brand. <https://www.who.int/publications/i/item/WHO-HEP-HPR-TFI-2021.9.2>

The country with a price of 18 IntI\$ receives 30 points. One point = IntI\$0,60. For instance, the weighted average cigarettes price in Ireland in 2020 is 12,81€, which is US\$15,18. The conversion of US\$15,18 dollars into IntI\$ is 16,37. 16,37 divided by 0,60 = 27. Ireland got 27 points for its cigarette price policies. The price for a premium brand in Bosnia & Herzegovina is 6 BAM or US\$3,60. The conversion of US\$3,60 dollars into IntI\$ is 9,06. We take account with 90% of the price of the premium brand or IntI\$8,15. 8,15 divided by 0,60 = 14. Bosnia & Herzegovina got 14 points for its cigarette price policies.

Ban on smoking in public and workplaces with no exemptions and no smoking rooms

Only total bans work well and comply with Article 8 of the WHO FCTC and Council Recommendation on smoke free environments of 30 November 2009 (2009/C 296/02).

SMOKING ROOMS

A smoking room is a closed indoor premise with ceilings, floor and walls. Norms for smoking rooms may vary. In some countries, very strict conditions apply to smoking rooms (size, ventilation norms, closure of the doors, cleaning), which makes it almost impossible to build them (e.g. France, Italy and Finland).

MEANINGFUL RESTRICTIONS: WORKPLACES

We have given points for "meaningful restrictions", but emphasise that this means that the legislation is imperfect, and thus it is not encouraged. 'Meaningful restrictions: workplaces' means smoke free legislation that only applies to some regions of the country (e.g. in federal countries like Germany and Switzerland), the legislation contains exceptions, or allows smoking in indoor premises which are not defined as closed (such as places and areas). 'Enforced meaningful restrictions' mean that at least 50% of those who work indoors are never or almost never exposed to tobacco smoke at work.

MEANINGFUL RESTRICTIONS: BARS AND RESTAURANTS

'Meaningful restrictions: bars and restaurants' means that the smoke free legislation only applies to some regions of the country (e.g. in federal countries like Germany and Switzerland), the legislation contains exemptions (such as bars, small size establishments or during specific hours), or allows smoking in indoor premises which are not defined as closed (such as places and areas). 'Enforced meaningful restrictions' means that at least 50% of the bars and restaurants are smoke free. 'Enforced ban' means that during their last visit of a bar or restaurant in the last six months in a national survey up to 25% have seen people smoking inside. (See Appendix 3: Compliance of smoke free legislation in bars and restaurants based on Eurobarometer 506 (fieldwork August-September 2020).

Spending on public information campaigns

Government funding at national level (for federal countries the sum of all funding by governments of the different regions, but not of the local communities) in 2020 for mass communication campaigns, tobacco control projects, educational programmes, support for non-governmental organisations. The financing of a quitline is not included, but the promotion budget for a quitline is included. Tobacco control spending from sources other than the government, such as the private sector, is not included in our figure. Funding for tobacco dependence treatment (including reimbursement of medications and quitlines), research projects, management of funds and enforcement of legislation are not included in our figure. A country which spends €2 per capita on tobacco control, based on the EU average GDP per capita expressed in Purchasing Power Standard (PPS), receives 10 points. In the EU, the GDP per capita expressed in PPS varies from 55 in Bulgaria to 62 in Greece, 118 in Belgium and 263 in Luxembourg. The EU average = 100. Belgium, for instance, would receive 10 points if the spending was €2.36 per capita (€2 x 1.18). Likewise, Bulgaria would receive 10 points, if the spending was €1,10 per capita (€2 x 0.55).

Countries that ratified the WHO FCTC Protocol to Eliminate the Illicit Trade in Tobacco Products (FCTC Protocol) received 1 point. A track and trace system for tobacco products, fully WHO FCTC Protocol compliant, is 2 points and a track and trace system for tobacco products, but not fully WHO FCTC Protocol compliant, is 1 point. A whole range of measures, well enforced, monitored and sanctioned, to restrict tobacco industry interference is 2 points. Some measures, well enforced, to restrict tobacco industry interference is 1 point. A single measure to limit the tobacco industry interaction at the Ministry of Health level (and not the whole government) is not enough to obtain 1 point. Examples of policies could include the recording and disclosure of meetings with the tobacco industry, the limitation of interactions with the tobacco industry to those only strictly necessary, or a code of conduct for public officials with which they should comply in their dealings with the tobacco industry.

The data used for the 2021 survey refers to legislation in force on 1 January 2022, to 2020 cigarette price data, and to the tobacco control budget in 2020. Any legislation, price increase, or funding introduced or enforced after those dates are not included.

A questionnaire was used to collect information about countries' tobacco control budgets and tobacco dependence treatment provisions from the contributors consulted (Table 1). The following other data sources were used:

PRICE

- The weighted average price of a pack of 20 cigarettes in 2020 was based on the 2021 European Commission report "Excise duty tables. Part III Manufactured Tobacco." https://taxation-customs.ec.europa.eu/system/files/2021-09/excise_duties-part_iii_tobacco_en.pdf (8)
- The retail price of a pack of cigarettes (premium brand) for the non-EU countries: WHO Report on the Global Tobacco Epidemic, 2021. Geneva, World Health Organization, 2021 Table 9.20 Retail price of a pack of cigarettes: premium brand and cheapest brand. <https://www.who.int/publications/i/item/WHO-HEP-HPR-TFI-2021.9.2>

ADVERTISING

- An update of the legislation on advertising from the contributors or from health officials.

SMOKE FREE LEGISLATION

- Smoke Free Partnership, 2022 Smoke Free Map (9). <https://www.smokefreepartnership.eu/smokefree-map>
- European Commission. Eurobarometer 506, Attitudes of Europeans towards Tobacco and Electronic Cigarettes. Brussels: European Commission; 2021. ebs_506_en.pdf (10)

LABELLING

- Canadian Cancer Society. Cigarette package health warnings. International status report. Ottawa: Canadian Cancer Society, 2021 <https://cancer.ca/en/about-us/media-releases/2021/international-warnings-report-2021> (11).

DATABASES

- WHO Report on the Global Tobacco Epidemic 2021. Geneva: World Health Organization, 2021 <https://www.who.int/publications/i/item/9789240032095> (12)
- Campaign for Tobacco Free Kids, Tobacco Control Laws (13).

TOBACCO CONTROL AND CESSATION BUDGET

- Information was collected in 2022 from the contributors or from health officials.

TOBACCO INDUSTRY INTERFERENCE

- STOP, Global Tobacco Industry Interference Index 2021.
- Information was collected in 2022 from the contributors or from health officials.

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
- Framework Convention Alliance, Why the EU Tracking and Tracing system works only for the EU, Policy Briefing, 2018. https://www.fctc.org/wp-content/uploads/2019/07/FCA-Policy-Briefing_Why-the-EU-tracking-and-tracing-systems-works-only-for-the-EU.pdf

RESULTS

Table 4 shows the 2021 TCS scores of each country, in rank order, with their 2019 ranking shown for comparison.

THE HEADLINE RESULTS ARE:

- Two countries improved their score with 9 points or more.
- Nine leading countries have 60 points or more, two have a top score of 82 out of 100 (Ireland and UK).
- Eleven countries are doing reasonably well with 50 to 59 points.
- The remaining 17 countries fail to score at least 50 points, so they need to do much more.
- Five countries have very low scores, with fewer than 45 points.

DATA TABLES TOBACCO CONTROL SCALE, 2021

Table 4. 37 European countries ranked by their total TCS score in 2021

RANKING 2021 (2019)		COUNTRY	Price (30)	Smoke free places bans (22)	Budget (10)	Ad bans (13)	Health warning (10)	Treat- ment (10)	Illicit trade (3)	Art 5.3 (2)	Total (100)
1 (3)	▲	Ireland	27	22	1	13	9	8	1	1	82
1 (1)	–	UK	27	22	-	12	9	9	2	1	82
3 (2)	▼	France	21	18	3	11	9	6	2	1	71
4 (14)	▲	Netherlands	15	21	3	10	9	6	2	1	67
5 (8)	▲	Hungary	16	21	0	11	9	6	2	-	65
6 (5)	▼	Norway	20	17	1	13	8	3	1	0	63
7 (6)	▼	Finland	17	18	2	13	5	6	1	0	62
8 (4)	▼	Iceland	15	17	8	13	4	4	0	0	61
8 (12)	▲	Romania	18	21	0	8	5	8	1	0	61
10 (10)	–	Belgium	14	16	1	10	9	7	2	0	59
11 (10)	▼	Spain	12	21	1	9	5	8	2	0	58
11 (17)	▲	Turkey	15	16	0	8	10	7	2	0	58
13 (29)	▲	Denmark	13	11	-	13	9	8	1	1	56
14 (7)	▼	Israel	16	15	0	10	6	8	0	0	55
14 (13)	▼	Greece	13	22	-	7	5	6	2	0	55
14 (17)	▲	Malta	16	16	0	11	5	5	2	-	55
17 (8)	▼	Slovenia	9	16	-	13	9	6	1	0	54
18 (15)	▼	Italy	13	18	0	9	5	6	1	0	52
18 (29)	▲	Russian Fed.	9	19	0	13	4	6	1	-	52
18 (29)	▲	Lithuania	14	15	1	10	5	5	2	0	52
21 (23)	▲	Czechia	13	15	0	8	5	6	2	0	49
21 (23)	▲	Estonia	13	15	-	11	5	3	2	0	49
21 (23)	▲	Poland	14	11	0	11	5	7	1	0	49
21 (15)	▼	Sweden	11	15	0	9	5	7	2	0	49
21 (17)	▼	Croatia	14	11	0	12	5	5	2	-	49
26 (23)	▼	Latvia	12	13	-	11	5	5	2	0	48
26 (20)	▼	Austria	11	18	0	7	5	5	2	0	48
28 (27)	▼	Cyprus	12	12	0	11	5	5	2	-	47
28 (34)	▲	Lux.	9	16	0	9	5	6	2	0	47
30 (20)	▼	Portugal	14	11	-	10	5	4	2	0	46
30 (32)	▲	Slovakia	11	13	-	9	5	6	2	0	46
30 (20)	▼	Ukraine	12	15	-	11	4	4	0	0	46
33 (27)	▼	Bulgaria	13	11	-	9	5	5	1	0	44
34 (36)	▲	Germany	14	11	0	6	5	5	2	0	43
35 (33)	▼	Serbia	13	11	0	9	1	3	1	0	38
36 (35)	▼	Switzerl. (-1)	12	11	1	2	5	5	0	0	35
37 (new)		Bosnia & Herzegovina	14	4	0	5	0	2	0	0	25

"–" 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.

DISCUSSION

Two countries (Netherlands and Denmark) improved their score with 9 or more points. Overall, countries which failed to undertake new initiatives lost points and fell in the ranking. The countries that are leading in tobacco control in Europe are those that have comprehensive tobacco control policies.

Nine countries (Ireland, UK, France, Netherlands, Hungary, Norway, Finland, Iceland and Romania) have 60 points or more, eleven countries have scores in the 50s (Belgium, Spain, Turkey, Denmark, Israel, Greece, Malta, Slovenia, Italy, Russian Federation, Lithuania), and the remaining 17 countries failed to reach 50% of the total score possible. Five countries (Bosnia & Herzegovina, Switzerland, Serbia, Germany and Bulgaria) have very low scores, with fewer than 45 points.

The EU Tobacco Products Directive obliged EU countries to introduce pictorial health warnings. Importantly, twelve countries in this edition (UK, France, Ireland, Hungary, Norway, Slovenia, Turkey, Israel, Belgium, Netherlands, Denmark and Finland) adopted the plain packaging legislation, although Finland had not yet implemented their legislation on 1 January 2022 (to be implemented on 1 May 2023).

The EU Tobacco Products Directive

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.

Since 2013, 17 countries have introduced a smoking ban in private cars when minors are present (Ireland, UK, France, Finland, Italy, Malta, Cyprus, Lithuania, Slovenia, Luxembourg, Austria, Greece, Belgium, Turkey, Lithuania, Latvia and Slovakia).

All countries in this survey (with the exception of Switzerland) have ratified the WHO FCTC and 22 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 17 out of 37 countries (46%) 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.

A major concern is the lack of funding for tobacco control. No country spends €2 per capita on tobacco control, with only Iceland coming close. The TCS scores for spending are extremely low and we are seeing reduced funding in several countries. Spending on tobacco control in 2020 was even much lower than usual due to the Covid-19 pandemic.

COMMENTS ON INDIVIDUAL COUNTRIES

Here, in slightly end-of-term report style, we comment briefly on individual countries, in reverse order of their 2021 ranking (with the 2019 ranking in brackets, and up or down movement on the scale). Comments that are referring to any progress with the tobacco control measure enforced in the period that is not including in the scoring are provided to inform about the progress, but these were not taken into account when giving scores.

37.	Bosnia & Herzegovina (new)	Bosnia & Herzegovina is new in the Tobacco Control Scale (TCS) and has a very low score: only 25 points. The good news is that Bosnia & Herzegovina adopted a new legislation in 2022 which mandates a ban on smoking in most enclosed public places, workplaces, and public transport; smoking is also forbidden in private vehicles if minors are inside. The provisions prohibit tobacco advertising, promotion, and sponsorships outside the point of sale. This new law has not yet been implemented (14).
36.	Switzerland (35 ▼1)	Switzerland remains the favourite of the international tobacco companies (15) despite a referendum in 2022 which approved restrictions on tobacco advertising. A new law should enter into force in 2024, but it still does not contain a complete ban on tobacco advertising. Since the TCS report 2019, no progress has been made on cigarette taxation or smoking cessation support (16). Switzerland seems to be more interested in the well-being of the tobacco companies than the health of its citizens (17).
35.	Serbia (33 ▼2)	Serbia has not implemented major new initiatives. The biggest priority should be to introduce smoke free legislation in bars and restaurants.
34.	Germany (36 ▲2)	Finally, there is some progress in Germany. Cigarette advertising on billboards was banned in 2022, but advertising for heated tobacco is still allowed until 1 January 2023. Overall the Tobacco Control Scale score for Germany remains very low.
33.	Bulgaria (27 ▼6)	Cigarette prices remain low in Bulgaria, even taking into account affordability. The lobby for heated tobacco products remains powerful.
30.	Ukraine (20 ▼12)	On 6 January 2022, the President signed a new law on the protection of public health from the harmful effects of tobacco that has all TPD measures and 100% smoke free. 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. Since February 2022, the priority for the country is to defend its territory against the Russian invasion.
30.	Slovakia (32 ▲2)	No progress to report for a long time. Smoking in bars remains an issue.
30.	Portugal (20 ▼10)	Reinforcement of the tobacco control policies is needed, certainly the smoke free legislation. New legislation, adopted in 2022, will still allow smoking in bars, restaurants and nightclubs bigger than 100 m ² . (18)
28.	Luxembourg (34 ▲6).	Luxembourg has gained some points as a result of the different method to measure affordability for the price score. Despite this change, Luxembourg got the lowest score for prices and continues to have low taxes on tobacco products, in order to attract cross border shopping from neighbouring countries.
28.	Cyprus (27 ▼1)	Over the last 10 years, cigarette prices have hardly increased. Compliance with the smoke free legislation remains a huge problem, both in bars and restaurants.

26.	Austria (20 ▼6)	The 2019 comprehensive smoke free legislation was a positive development. Price and tax levels, however, remain low.
26.	Latvia (23 ▼3)	Latvia introduced a display ban for tobacco products at the points of sales.
21.	Croatia (17 ▼4)	No major changes since the last edition of the TCS. Smoking in bars is the highest of the EU countries, according to the 2020 Eurobarometer.
21.	Sweden (15 ▼6)	Tax policy is weak, and there is no plain packaging legislation like for example in Norway, Denmark and Finland.
21.	Poland (23 ▲2)	No special development to report.
21.	Estonia (23 ▲2)	No major changes.
21.	Czechia (23 ▲2)	Despite a strong tobacco industry presence in the country, Czechia adopted a comprehensive smoke free legislation in February 2017.
18.	Lithuania (29 ▲11)	High incidence of heated tobacco products in Lithuania, with a high presence in the daily life in Lithuania. The call for harm reduction by tobacco companies dominates the tobacco control agenda.
18.	Russian Federation (29 ▲11)	The Russian Federation has introduced a comprehensive advertising and smoke free legislation in 2014.
18.	Italy (15 ▼3)	No real news to report since 2005 except that the lobby for heated tobacco products is very active in Italy.
17.	Slovenia (8 ▼9)	Slovenia has introduced an impressive list of tobacco control measures which includes plain packaging, advertising ban at the point of sales, display ban, but fails in tax policy.
14.	Malta (17 ▲3)	Enforcement of the smoking ban in bars and restaurants has improved, but cigarette prices have not changed over the last four years. No heated tobacco products are sold in Malta.
14.	Greece (13 ▼1)	The 2019 smoke free legislation is well respected. Like in Italy, there is a powerful presence of the heated tobacco products lobby. Greece ratified the WHO FCTC Illicit Trade Protocol.
14.	Israel (7 ▼7)	Israel implemented plain packaging legislation for cigarettes and electronic cigarettes on 8 January 2020 (although without pictorial warnings for electronic cigarettes), and is doing well, although it still allows tobacco advertising in the print media aimed at adults.
13.	Denmark (29 ▲16)	Denmark improved its TCS score and ranking considerably by increasing, for instance, taxes and the implementation of a display ban and plain packaging (including for heated tobacco products and electronic cigarettes).
11.	Turkey (17 ▲6)	Turkey adopted plain packaging and has the largest health warnings in the world (85% of the front and 100% of the back).
11.	Spain (10 ▼1)	Spain reinforced its smoking cessation support, introduced smoke free beaches, but hardly increased its tax rates on tobacco products over the last 10 years. An improved plan for tobacco control and new legislation has been discussed, but not approved.

10.	Belgium (10 --)	Belgium adopted an advertising ban at the point of sales for tobacco products and electronic cigarettes. Heated tobacco products are not available on the Belgian market, very likely due to the restrictive legislation such the ban of online shopping and the ad ban at the point of sales.
8.	Romania (12 ▲4)	Romania adopted comprehensive smoke free legislation in 2016 which is well enforced. A comprehensive Tobacco Advertising, Promotion and Sponsorship ban for all tobacco products, including heated tobacco products might be a good objective.
8.	Iceland (4 ▼4)	Iceland still spends by far the highest budget on tobacco control per capita in Europe, even in Covid-19 years.
7.	Finland (6 ▼1)	Finland increased tobacco taxes on a regular basis and adopted plain packaging legislation. Heated tobacco products are not present on the Finnish market. Finland aims to be tobacco and nicotine free in 2030.
6.	Norway (5 ▼1)	Norway remains one of the strong leaders in tobacco control in Europe since the 1960s, and adopted plain packaging legislation.
5.	Hungary (8 ▲3)	Hungary implemented plain packaging on 1 January 2022 and has overall a good tobacco control legislation. Hungary ratified the WHO FCTC Illicit Trade Protocol.
4.	Netherlands (14 ▲10)	The Netherlands planned to be the first EU country to host the Conference of the Parties (COP) of the WHO FCTC and the 2 nd Meeting of the Parties (MOP) of the Illicit Trade Protocol in November 2020, but Covid-19 made this impossible. An impressive list of measures, such as plain packaging, a display ban, tax increases, ratification of the WHO FCTC Illicit Trade Protocol, the ban on smoking rooms at the workplace and bars and restaurants, has been implemented over the last two years.
3.	France (2 ▼1)	A pack of Marlboro in France cost €10,50 in 2022, but the price has only slightly increased over the last two years. A new tax policy for all tobacco products, including heated tobacco products, is under discussion and strongly needed.
1.	UK (1 --)	The UK is doing well, but in order to make more progress, it needs the adoption of new measures, more funding and an action plan. Otherwise, there is a risk that the goal to become smoke free in 2030 will not be achieved.
1.	Ireland (3 ▲2)	Ireland planned to organise the World Conference on Tobacco or Health in Dublin in 2021, but Covid-19 made this impossible. The nominal value of cigarette prices is the highest in Europe: €15,40 for a pack of Marlboro in 2022, compared to €5,50 in Luxembourg.

RECOMMENDATIONS

1. Implement at least the six World Bank priority measures; a comprehensive tobacco control policy is an obligation under Article 4 of the WHO Framework Convention on Tobacco Control (WHO FCTC).

2. Spend a yearly minimum of €2 per capita on tobacco control.

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

4. Implement the WHO FCTC Article 6 guidelines on tobacco taxation and revise the EU Tobacco Tax Directive in 2023, which should result in significant increases in the minimum duties and smaller tax differences between cigarettes, hand-rolled tobacco and heated tobacco.

5. Introduce comprehensive (indoor and outdoor) smoke free legislation in line with the WHO FCTC Article 8 guidelines, including a ban on smoking in private cars when minors are present.

6. Introduce standardised/plain packaging for all tobacco products.

7. Ban the display of tobacco products at the point of sale in line with WHO FCTC Article 13 guidelines.

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

9. Ratify the WHO FCTC Protocol to eliminate illicit trade in tobacco products and adopt tracking and tracing standards in line with the Protocol.

10. Invest in research to monitor and measure the effect of tobacco control policies in line with Article 20 of the WHO FCTC.

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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.tobaccocontrolscale.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 TCS EDITION

In December 2021, the Smoke Free Partnership (SFP) agreed to be in charge of and to publish the TCS in 2022. The results were presented at the ICO-WHO Symposium on Tobacco Control in Barcelona on 2 December 2022. The authors of the 2021 edition were Luk Joossens, Lilia Olefir, Ariadna Feliu and Esteve Fernandez.

DATA TABLES TOBACCO CONTROL SCALE, 2021

Table 4. The 37 European countries ranked by their total TCS score in 2021

RANKING 2021 (ranking 2019)	COUNTRY	Price (30)	Smoke free places bans (22)	Budget (10)	Ad bans (13)	Health warning (10)	Treat- ment (10)	Illicit trade (3)	Art 5.3 (2)	Total (100)
1 (3)	▲ Ireland	27	22	1	13	9	8	1	1	82
1 (1)	– UK	27	22	-	12	9	9	2	1	82
3 (2)	▼ France	21	18	3	11	9	6	2	1	71
4 (14)	▲ Netherlands	15	21	3	10	9	6	2	1	67
5 (8)	▲ Hungary	16	21	0	11	9	6	2	-	65
6 (5)	▼ Norway	20	17	1	13	8	3	1	0	63
7 (6)	▼ Finland	17	18	2	13	5	6	1	0	62
8 (4)	▼ Iceland	15	17	8	13	4	4	0	0	61
8 (12)	▲ Romania	18	21	0	8	5	8	1	0	61
10 (10)	– Belgium	14	16	1	10	9	7	2	0	59
11 (10)	▼ Spain	12	21	1	9	5	8	2	0	58
11 (17)	▲ Turkey	15	16	0	8	10	7	2	0	58
13 (29)	▲ Denmark	13	11	-	13	9	8	1	1	56
14 (7)	▼ Israel	16	15	0	10	6	8	0	0	55
14 (13)	▼ Greece	13	22	-	7	5	6	2	0	55
14 (17)	▲ Malta	16	16	0	11	5	5	2	-	55
17 (8)	▼ Slovenia	9	16	-	13	9	6	1	0	54
18 (15)	▼ Italy	13	18	0	9	5	6	1	0	52
18 (29)	▲ Russian Fed.	9	19	0	13	4	6	1	-	52
18 (29)	▲ Lithuania	14	15	1	10	5	5	2	0	52
21 (23)	▲ Czechia	13	15	0	8	5	6	2	0	49
21 (23)	▲ Estonia	13	15	-	11	5	3	2	0	49
21 (23)	▲ Poland	14	11	0	11	5	7	1	0	49
21 (15)	▼ Sweden	11	15	0	9	5	7	2	0	49
21 (17)	▼ Croatia	14	11	0	12	5	5	2	-	49
26 (23)	▼ Latvia	12	13	-	11	5	5	2	0	48
26 (20)	▼ Austria	11	18	0	7	5	5	2	0	48
28 (27)	▼ Cyprus	12	12	0	11	5	5	2	-	47
28 (34)	▲ Lux.	9	16	0	9	5	6	2	0	47
30 (20)	▼ Portugal	14	11	-	10	5	4	2	0	46
30 (32)	▲ Slovakia	11	13	-	9	5	6	2	0	46
30 (20)	▼ Ukraine	12	15	-	11	4	4	0	0	46
33 (27)	▼ Bulgaria	13	11	-	9	5	5	1	0	44
34 (36)	▲ Germany	14	11	0	6	5	5	2	0	43
35 (33)	▼ Serbia	13	11	0	9	1	3	1	0	38
36 (35)	▼ Switzerl. (-1)	12	11	1	2	5	5	0	0	35
37 (new)	Bosnia & Herzegovina	14	4	0	5	0	2	0	0	25

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

Appendix 1: Smoke free public places - score on 1 January 2022 in 37 European countries

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

- (1) The Russian Federation introduced comprehensive smoke free legislation in June 2014, but compliance might be a problem. According to the WHO tobacco control country profile, it was weak in 2019, and in the WHO global epidemic report 2021, it was good. (Overall only 2 points less attributed for enforcement in the new score).
- (2) In Turkey compliance is weak in cafés, coffee or teahouses according to the WHO global epidemic report 2021. The situation might be better at the work place (8 points attributed instead of 10).
- (3) Czechia adopted comprehensive smoke free legislation in February 2017, which came into force on 31 May 2017. Surprisingly, the use of water pipes is still authorised in bars and restaurants.
- (4) Cyprus has a comprehensive smoke free legislation in bars and restaurants (no smoking rooms, no exemptions) since 2010, but compliance remains a concern (see Eurobarometer survey, 2020).
- (5) In Malta enforcement in bars and restaurants improved in 2020, but the enforcement at the workplace remains uncertain.
- (6) The Polish law allows exceptions, for instance for drinking and eating establishments with two or more rooms. Enforcement at the workplace could improve.
- (7) In Switzerland legislation on 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.
- (8) In Bulgaria comprehensive smoke free legislation in public spaces (including bars and restaurants) came into force in June 2012. Compliance with the legislation has improved but remains insufficient (see Eurobarometer survey, 2020).
- (9) In Portugal the legislation on smoking in bars and restaurants has been reviewed in 2022, but will still allow smoking in bars, restaurants and nightclubs bigger than 100 m².
- (10) In Germany legislation on 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 make some exceptions.

Appendix 2: Compliance of smoke free legislation at the workplace based on Eurobarometer 429 (fieldwork November- December 2014)¹

Country	Workplace: Never or almost never exposed to tobacco smoke at your workplace (November–December 2014)
Sweden	95%
Finland	92%
Denmark	90%
UK	89%
Ireland	87%
Lux.	87%
NL	84%
Slovenia	82%
Germany	80%
Belgium	79%
Spain	78%
France	77%
Portugal	77%
Estonia	76%
Slovakia	74%
Hungary	70%
Latvia	68%
Bulgaria	67%
Malta	66%
Czechia (1)	65%
Lithuania	63%
Croatia	61%
Italy	56%
Austria (2)	55%
Poland	46%
Cyprus	45%
Romania (3)	42%
Greece (4)	41%

- (1) Czechia has introduced comprehensive smoke free legislation in 2017.
- (2) Austria has introduced comprehensive smoke free legislation in 2019.
- (3) Romania has introduced comprehensive smoke free legislation in 2016.
- (4) Greece reinforced its smoke free legislation in 2019.

¹ http://ec.europa.eu/public_opinion/archives/ebs/ebs_429_en.pdf

Appendix 3: Compliance of smoke free legislation in bars and restaurants based on Eurobarometer 506 (fieldwork August–September 2020)²

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%
Lux.	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%
NL	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%

² ebs_506_en.pdf

Appendix 4: Tobacco advertising ban - score on 1/1/ 2022 in 37 European countries

Country	TV / Radio	Cine- ma	Out door	Print	Point of sales	Dis- play	Sponsor nat.	Sponsor inter.	Inter- net	In- direct	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
Russian Fed.	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
UK	2	1	2	1,5	1 (1)	2	0,5	0,5	?	1	12
Croatia	2	1	2	1,5	2	2	0	0	?	1	12
Hungary	2	1	2	1,5	2	0	0,5	0,5	?	0	11
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
Estonia	2	1	2	1,5	2	0	0,5	0,5	?	1	11
Cyprus	2	1	2	1,5	2	0	0,5	0,5	?	1	11
Latvia	2	1	2	1,5	2	1 (2)	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 (3)	1 (4)	2	0,5	0,5	?	1	10
Portugal	2	1	2	1,5	2	0	0,5	0,5	?	0	10
Belgium	2	1	2	1,5	2	0	0,5	0,5	?	0	10
Lithuania	2	1	2	1,5	2	0	0	0,5	?	1	10
NL	2	1	2	1,5	1 (5)	0	0,5	0,5	?	1	10
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
Italy	2	1	2	1,5	2	0	0	0,5	?	0	9
Lux.	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Sweden	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Bulgaria	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Czechia	2	1	2	1,5	0	0	0,5	0,5	?	0	8
Romania	2	1	2	1,5	0	0	0	0,5	?	1	8
Turkey	2	1	2	1,5	1 (6)	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
Germany	2	0,5 (7)	1 (8)	1,5	0	0	0	0,5	?	0	6
Bosnia & Herzegovina	2	1	1 (9)	1,5	0	0	0	0	0	0	5
CH (10)	2	0	0	0	0	0	0	0	?	0	2

"?" means that there are no data to verify whether the ban was enforced or not.

- (1) Advertising and display at points of sale are banned in the UK except in specialised retail outlets for tobacco products only.
- (2) Product display is prohibited in Latvia except at duty-free shops, ships on international voyages, and specialist shops exclusively selling tobacco.
- (3) Advertising in print media is banned in Israel, except in print media aimed at adults.
- (4) There is a display ban on 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;
- (5) In some cases, specialised tobacco stores will be exempt from the display ban in the Netherlands.
- (6) Turkey has a ban on advertising at the point of sales, but weak enforcement according to the WHO country profile.
- (7) Germany will only allow advertising for tobacco products in films that are not aimed at under-18s. Advertising in films that are for an adult audience is allowed.
- (8) Cigarette advertising on outdoor advertising was banned on 1/1/2022, advertising for heated tobacco will be banned on 1/1/2023 and for e-cigarettes on 1/1/2024.
- (9) Outdoor advertising is banned, but there is plenty of advertising for heated tobacco products on billboards
- (10) A Swiss referendum approved restrictions on tobacco advertising on 13 February 2022 with 56.6% vote in favor. The measure is not an advertising "ban", and while the restrictions are strong, the restrictions will not apply to certain locations/media that are said to be predominantly adults in terms of exposure. The federal authorities must now implement the new requirements of the initiative and adapt the Tobacco Products Law accordingly. The implementation must be done as fast as possible, but it is unlikely to be finished in 2022. A draft law must still be drawn-up, put forward for consultation and discussed in the Swiss Parliament. The adopted law must then be put forward for a facultative referendum.

Appendix 5: Label score on 1 January 2022 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
NL	2	3	4	9
Hungary	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
Lux.	2	3	0	5
Austria	2	3	0	5
Portugal	2	3	0	5
Finland	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
Ukraine	1	3	0	4
Russian Fed.	1	3	0	4
Serbia	1	0	0	1
Bosnia & Herzegovina	0	0	0	0

Appendix 6: Tobacco Control Budget (TCB) score in 2020 in 37 European countries

Country	Population 1000s 1 Jan 2021	TCB in national currency 2020	TCB € 2020	Exchange rate Euro 2 July 2020	TCB 2020 per capita €	GDP In PPS EU=100 2020	TCB Per capita PPS 2020	TCB score Max= 10 points
Iceland	369	106 000 000 ISK	679487 €	156	1,84	119	1,55	8
France (1)	67 657	37 963 000 €	37 963 000 €	1	0.56	105	0.53	3
NL	17 475	12 000 000 €	12 000 000 €	1	0,69	132	0,52	3
Finland	5 533	2 000 000 €	2 000 000 €		0.36	114	0.32	2
Switzerland (2)	8 670	4 802 000 CHF (2)	3849056 €	1.06	0,44	160	0,27	1
Belgium	11 555	2.778.000€	2.778.000€	1	0.24	118	0.20	1
Norway	5 296	8 000 000 NOK	748363	10,69	0.14	140	0.10	1
Ireland	5 006	1 827 913 €	1 827 913 €	1	0.37	209	0.17	1
Spain	47 399	6 100 000 €	6 100 000 €	1	0,13	84	0,15	1
Lithuania	2 796	264 600 €	264 600 €	1	0,9	87	0,11	1
Sweden	10 379	11 000 000 SEK	1 051 625 €	10,46	0.1	124	0.08	0
Germany	83 155	3 000 000 €	3 000 000 €	1	0,04	122	0,03	0
Italy	59 236	60 000 €	60 000€	1	0.001	94	0.001	0
Israel	9 217	1 650 000 ILS	427 461€	3,86	0.05	91	0.05	0
Estonia	1 330			1		84		0
Slovenia	2109	-	-	1		89		0
Latvia	1 893	-	-	1		70		0
Denmark	5 840	-	-	7.45		134	0	0
Malta	516			1		96		0
UK (3)	67 025			0,90		104		0
Romania	19 202			4,84		72		0
Lux.	635			1		263		0
Austria	8 932			1		124		0
Portugal	10 298			1		76		-
Czechia	10 495			26,63		93		0
Cyprus	869			1		88		0
Hungary	9 731			352		74		0
Poland	37 840	-	-	4.47	-	76	-	0
Slovakia	5 460	-		1	-	70		-
Greece	10 679	-	-	1	-	62		-
Bulgaria	6 916	-	-	1.96	-	55		-
Turkey	83 614			7,74				0
Croatia	4 036			7.56				0
Serbia	6 872			117				0
Ukraine	42 154	-	-	30	-	20	-	0
Russian Fed.	144 439			79,4		63		0
Bosnia & Herzegovina	3 244	-	-		-		-	0

- (1) The French Fund against addictions (Fonds de lutte contre les addictions) had a total budget of 115 million Euro in 2020. Tobacco control budgets in the TCS focus on media campaigns and tobacco control projects and do not take into account expenditures for reimbursement of medicines, research and management. Tobacco control projects financed by the Tobacco Fund were around 38 million Euro.
- (2) The Swiss Prevention Fund against Tobacco spent some 4,8 million CHF on projects in 2020. <https://www.news.admin.ch/news/message/attachments/67128.pdf>

Appendix 7: Cigarette price score 2020 in 37 European countries

Country	Retail price cigarettes weighted average price in 2020 €/GBP (US\$)	Price premium brand -10% in 2020 US\$	Conversion Intl\$/US\$	Price in international \$ in 2020	2020 Price score. Max = 30 points. (score 2018)
Ireland	12,81€ (15,18\$)		1,08	16,37	27 (18)
UK	11,11GBP (14,62\$) (1)		1,10	16,08	27 (25)
France	9,70€ (11,49\$)		1,12	12,87	21 (22)
Norway	-	12,82	0,92	11,79	20 (22)
Romania	3,97€ (4,70\$)		2,27	10,67	18 (16)
Finland	8,60€ (10,11\$)		0,98	9,91	17 (18)
Israel		10,30	0,93	9,55	16 (27)
Hungary	3,93€ (4,66\$)		2,03	9,46	16 (15)
Malta	5,39€ (6,39\$)		1,46	9,39	16 (16)
Iceland	-	9,68	0,94	9,14	15 (23)
Netherlands	7,14€ (8,46\$)		1,07	9,05	15 (14)
Turkey	-	2,39	3,68	8,83	15 (10)
Croatia	3,71€ (4,40\$)		1,94	8,54	14 (16)
Germany	6,18€ (7,32\$)		1,14	8,35	14 (14)
Belgium	6,38€ (7,56\$)		1,1	8,32	14 (16)
Lithuania	3,76€ (4,45\$)		187	8,32	14 (12)
Poland	3,32€ (3,96\$)		2,09	8,28	14 (14)
Portugal	4,64€ (5,48\$)		1,48	8,11	14 (18)
Bosnia & Herzegovina		3,24	2,52	8,15	14
Serbia	-	3,37	2,36	7,95	13 (19)
Estonia	4,27€ (5,05\$)		1,56	7,88	13 (13)
Denmark	6,92€ (8,20\$)		0,95	7,79	13 (13)
Italy	5,16€ (6,11\$)		1,26	7,70	13 (15)
Czechia	3,80€ (4,50\$)		1,71	7,70	13 (12)
Bulgaria	2,77€ (3,28\$)		2,33	7,64	13 (15)
Greece	4,19€ (4,96\$)		1,54	7,64	13 (18)
Cyprus	4,36€ (5,17\$)		1,44	7,44	12 (15)
Latvia	3,67€ (4,35\$)		1,71	7,44	12 (14)
Spain	4,53€ (5,37\$)		1,37	7,36	12 (15)
Ukraine	-	1,92	3,78	7,25	12 (17)
Switzerland	-	8,72	0,82	7,07	12 (13)
Sweden	5,91€ (7,00\$)		0,98	6,86	11 (14)
Slovakia	3,46€ (4,10\$)		1,66	6,81	11 (12)
Austria	5,14€ ((6,09\$)		1,1	6,70	11 (11)
Slovenia	3,81€ (4,51\$)		1,48	5,64	9 (12)
Russian Fed.		2,00\$	2,82	5,63	9 (8)
Luxembourg	4,73€ (5,60\$)		0,99	5,54	9 (5)

- (1) The Office for National Statistics (ONS), RPI: Average price - Cigarettes 20 king size filter.
<https://www.ons.gov.uk/economy/inflationandpriceindices/timeseries/czmp>

Appendix 8: Treatment - score in 2021 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	1	2	4	1	9
Ireland	-	-	2	4	2	8
Denmark	1	0	2	4	1	8
Israel	1	0	2	4	1	8
Romania	1	0	2	3	2	8
Spain	0	1	2	4	1	8
Sweden	1	0	2	3	1	7
Poland	1	1	2	3	0	7
Belgium	1	0	2	3	1	7
Turkey	0	1	2	3	1 (2)	7
Finland	0	0	1	4	1	6
France	0	0	2	3	1	6
Lux.	0	0	2	3	1	6
NL	0	0	2	3	1	6
Russian Fed.	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
Italy	0	0	2	3	1	6
Slovenia	0	0	2	4	0	6
Slovakia	0	0	2	3	1	6
Malta	-	-	2	3	0	5
Switzerland	0	0	2	3	0	5
Austria	0	0	2	3	0	5
Cyprus	-	-	0	3	2	5
Bulgaria	0	0	2	3	0	5
Croatia	-	-	2	3	0	5
Latvia	1	0	2	2 (1)	0	5
Lithuania	0	1	0	3	0	5
Germany	0	1	2	2	0	5
Portugal	0	0	0	3	1	4
Iceland	0	0	2	2	0	4
Norway	0	0	0	3	0	3
Serbia	0	0	0	3	0	3
Estonia	0	-	0	3	0	3
Ukraine	1	1	0	2	0	4
Bosnia & Herzegovina	0	0	0	2	0	2

- (1) Smoking cessation consultations are provided by narcologists and family doctors as part of a healthy life-style consultation (brief interventions).
- (2) Nicotine replacement products have been reimbursed in Turkey at specific periods, but not on a permanent basis.

Appendix 9: Illicit trade - score in 2021 in 37 European countries

Country	Ratification FCTC Illicit trade Protocol (Max= 1 point)	Track and Trace system (Max= 2 points)	Total (Max= 3 points)
Austria	1	1	2
Belgium	1	1	2
Germany	1	1	2
Lux.	1	1	2
Spain	1	1	2
France	1	1	2
Sweden	1	1	2
UK	1	1	2
Czechia	1	1	2
Estonia	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
NL	1	1	2
Norway	1	0	1
Serbia	1	0	1
Finland	0	1	1
Russian Fed.	0	1	1
Denmark	0	1	1
Ireland	0	1	1
Italy	0	1	1
Poland	0	1	1
Slovenia	0	1	1
Bulgaria	0	1	1
Romania	0	1	1
Switzerl.	0	0	0
Ukraine	0	0	0
Iceland	0	0	0
Israel	0	0	0
Bosnia & Herzegovina	0	0	0

Appendix 10: Tobacco Industry Interference Score in 2021 in 37 European countries

Country	Maximum score = 2 points	Country	Maximum score = 2 points	Country	Maximum score = 2 points
France (1)	1	Austria	0	Iceland	0
Ireland (2)	1	Portugal	0	Switzerland	0
NL (3)	1	Sweden	0	Bulgaria	0
UK (4)	1	Czechia	0	Romania	0
Denmark (5)	1	Estonia	0	Turkey	0
Norway (6)	0,5	Cyprus	-	Croatia	-
Finland (7)	0,5	Latvia	0	Serbia	0
Belgium	0	Lithuania	0	Ukraine	0
Germany	0	Hungary	0	Russian Fed.	-
Greece	0	Malta	-	Israel	0
Spain	0	Poland	0	Bosnia & Herzegovina	0
Italy	0	Slovenia	0		
Lux.	0	Slovakia	0		

- (1) The French government disallows the acceptance of all forms of contributions/gifts from the tobacco industry including offers of assistance, policy drafts, or study visit invitations given or offered to the government, its agencies, officials and their relatives. In addition, French legislation prevents former ministers, former presidents of local councils as well as former members of independent administrative or public authorities entering the private sector. (Source: STOP, Global Tobacco Industry Interference Index 2019).
- (2) In Ireland, 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, and other ministers and their officials, do not meet representatives of the tobacco industry.
- (3) The Dutch government's position is that there should be, and are no, contacts with the tobacco sector, unless such contacts are necessary (technical matters arising in relation to the implementation of already approved or adopted legislation or policies). These may include public consultations.
- (4) The UK Department for Health & Social Care, in its 2017 Tobacco Control Plan for England, formulates the need to limit 'direct contact with the tobacco industry to that necessary to discuss the implementation of regulatory provisions or operational matters, and encourages tobacco companies to engage with government in writing rather than face to face. (Source: Mateusz Zatoński and Anna Gilmore. 2019 UK Tobacco Industry Interference Index. Tobacco Control Research Group, University of Bath. October 2019.)

The Tobacco Control Plan for England specifies *"To ensure further transparency, the government commits to publishing the details of all policy-related meetings between the tobacco industry and government departments."*

The UK Department of Health requires that any individual or organisation responding to Department of Health consultations must declare whether they have any links with or receive funding from the tobacco industry. In addition, the UK Government has issued guidelines for diplomatic posts on dealings with the tobacco industry.

- (5) The Danish Ministry of Health only interacts with the tobacco industry when and to the extent it is absolutely necessary to effectively regulate it and its products. In order to ensure transparency in all interactions with the tobacco industry the Danish Health Authority publishes all minutes, telephone notes etc. about any communication from the tobacco industry and their NGOs.
- (6) Norway undertook one step towards more transparency in the interaction with the tobacco industry. The government and its entities have not put in place procedures for disclosing the records of the interaction with the tobacco industry and its representatives. There was no code of conduct for public officials, prescribing the standards with which they should comply in their dealings with the tobacco industry, with one exception: the Ministry of Health and Care Services (MOH) and its agencies have a clear policy on Art. 5.3; the political leadership of the Ministry does not meet with the industry, but the administrative and policy staff meets with the industry when it is necessary, for regulatory purposes. However, there is evidence that the Ministry of Finance accepts assistance from the industry for its tobacco control activities (price and tax matters).
- (7) In Finland, there is no legislation on tobacco industry interference, but in the Ministry of Social Affairs and Health, and the national agencies operating under the Ministry of Social Affairs and Health (such as THL and Valvira), the guiding principle is not to negotiate or meet with the tobacco industry. The only exception is that they can meet tobacco industry representatives if there are technical, legislative matters. Everywhere else in the Council of State, this practice is not as clear.

Appendix 11: Tobacco Control Scale Ranking from 2005 to 2021

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



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SCAN ME

CHECK OUT THE TOBACCO CONTROL SCALE



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.tobaccocontrolscale.org