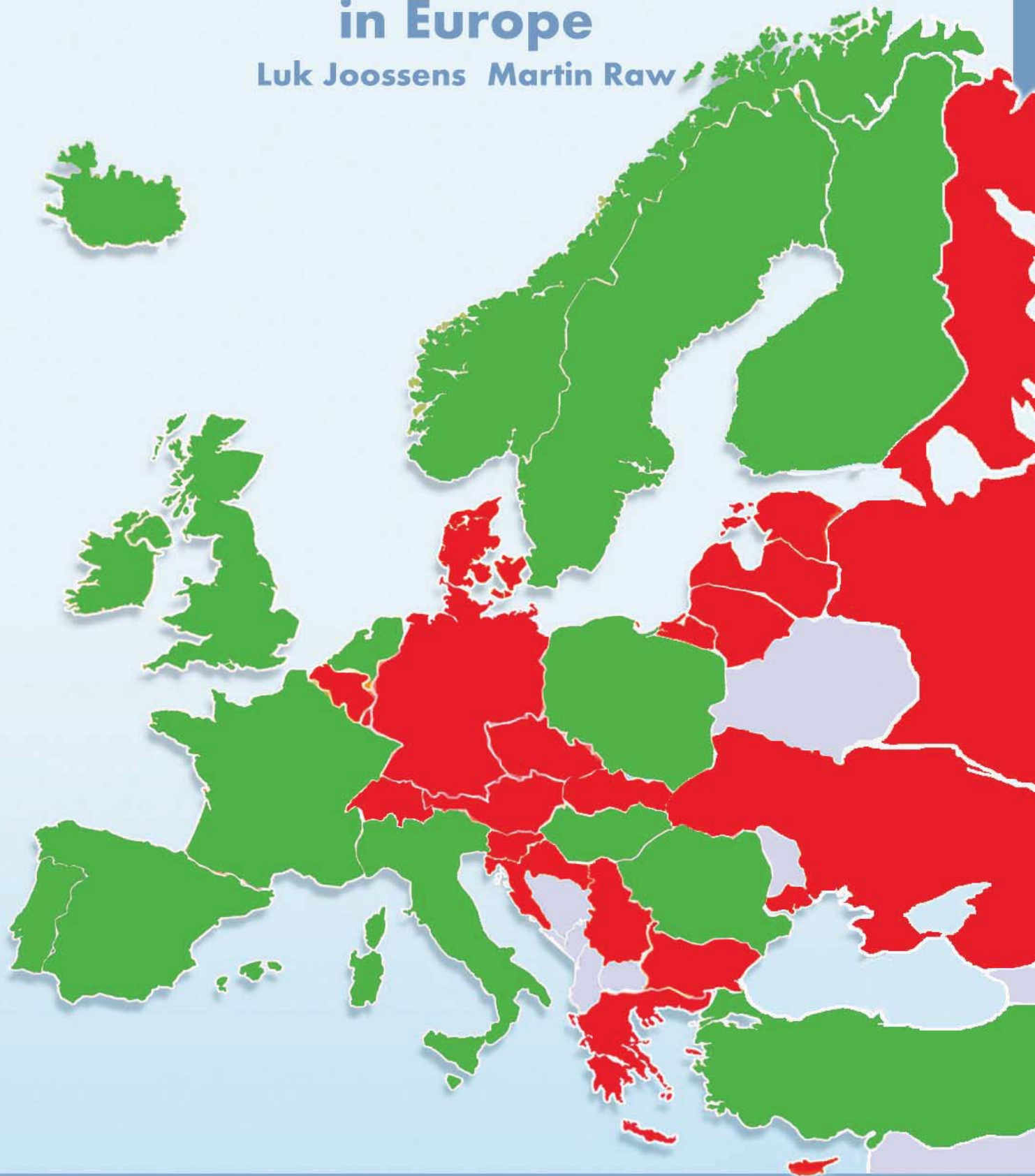


# The Tobacco Control Scale 2016 in Europe

Luk Joossens Martin Raw



A report of the Association of European Cancer Leagues



## **The Tobacco Control Scale 2016 in Europe**

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## Executive summary

This report describes the results of a survey of tobacco control activity in 35 European countries in 2016, using the Tobacco Control Scale, first described in our 2006 paper, *The Tobacco Control Scale: a new scale to measure country activity*.

The data used for the 2016 survey refer to legislation in force on 1 January 2017, price data on 1 July 2016, and the tobacco control budget in 2015. Any legislation, price increases or funding introduced or enforced after those dates are not included.

The scale quantifies the implementation of tobacco control policies at country level, and is based on six policies described by the World Bank, which they say should be prioritised in a comprehensive tobacco control programme, namely:

- Price increases through higher taxes on cigarettes and other tobacco products;
- Bans/restrictions on smoking in public and work places;
- 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 scale allocates points to each policy, with a maximum score of 100: price 30, smokefree public places 22, spending on public information campaigns 15, comprehensive advertising bans 13 large health warnings 10, cessation support (treatment) 10.

Headline results and issues:

- Six leading countries have 60 points or more, top score 81 out of 100 (UK).
- Ten countries are doing reasonably well with 50 to 56 points.
- The remaining 19 countries don't even manage 50 points and need to do much more.
- Three countries had very low scores, with fewer than 40 points.

A major concern is the lack of funding for tobacco control. No country spends 2 euro 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 tobacco industry influence, 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 (FCTC).
2. Spend a minimum of €2 per capita per year 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 FCTC Article 6 guidelines on tobacco taxation and adopt a new EU tax directive in 2018, which should result in significant tax increases and smaller tax differences between cigarettes and hand rolled tobacco.
5. Introduce comprehensive smokefree legislation in line with the FCTC Article 8 guidelines, including a ban on smoking in private cars when minors are present.
6. Introduce standardised/plain packaging.
7. Ban the display of tobacco products at the point of sale.
8. Accelerate the implementation of Article 14 of the WHO FCTC and its guidelines on tobacco cessation support.
9. Ratify the WHO FCTC protocol to eliminate the illicit trade in tobacco products and adopt tracking and tracing standards in line with the WHO FCTC Illicit Trade protocol in 2017.
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 activity in 35 European countries in 2016 using the Tobacco Control Scale (TCS), first described in our 2006 paper, *The Tobacco Control Scale: a new scale to measure country activity* (1). Here we report the results of the 2016 survey, show changes in rankings from the last (2013) survey, 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 which they say 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 work places;
- 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) and now in 2016. In 2004 a questionnaire on tobacco control policies was sent to European Network for Smoking and Tobacco Prevention (ENSP) correspondents, who had agreed to fill in their country data, in 28 countries: 25 EU countries plus Switzerland, Iceland and Norway. The correspondents were nominated by ENSP because they were the official country representatives to ENSP, members of their national coalition, and thus knowledgeable about tobacco control (Table 1). In 2005 and 2007 the survey was repeated in 30 European countries (27 EU countries plus Switzerland, Iceland and Norway) (3), and in 2010 with 31 European countries (the 2007 sample plus Turkey) (4).

This survey was conducted in 2016 with 35 European countries: the 2010 sample plus Croatia, Serbia, Ukraine and the Russian Federation. The correspondents who provided information are shown in Table 1.

**Table 1: Correspondents who provided information in 2016**

Country	Name	Organisation
Austria	Manfred Neuberger	Medical University of Vienna
Belgium	Suzanne Gabriels	Foundation against cancer
Bulgaria	Gergana Geshanova, Hristo Ivanov	Smoke Free Coalition, Bulgaria
Croatia	Dijana Mayer	Croatian Institute of Public Health
Cyprus	Vasiliki Christodoulou	National co-coordinator of smoking cessation programs
Czech Rep	Eva Kralikova	Charles University and the General University Hospital
Denmark	Niels Kjaer	Danish Cancer Society

Estonia	Marge Reinap	WHO Office, Estonia
Finland	Mervi Hara	Suomen ASH
France	Emmanuelle Beguinot	CNCT
Germany	Ute Mons	German Cancer Research Centre
Greece	Constantine Vardavas	University of Crete
Hungary	Tibor Demjen	Hungarian Focal Point for Tobacco Control
Iceland	Hafsteinn Vidar Jensson	Department of Health
Ireland	Conor George, Fenton Howell	ASH Ireland, Department of Health
Italy	Lorenzo Spizzichino, Daniela Galeone	Ministry of Health
Latvia		
Lithuania	Vaida Liutkutė	Health Research Institute
Luxembourg	Lucienne Thommes	Fondation Cancer, Luxembourg
Malta	Charmaine Gauci	Ministry for Health
Netherlands	Fleur Van Bladeren	Dutch Cancer Society (KWF Kankerbestrijding)
Norway	Maxime Campaore	Norwegian Cancer Society
Poland	Krzysztof Przewozniak	WHO Collaborating Centre of the Cancer Center and Institute, Warsaw
Portugal	Sofia Ravara, Emilia Nunes	University of Beira Interior; CHCB University Hospital, Covilhã, Department of Health
Romania	Magda Ciobanu	Department of Health
Russian Fed.	Daria Khaltourina	Risk Prevention Department of the Federal Research Institute for Health Organization and Informatics of Ministry of Health of the Russian Federation
Serbia	Srmena Krstev	National Focal Point for Tobacco Control
Slovakia		
Slovenia	Jan Peloza	No excuse Slovenia, Slovenian Coalition for Tobacco Control
Spain	Esteve Fernandez	Catalan Institute of Oncology (ICO), National Committee for Smoking Prevention (CNPT)
Sweden	Ewy Thömqvist, Margaretha Haglund	Tobaksfakta
Switzerland	Verena El Fehri	Association Suisse pour la Prévention du Tabagisme
Ukraine	Andriy Skipalskyi	Advocacy Center « Life »
United Kingdom	Alette Addison, Adrian Parsons, Sheila Duffy	Department of Health, ASH Scotland
Turkey	Elif Dagli	National Coalition on Tobacco or Health

The Tobacco Control Scale, showing the points allocated to each policy, with a maximum score of 100, is shown in Table 2. The right column of the blue rows shows the maximum points that can be scored for that policy. Further explanatory notes on scoring are in Table 3.

**Table 2. The Tobacco Control Scale 2016**

<b>Price of cigarettes.</b>	<b>30</b>
The Weighted Average Price for cigarettes in July 2013	
The price of the Weighted Average Price (WAP) for cigarettes in July 2016, taking into account Purchasing Power Standards (PPS). The country with a WAP of €10 a pack and an EU average Purchasing Power Standard receives 30 points. In countries without WAP information the price used is the price of a pack of 20 Marlboro in July 2016 minus 10%, taking into account the PPS.	30
<b>Smokefree work and other public places</b>	<b>22</b>
<b>Workplaces excluding cafes and restaurants – one only of</b>	<b>10</b>
Complete ban without without exceptions (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
<b>Cafes and restaurants – one only of</b>	<b>8</b>
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
<b>Public transport and other public places and private cars</b>	<b>4</b>
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
<b>Spending on public information campaigns</b>	<b>15</b>
Tobacco control spending per capita by the government in 2015, expressed in Power Purchasing Standards. A country which spends 2 euro per capita, based on the EU average GDP per capita expressed in PPP receives 15 points .	
<b>Comprehensive bans on advertising and promotion</b>	<b>13</b>
Points for each type of ban included – additive	
Complete ban on tobacco advertising on television and radio	2
Complete ban on outdoor advertising (eg. posters)	2
Complete ban on advertising in print media (eg. newspapers and magazines)	1 ½
Complete ban on indirect advertising (eg. 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	½

<b>Large direct health warning labels</b>	<b>10</b>
Plain packaging (the removal of trademarks, logos, colours and graphics, except for the government health warning, and brand name presented in a standardized typeface) in combination with pictorial health warnings on the front and the back of the tobacco product package	4
Size of warning – <b>one only</b> of	3
50% or less of packet	1
51–79% of packet	2
80% or more of packet	3
Pictorial health warnings – additive	3
Pictorial health warnings on cigarette packs	2
Pictorial health warning on hand rolling tobacco	1
<b>Treatment to help smokers stop</b>	<b>10</b>
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
<b>ADDITIONAL POINT FOR</b>	1
Quitline counselors answering at least 30 hours a week (not recorded messages)	1
Network of smoking cessation support and its reimbursement – <b>one only</b> 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 – <b>one only</b> of	2
Medications totally reimbursed or free to users <b>or</b>	2
Medications partially reimbursed	1

**Table 3. Notes and explanations on the scoring of the TCS 2016**

<b>Price</b>
Gross Domestic Product per capita can be expressed in PPS (Purchasing Power Standard). PPS per capita has been used to take account of the real purchasing power in different countries. In the EU the GDP per capita expressed in PPP varies from 46 in Bulgaria to 71 in Greece, 117 in Belgium and 271 in Luxembourg. The EU average = 100. The country with a weighted average price of €10 a pack, based on the EU average PPP (100), receives 30 points. Belgium, for instance, would receive 30 points if the price of a pack was $10 \times 1.17 = €11.70$ . In Bulgaria, if the price of a pack would be $10 \times 0.46 = €4,60$
<b>Bans on smoking in public and work places with no exemptions and no smoking rooms</b>
Only total bans work well and comply with Article 8 of the WHO Framework Convention on Tobacco Control (FCTC) and Council Recommendation on Smoke Free environments of 30 November 2009 (2009/C 296/02)
<b>Smoking rooms</b>
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 (examples France, Italy and Finland).
<p><b>Meaningful restrictions: workplaces</b></p> <p>We have given points for “meaningful restrictions” but emphasise that this means that the legislation is imperfect, and thus 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’ means that at least 50% of those who work indoors are never or almost never exposed to tobacco smoke at work.</p>
<p><b>Meaningful restrictions: bars and restaurants</b></p> <p>‘Meaningful restrictions: bars and restaurants’ means for example 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 exceptions (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.</p>
<p><b>Spending on public information campaigns</b></p> <p>Government funding at national level (for federal countries the sum of all funding by governments of the different regions, but <b>not</b> of the local communities) in 2015 for mass communication campaigns, tobacco control projects, educational programs, support for nongovernmental organizations. Tobacco control spending from sources other than the government, such as the private sector, is <b>not</b> included in our figure. Funding for tobacco dependence treatment (including reimbursement of medications and quitlines) and enforcement of legislation are <b>not</b> included in our figure. A country which spends 2 euro per capita on tobacco control, based on the EU average GDP per capita expressed in PPP, receives 15 points. In the EU the GDP per capita expressed in PPP varies from 46 in Bulgaria to 71 in Greece, 117 in Belgium and 271 in Luxembourg. The EU average = 100. Belgium, for instance, would receive 15 points, if the spending was €2 x 1.17 = €2.34 per capita. In Bulgaria if the spending was €2 x 0.46 = €0.92 per capita.</p>

In 2016, we made two minors changes: 1 point for a smoking ban in private when minors are present and 2 points (instead of 1 point) for an advertising ban at the point of sales.

The data used for the 2016 survey refer to legislation in force on the 1 January 2017, price data on 1 July 2016, and the tobacco control budget in 2015. Any legislation, price increases 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 provision. The following other data sources were used:

#### Price

- The price of a pack of 20 cigarettes in the Weighted Average Price category on 1 July 2016 was based on the July 2016 European Commission report “Excise duty tables” (6)
- GDP expressed in Purchasing Power Standards (PPS) per capita and GDP in 2015, and country 2015 population data were collected from the statistical office of the European Union or IMF.

### **Advertising**

- WHO Report on the Global Tobacco Epidemic, 2013. Geneva, World Health Organization, 2013 (7).
- An update of the legislation on advertising through correspondents or health officials.

### **Smokefree legislation**

- European Commission. Overview of smokefree legislation and its implementation in the EU. Brussels, European Commission, 2013 (8).
- European Commission. Eurobarometer 429, Attitudes of Europeans towards Tobacco and Electronic Cigarettes. Brussels, European Commission, 2015 (9).

### **Labelling**

- Canadian Cancer Society. Cigarette package health warnings. International status report. Ottawa, Canadian Cancer Society, 2016 (10).

### **Data base**

- WHO FCTC data base which includes often country reports submitted in 2016 (11).
- WHO European Region Tobacco control database (12).
- Smoke Free Partnership smoke free map (13).
- Campaign for Tobacco Free Kids, Tobacco Control Laws (14).

### **Tobacco control and cessation budget**

- Information was collected in December 2016 and January 2017 through the correspondents or from health officials.

### **Results**

Table 4 shows the 2016 TCS scores of each country, in rank order, with their 2013 ranking shown for comparison.

The headline results are:

- Six leading countries have 60 points or more, top score 81 out of 100 (UK).
- Ten countries are doing reasonably well with 50 to 56 points.
- The remaining 19 countries don't even manage 50 points and need to do much more.
- Three countries had very low scores, with fewer than 40 points.

Table 4. 35 European countries ranked by total TCS score in 2016

Ranking 2016 (ranking 2013)		Country	Price (30)	Public place bans (22)	Public info campaign spending (15)	Advertising bans (13)	Health warnings (10)	Treatment (10)	Total (100)
1 (1)	–	UK	26	22	3	12	9	9	81
2 (2)	–	Ireland	20	22	2	13	5	8	70
3 (3)	–	Iceland	20	17	13	13	4	2	69
4 (5)	▲	France	19	18	1	11	9	6	64
5 (4)	▼	Norway	20	17	3	13	4	6	63
6 (9)	▲	Finland	16	18	3	13	5	5	60
7 (19)	▲	Romania	17	19		8	5	7	56
8 (7)	▼	Spain	14	21	1	9	4	6	55
9 (11)	▲	Hungary	15	17		11	5	5	53
9 (13)	▲	Netherlands	14	15	3	9	5	7	53
9 (5)	▼	Turkey	17	19		7	5	5	53
9 (11)	▲	Sweden	14	15	1	11	5	7	53
13 (7)	▼	Malta	17	12	1	11	5	5	51
13 (15)	▲	Italy	15	14	2	9	5	6	51
15 (20)	▲	Poland	14	11	1	11	5	8	50
15 (24)	▲	Portugal	17	11	1	10	5	6	50
17 (13)	▼	Belgium	14	15	1	8	5	6	49
17 (10)	▼	Ukraine	11	19		13	4	2	49
17 (new)		Russian Fed.	6	19		13	4	7	49
20 (15)	▼	Bulgaria	16	11		11	5	4	47
21 (18)	▼	Switzerland	13	11	8	2	5	7	46
21 (20)	▼	Estonia	12	12		11	5	6	46
23 (15)	▼	Denmark	13	11	1	8	5	7	45
23 (23)	–	Serbia	21	11		9	1	3	45
23 (26)	▲	Croatia	16	11	1	12	1	4	45
26 (32)	▼	Cyprus	16	8		11	1	8	44
26 (24)	▼	Latvia	14	12		9	5	4	44
28 (20)	▼	Slovenia	13	15		9	1	5	43
28 (29)	▲	Lithuania	12	13	1	8	5	4	43
30 (27)	▼	Slovakia	11	10		9	5	6	41
31 (31)	–	Czech Rep.	14	9		8	5	4	40
31 (29)	▼	Greece	16	7		6	5	6	40
33 (28)	▼	Lux.	5	15		9	1	7	37
33 (33)	–	Germany	13	11		4	5	4	37
35 (34)	▼	Austria	11	8		7	5	5	36

## Discussion

The Russian Federation was included in our survey for the first time and was doing well in advertising restrictions and smoke free policies. Overall, countries which failed to undertake new initiatives lost points and fell in the ranking. The countries that are leading tobacco control in Europe are those that have comprehensive tobacco control policies.

Six countries (UK, Ireland, Iceland, France, Norway and Finland) have 60 points or more, ten countries have scores in the 50s (Romania, Spain, Hungary, Malta, Netherlands, Turkey, Sweden, Malta, Poland), and the remaining 19 countries failed to reach 50% of the total score possible.

The EU Tobacco Products Directive (Table 5) obliged EU countries to introduce pictorial health warnings. Six countries (UK, France, Ireland, Hungary, Norway and Slovenia) adopted plain packaging legislation, although only the UK and France had plain packs at the point of sales on 1 January 2017.

### Table 5. The EU Tobacco Products Directive

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#### Key provisions

The Directive states that all European Union 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.
  - Countries can go further by introducing standardised packaging.
  - A ban on “characterising flavours” in cigarettes, such as fruit or chocolate, from 2016, with menthol banned from 2020.
  - 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, nine countries have introduced a smoking ban in private cars when minors are present. (Ireland, UK, France, Finland, Italy, Malta, Cyprus, Lithuania and Slovenia)

Were this a test requiring a minimum score of 50 to pass, then 19 countries, or 54 % of the field, would fail. Their end-of-term report would undoubtedly say: “Must do better.” They 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 euros 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.

## Comments on individual countries

Here, in slightly end-of-term report style, we comment briefly on individual countries, in reverse order of their 2016 ranking (with in brackets the 2013 ranking and up or down movement).

**35. Austria** (34 ▼ 1). A very low profile on all tobacco control policies. Austria had the lowest score since 2007, but was the first European country to ratify the WHO FCTC Illicit Trade Protocol.

**33. Germany** (33 --). No new tobacco control policies introduced since 2010 with the exception of the transposition of the 2014 EU Tobacco Products Directive. Germany is the only EU country which still allows tobacco advertising on billboards.

**33. Luxembourg** (28 ▼ 5). Luxembourg did not transpose the 2014 EU Tobacco Products Directive. Luxembourg is the richest country in the EU and has very low taxes on tobacco products, in order to attract cross border shopping from neighbouring countries.

**31. Greece** (29 ▼ 2). Compliance with the smoke free legislation is worrying. Greece raised taxes in very difficult economic times.

**31. Czech Republic** (31 --). Despite a strong tobacco industry presence in the country, the Czech Republic has adopted comprehensive smoke free legislation in February 2017.

**30. Slovakia** (27 ▼ 3). No progress to report since 2010. Again the drop in ranking reflects relative lack of activity compared with other countries.

**28. Lithuania** (29 ▲ 1). Lithuania has ratified the WHO FCTC Illicit Trade Protocol. The illegal supply of cigarettes from neighbouring countries is putting pressure on tax levels in Lithuania.

**28. Slovenia** (20 ▼ 8). Slovenia has introduced an impressive list of tobacco control measures in February 2017 which includes plain packaging, advertising ban at the point of sales, display ban and smoking ban in private cars when minors are present. We could not take into account those measures for the 2016 TCS score (legislation in place on 1 January 2017), but will certainly do for the next TCS score.

**26. Latvia** (24 ▼ 2). Latvia has ratified the WHO FCTC Illicit Trade Protocol. The illegal supply of cigarettes from neighbouring countries is putting pressure on tax levels in Latvia.

**26. Cyprus** (32 ▲ 6). Compliance with their smoke free legislation is a huge problem. Cyprus banned smoking in private cars when minors are present.

**23. Croatia** (26 ▲ 3). Croatia should be able to improve its tobacco control score in the coming years.

**23. Denmark** (15 ▼ 8). Denmark still allows smoking in small bars and open smoking cabins at the work place.

**23. Serbia** (23--). No new initiatives since 2013. The biggest priority should be to introduce smoke free legislation in bars and restaurants.

**21. Estonia** (20 ▼ 1). Similar comment as for Latvia.

**21. Switzerland** (18 ▼ 3). Switzerland is the homeland for international tobacco companies, has very weak tobacco advertising legislation and has not ratified the FCTC.

**20. Bulgaria** (15 ▼ 5). Bulgaria had introduced comprehensive smoke free legislation in 2012 with improved, but still unsatisfactory result of compliance.

**17. Belgium** (13 ▼ 4). No progress to report since 2006, with the exception of a constitutional court decision to ban smoking in bars in 2011.

**17. Ukraine** (10 ▼ 7) Ukraine introduced comprehensive smoke free legislation, advertising bans and pictorial health warnings. Compared to 2013, Ukraine lost points as result of the weak value of its currency.

**17. Russian Federation** (New). The Russian Federation has introduced comprehensive advertising and smoke free legislation in 2014 which is well enforced. The score attributed to prices is low as result of the weak value of its currency.

**15. Portugal** (24 ▲ 9). Portugal has ratified the WHO FCTC Illicit Trade Protocol, but should intensify its tobacco control policies. In particular, efforts should be made to introduce smoke free legislation as soon as possible.

**15. Poland** (20 ▲ 5). Poland was the lead country against the 2014 EU Tobacco Products Directive (TPD) and challenged unsuccessfully the TPD in the European Court of Justice, taking over Germany's role in defending tobacco industry interests.

**13. Malta** (7 ▼ 6). Banned smoking in private cars, but the enforcement of its smoke free legislation could be better.

**13. Italy** (15 ▲ 12). No real progress to report since 2005 with the exception of the smoking ban in private cars.

**9. Turkey** (5 ▼ 4). Turkey introduced in 2009 comprehensive smoke free legislation (no exceptions, no smoking rooms), but experienced some enforcement problems in bars and tea houses. More recently tobacco sales and smoking prevalence increased slightly.

**9. Netherlands** (13 ▲ 4). Introduced a smoking ban in small bars in 2015 and will introduce a display ban in 2017.

**9. Sweden** (11 ▲ 2). No significant progress to report since 2005.

**9. Hungary** (11 ▲ 2). Hungary will introduce plain packaging in 2018.

**8. Spain** (7 ▼ 1). Spain has ratified the WHO FCTC Illicit Trade Protocol , but has not undertaken any new initiatives since 2010.

**7. Romania** (19 ▲ 12). Romania adopted comprehensive smoke free legislation in 2016. However, the compliance of the smoke free legislation needs still to be confirmed by Eurobarometer surveys.

**6. Finland** (9 ▲ 3). Finland adopted an ambitious plan to make the country tobacco free by 2040. Finland made progress, but has not yet introduced plain packaging legislation. Finland banned

smoking in cars when minors are present.

**5. Norway** (4 ▼ 1). Norway remains one of the strong leaders in tobacco control in Europe since the 1960s and adopted in December 2016 plain packaging legislation which is likely come into force this year or next year.

**4. France** (5 ▲ 1). France is the third country in the world which adopted plain packaging. In addition, France ratified the WHO FCTC Illicit Trade Protocol, banned advertising at the point of sales and smoking in private cars.

**3. Iceland** (3 --). Iceland has by far the highest spending on tobacco control per capita in Europe. The law obliges the government to spend at least 0.9% of the total amount spent on tobacco, on tobacco control.

**2. Ireland** (2 --). Ireland adopted plain packaging legislation, but has not yet implemented the legislation. Ireland banned smoking in cars when minors are present.

**1. UK** (1 --). The UK remains number one and is doing well on five of the World Bank tobacco control policies. The UK is the second country in the world to adopt plain packaging legislation. England, Scotland, Wales and Northern Ireland banned smoking in cars when minors are present.

## Recommendations

**Before the Eighth European Conference on Tobacco or Health (ECToH) in 2020, countries should:**

1. Implement at least the six priority measures described in the introduction; a comprehensive tobacco control policy is an obligation under Article 4 of the WHO Framework Convention on Tobacco Control (FCTC).
2. Address tobacco industry interference in public health policy making, in accordance with the guidelines on Article 5.3 of the WHO FCTC; tobacco industry interference remains the largest obstacle to the introduction of effective tobacco control policies
3. Spend a minimum of €2 per capita per year on tobacco control.
4. Implement the FCTC Article 6 guidelines on tobacco taxation and adopt a new EU tax directive in 2018, which should result in significant tax increases and smaller tax differences between cigarettes and hand rolled tobacco.
5. Introduce comprehensive smoke free legislation in line with the FCTC Article 8 guidelines, including a ban on smoking in private cars when minors are present.
6. Introduce standardised/plain packaging.
7. Ban the display of tobacco products at the point of sale.
8. Accelerate the implementation of Article 14 of the WHO FCTC and its guidelines on tobacco cessation support.
9. Ratify the WHO FCTC protocol to eliminate the illicit trade in tobacco products and adopt tracking and tracing standards in line with the WHO FCTC Illicit Trade protocol in 2017.
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 then finalised with feedback from a panel of ten experts, international tobacco control researchers and specialists. In 2004 the questionnaire was sent to correspondents in 28 European countries who had agreed to fill in their country data.

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 in 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 such 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 in the scoring project of tobacco control policies. 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. In the summer of 2005, the questionnaire survey was repeated, this time with 30 European countries: the previous 28 plus two accession countries, Bulgaria and Romania. Data were collected using the 2004 questionnaire, but stricter definitions were applied in the scale to smoke free places and smoking treatment systems. The report was submitted by Luk Joossens and Martin Raw to the Tobacco Control journal which published the article in May 2006 (1).

In 2007, 2010, 2013 (2, 3, 4) and 2016, editions of the Tobacco Control Scale were published under the auspices of the Association of European Cancer leagues. The results were presented each time at the European Conferences on Tobacco or Health (ECToH) in Basel (2007), Amsterdam (2011), Istanbul (2014) and Porto (2017).

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## Appendix 2: Data tables

**Data table 1: Smoke free public places - score on 1 January 2017 in 35 European countries**

Country	Bars and restaurants (max=8)	Public transport (max=2)	Public places (max=1)	Private cars (max=1)	Work Place (max=10)	Total (max=22)
Belgium	6	2	1		6	15
Denmark	4	2	1		4	11
Germany	4 (1)	2	1		4	11
Greece	2 (2)	2	1		2	7
Spain	8	2	1		10	21
France	6	2	1	1	8	18
Ireland	8	2	1	1	10	22
Italy	6	2	1	1	4 (3)	14
Lux.	6	2	1		6	15
NL	6 (4)	2	1		6	15
Austria	2 (5)	1	1		4	8
Portugal	4 (6)	2	1		4	11
Finland	6	2	1	1	8	18
Sweden	6	2	1		6	15
UK	8	2	1	1	10	22
Czech R.	2 (7)	2	1		4	9
Estonia	6	1	1		4	12
Cyprus	2 (8)	2	1	1	2	8
Latvia	6	1	1		4	12
Lithuania	6	1	1	1	4	13
Hungary	8	2	1		6	17
Malta	4	2	1	1	4	12
Poland	4 (9)	2	1		4	11
Slovenia	6	2	1	(10)	6	15
Slovakia	4	1	1		4	10
Iceland	8	2	1		6	17
Norway	8	2	1		6	17
Switzerl.	4 (11)	2	1		4	11
Bulgaria	4 (12)	2	1		4	11
Romania	8 (13)	2	1		8	19
Turkey	6 (14)	2	1		10	19
Croatia	4	2	1		4	11
Serbia	2	2	1		6	11
Ukraine	8	2	1		8	19
Russia	8 (15)	2	1		8	19

(1) 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.

(2) Greece adopted comprehensive smoke free legislation in bars and restaurants, but compliance is rather problematic. See data table 2.

- (3) The 2014 Eurobarometer survey shows insufficient compliance at the workplace.
- (4) A smoking ban for small bars came into in 2015 and is respected. The ban allows smoking rooms.
- (5) New smoke free legislation in bars and restaurants will only come into force on 1th May 2018.
- (6) Until 2020 smoking areas are still allowed in work places, restaurants, pubs bars etcera.
- (7) The Czech Republic adopted in February 2017 comprehensive smoke free legislation which will come into force on 31th May 2017.
- (8) Cyprus has comprehensive smoke free legislation in bars and restaurants (no smoking rooms, no exemptions) since 2010, but compliance remains a major concern.
- (9) The Polish law allows exceptions, for instance for drinking and eating establishments with two or more rooms.
- (10) Slovenia has adopted a smoking ban in cars in presence of minors in February 2017.
- (11) Legislation of smoking in bars of restaurants is a competence of the cantons. (Similar to Germany). A majority of the cantons apply smoke free legislation in bars and restaurants.
- (12) Comprehensive smoke free legislation in public spaces (including bars and restaurants) came into in June 2012. Compliance with the legislation has improved, but remains insufficient. (see: Eurobarometer survey, December 2014)
- (13) Romania adopted comprehensive smoke free legislation (no smoking rooms), which came into force in 2016. Compliance is good, but needs to be confirmed.
- (14) Compliance is insufficient in cafés, coffee or teahouses.
- (15) The Russian Federation introduced comprehensive smoke free legislation in June 2014, which is well respected.

**Data table 2: Compliance of smoke free legislation based on Eurobarometer 429 (fieldwork November- December 2014)<sup>1</sup>**

Country	Bars People smoking inside during the last visit in the last 6 months (in %)	Restaurants People smoking inside during the last visit in the last 6 months (in %)	Work place Never or almost never exposed to tobacco smoke at your work place (in %)
Belgium	23	6	79
Denmark	43	5	90
Germany	29	7	80
Greece	83	72	41
Spain	17	7	78
France	18	9	77
Ireland	5	4	87
Italy	13	7	56
Lux.	8	1	87
NL	31 (1)	4	84
Austria	74	44	55
Portugal	43	17	77
Finland	8	2	92
Sweden	2	1	95
UK	6	4	89
Czech R.	83	53	65
Estonia	16	9	76
Cyprus	74	53	45
Latvia	28	16	68
Lithuania	18	9	63
Hungary	9	5	70
Malta	49	9	66
Poland	21	12	46
Slovenia	6	1	82
Slovakia	57	16	74
Bulgaria	37	22	67
Romania (2)	80	59	42
Croatia	78	20	61

- (1) The Netherlands introduced a smoking ban in small bars in 2015 (after the fieldwork of the Eurobarometer survey in December 2014)
- (2) Romania introduced a comprehensive smoking ban in 2016 (after the fieldwork of the Eurobarometer survey in December 2014)

<sup>1</sup> [http://ec.europa.eu/public\\_opinion/archives/ebs/ebs\\_429\\_en.pdf](http://ec.europa.eu/public_opinion/archives/ebs/ebs_429_en.pdf)

**Data table 3: Bans on tobacco advertising - score on 1 January 2017 in 35 European countries**

Country	tv radio	cinema	outdoor	print	point of sales	display	sponsor nat.	sponsor inter	internet	indirect	total
Max points	2	1	2	1,5	2	2	0,5	0,5	0,5	1	13
Belgium	2	1	2	1,5	0	0	0,5	0,5	?	0	8
Denmark	2	1	2	1,5	0	0	0,5	0,5	?	0	8
Germany	2	0	0	1,5	0	0	0	0,5	?	0	4
Greece	2	0	2	1,5	0	0	0	0,5	?	0	6
Spain	2	1	2	1,5	0	0	0,5	0,5	?	1	9
France	2	1	2	1,5	2	0	0,5	0,5	?	1	11
Ireland	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Italy	2	1	2	1,5	2	0	0	0,5	?	0	9
Luxemb	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Netherlands	2	1	2	1,5	0	0	0,5	0,5	?	1	9
Austria	2	1	2	1,5	0	0	0	0,5	?	0	7
Portugal	2	1	2	1,5	2	0	0,5	0,5	?	0	10
Finland	2	1	2	1,5	2	2	0,5	0,5	?	1	13
Sweden	2	1	2	1,5	2	0	0,5	0,5	?	1	11
United Kingdom	2	1	2	1,5	1	2	0,5	0,5	?	1	12
Czech R.	2	1	2	1,5	0	0	0,5	0,5	?	0	8
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	0	0	0,5	0,5	?	0	8
Lithuania	2	1	2	1,5	0	0	0	0,5	?	1	8
Hungary	2	1	2	1,5	2	0	0,5	0,5	?	1	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
Sloven. (1)	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
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
Switzerland	2	0	0	0	0	0	0	0	?	0	2
Bulgaria	2	1	2	1,5	2	0	0,5	0,5	?	1	11
Romania	2	1	2	1,5	0	0	0	0,5	?	1	8
Turkey	2	1	2	1,5	0	0	0	0,5	?	0	7
Croatia	2	1	2	2	2	2			?	1	12
Serbia	2	1	2	2	0	0	0,5	0,5	?	1	9
Ukraine	2	1	2	2	2	2	0,5	0,5	?	1	13
Russia	2	1	2	2	2	2	0,5	0,5	?	1	13

(1) Slovenia has adopted a display ban and a tobacco advertising ban at the point of sales in February 2017.

**Data table 4: Label score on 1 January 2017 in 35 European countries**

Country	Size (max= 3 points)	Pictorial health warnings (1) (max= 3 points)	Plain packaging (2) (4 points)	Total (max=10)
Belgium	2	3		5
Denmark	2	3		5
Germany	2	3		5
Greece	2	3		5
Spain	1	3		4
France	2	3	4	9
Ireland	2	3		5
Italy	2	3		5
Lux.	2	3		5
Nethrlnds	2	3		5
Austria	2	3		5
Portugal	2	3		5
Finland	2	3		5
Sweden	2	3		5
UK	2	3	4	9
Czech R.	2	3		5
Estonia	2	3		5
Cyprus	1			1
Latvia	2	3		5
Lithuania	2	3		5
Hungary	2	3		5
Malta	2	3		5
Poland	2	3		5
Slovenia	1			1
Slovakia	2	3		5
Iceland	1	3		4
Norway	1	3		4
Switzerl.	2	3		5
Bulgaria	2	3		5
Romania	2	3		5
Turkey	2	3		5
Croatia	1			1
Serbia	1			1
Ukraine	1	3		4
Russia	1	3		4

- (1) Luxembourg, Spain, Cyprus, Croatia and Slovenia had not implemented the EU Tobacco Products Directive with the EU pictorial health warnings on the 1 January 2017.
- (2) Ireland, Hungary (2018), Norway and Slovenia (2020) have adopted plain packaging legislation, but not yet into force in January 2017.

**Data table 5: Tobacco Control Budget (TCB) score in 2015 in 35 European countries**

Country	Population 1000s 2015	Tobacco control budget in national currency 2015	Tobacco control budget € 2015	Exchange rate euro 2015	Tobacco control budget 2015 per capita €	GDP In PPS EU= 100 2015	Tobacco Control Budget Per capita PPS 2015	TBC score Max= 15
United Kingdom	65 081	19 000 000 GBP	26 760 000 €	0.71	0,41	110	0,37	3
Iceland	331	106 200 000 ISK	722 448 €	147	2,18	124	1.75	13
Switzerland	8 265	14 000 000 CHF	13 462 000 €	1.04	1,62	162	1.00	8
Sweden	9859	12 200 000 SEK	1 324 650 €	9.21	0.13	123	0.11	1
Estonia	1 339			1		74		
Spain	46 423	4 500 000 €	4 500 000 €	1	0.097	92	0.10	1
Netherlands	17 003	8 000 000 €	8 000 000 €	1	0.47	129	0.36	3
Latvia	1 979			1		64	0.02	
Norway	4 956	30 000 000 NOK	3 413 000 €	8.79	0.69	163	0.42	3
Belgium	11 259	1 875 679€	1 875 679€	1	0.17	117	0.14	1
Denmark	5 673	7 000 000 DKK	938 338 €	7.46	0.16	124	0.13	1
Malta	425	24 801 €	24 801 €	1	0,06	89	0,066	1
France	66 484	10 000 000 €	10 000 000 €	1	0.15	106	0.14	1
Ireland	4 630	1 632 000 €	1 632 000 €	1	0.35	145	0.23	2
Finland	5 475	2 100 000 €	2 100 000 €	1	0.38	108	0.36	3
Italy	60 963	12 740 000 €	12 740 000 €	1	0.21	95	0.22	2
Romania	19 822			4.47		57		
Lux	570	50 000 €	50 000 €	1	0.09	271	0.03	-
Austria	8 608	200 000 €	200 000 €	1	0.02	127	0.02	-
Portugal	10 311	-	-	1 (1)	-	77		1

Czech R.	10 555	614 000 CZK	22 600 €	27.2	0,002	85	0,002	-
Cyprus	876	3 000 €	3 000 €	1	0,003	81	0,003	-
Lithuania	2 906	160 000 €	160 000 €	1	0,055	74	0,073	1
Hungary	9 835			314		68		
Poland	38 494	800 000 PLN	191 000 €	4.19	0.5	69	0.7	1
Slovenia	2065			1		83		
Slovakia	5 426			1	-	83		
Germany	81 459	2 440 000 €	2 440 000 €	1	0,003	125	0,002	-
Greece	10 769	-	-	1	-	71		
Bulgaria	7 185	-	-	1.95	-	46		
Turkey	78 214	-	-	3	-	53		
Croatia	4 230	1 272 500 HRK	167 434 €	7.59	0,04	58	0,068	1
Serbia	7 103	2000 000 RSD	16 530 €	121	0,002	30	0,008	-
Ukraine	42 850			24		21		
Russia	144 031			62.3		67		

(1) In Portugal, there was an extensive media campaign on the protection of children from second hand smoke in 2015. The exact amount for the campaign is not known.



**Data table 6: Cigarette price score 1 July 2016 in 35 European countries**

Country	Currency	Exchange rate to Euro: 1 July 2016	Retail price cigarettes weighted average price 1 July 2016 €	Price Marlboro National Currency	Price Marlboro minus 10% €	PPS per capita EU = 100	Price in € to PPS per capita (Max 10€)	Score prices (Max 30)
UK	GBP	0.82	9,42			110	8,56	26
IE	€	1	9,68			145	6,68	20
IS	ISK	138		1271 ISK	8,35	124	6,73	20
NO	NOK	9.30		113 NOK	11,07	163	6,79	20
MT	€	1	4,92			89	5,53	17
BU	BGN	1.96	2,42			46	5,26	16
FR	€	1	6,75			106	6,37	19
PT	€	1	4,29			77	5,57	17
SE	€	1	5,59			123	4,54	14
DE	€	1	5,34			125	4,27	13
RO	RON	4.52	3,28			57	5,75	17
IT	€	1	4,66			95	4,91	15
FI	€	1	5.68			108	5,26	16
CY	€	1	4,21			81	5,20	16
SK	€	1	3,06			83	3,69	11
BE	€	1	5.51			117	4,71	14
DK	DKK	7.44	5,47			124	4,41	13
EL	€	1	3,71			71	5,23	16
NL	€	1	6,05			129	4,69	14
CH	CHF	1.09		8,2 CHF	6,77	162	4,18	13
HU	HUF	317	3,38			68	4,97	15
PO	PLN	4.44	3,13			69	4,54	14
AT	€	1	4,48			127	3,53	11
CZ	CZK	27.1	2,95			85	3,47	10
SI	€	1	3,51			83	4,23	13
ES	€	1	4,44			92	4,83	14
EE	€	1	3,07			74	4,15	12
LT	€	1	2,77			74	3,91	12
LV	\$	1	2,89			64	4,52	14
LU	€	1	4,50			271	1,66	5
TR	TRY	3,21		11 TRY	3,08	53	5,81	17
Croatia	HRK	7,53	3,00			58	5,17	16
Serbia	RSD	123		290 RSD	2,12	30	7,07	21
Ukraine	UAH	28,35		25,2 UAH	0,80	21	3,80	11
Russian Fed.	RUB	71,50		110 RUB	1,38	66	2,09	6

**Data Table 7: Treatment - score in 2016 in 35 European countries**

Country	Recording Smoking status	Brief advice	Quitline	Network Cessation Support	Reimbursement	Total
Maximum scores	1	1	2	4	2	10
Belgium	1		1	3	1	6
Denmark			2	4	1	7
Germany			2	2		4
Greece			2	4		6
Spain		1	1	3	1	6
France			2	3	1	6
Ireland			2	4	2	8
Italy			2	4		6
Lux.	1		2	3	1	7
NL		1	2	3	1	7
Austria	1		2	2		5
Portugal			1	4	1	6
Finland			1	3	1	5
Sweden		1	2	3	1	7
UK	1	1	2	4	1	9
Czech R.				3	1	4
Estonia			2	4		6
Cyprus			2	4	2	8
Latvia			1	2	1	4
Lithuania				4		4
Hungary	1		2	4		7
Malta			1	4		5
Poland	1	1	2	4		8
Slovenia			1	4		5
Slovakia	1		1	4		6
Iceland			1	1		2
Norway		1	2	3		6
Switzerl.		1	2	3	1	7
Bulgaria			2	2		4
Romania	1		2	3	1	7
Turkey			1	4		5
Croatia			2	2		4
Serbia				3		3
Ukraine				2		2
Russia	1		2	4		7

**Data Table 8: Ranking Tobacco Control Scale 2005 - 2007 - 2010 - 2013 - 2016**

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)
UK	2	1	1	1	1
Ireland	1	2	2	2	2
Iceland	4	2	4	3	3
Norway	3	4	3	4	5
Turkey	-	-	4	5	9
France	9	7	6	5	4
Spain	26	12	13	7	8
Malta	5	5	7	7	13
Finland	7	8	7	9	6
Ukraine	-	-	-	10	17
Sweden	6	6	9	11	9
Hungary	15	22	27	11	9
NL	10	14	13	13	9
Belgium	12	8	10	13	17
Italy	8	10	12	15	13
Denmark	17	20	13	15	23
Bulgaria	16	13	24	15	19
Switzerland	24	18	11	18	21
Romania	29	14	16	19	7
Slovenia	22	25	17	20	28
Estonia	17	11	19	20	21
Poland	12	14	19	20	15
Serbia	-	-	-	23	23
Latvia	28	24	17	24	26
Portugal	19	23	19	24	15
Croatia	-	-	-	26	23
Slovakia	14	17	22	27	30
Lux.	30	28	29	28	33
Lithuania	25	21	22	29	28
Greece	20	28	30	29	31
Czech Rep.	20	25	27	31	31
Cyprus	11	19	24	32	26
Germany	22	27	26	33	33
Austria	26	30	30	34	35
Russian Fed.	-	-	-	-	17

## NOTES

[www.tobaccocontrolscale.org](http://www.tobaccocontrolscale.org)

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The Tobacco Control Scale website ([www.tobaccocontrolscale.org](http://www.tobaccocontrolscale.org)) was launched at the 7th ECToH 2017 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 Center for Tobacco Control. The website provides a brief history of the Tobacco Control Scale, the methodology used in the different editions, all the data from the successive editions from its launching in 2005 and interactive graphs, the original reports, and a repository with the scientific publications published using the Tobacco Control Scale.

[www.tobaccocontrolscale.org](http://www.tobaccocontrolscale.org)