

CIGARETTE PACKAGE HEALTH WARNINGS

INTERNATIONAL STATUS REPORT



Canadian
Cancer
Society

EIGHTH EDITION - OCTOBER 2023



Larger, picture health warnings and plain packaging: The continuing worldwide trend

This report – *Cigarette Package Health Warnings: International Status Report* – provides an international overview ranking 211 countries/jurisdictions based on warning size, and lists those that have finalized requirements for picture warnings. Regional breakdowns are also provided. This report is in its eighth edition, with the seventh edition dated October 2021.

There has been tremendous progress internationally in implementing package health warnings, with many countries increasing warning size, more countries requiring picture warnings, and more countries requiring multiple rounds of picture warnings. The worldwide trend for larger, picture health warnings is continuing. There is also continuing international progress for implementation of plain packaging.

Report highlights include:

- 138 countries/jurisdictions worldwide have now required picture warnings, representing a global public health achievement. Canada was the first country to implement picture warnings in 2001.
- Altogether 66.5% of the world's population is covered by the 138 countries/jurisdictions that have finalized picture warning requirements.
- Timor-Leste (East Timor) and Turkey have the largest warning requirements in the world at 92.5% on average of the package front and back. Maldives, Nepal, and Vanuatu together with Benin (2023) are tied for third at 90%. In the 2021 report, Timor-Leste and Turkey were also the top ranked at 92.5%.
- In total 127 countries/jurisdictions have required warnings to cover at least 50% of the package front and back (on average), up from 122 in 2021 and 24 in 2008. There are now 76 countries/jurisdictions with a size of at least 65% (on average) of the package front and back, and 11 with at least 85%. However, there are still 48 countries, including 40 Parties to the WHO Framework Convention on Tobacco Control (FCTC), that have not met the FCTC obligation for a minimum 30% warning size.
- Progress since the 2021 report includes Niger and Tunisia implementing 70% picture warnings; Mauritius adopting plain packaging and increasing picture warning size from 65% to 90% (80% front, 100% back); Oman adopting plain packaging and increasing warning size from 50% to 65%; Ukraine increasing picture warning size from 50% to 65%; and Gibraltar requiring 50% text warnings. San Marino now has 65% picture warnings applying to all brands. Colombia has implemented its 14th round of picture warnings, and Mexico its 13th. Picture warning requirements in French Polynesia (2011) and the Finnish autonomous region of Åland (2019) have also been identified and included in this report.
- Canada has become the first country to require warnings directly on individual cigarettes, announced May 31, 2023, and effective in 2024. Australia has announced that it will also adopt this measure.
- There are at least 42 countries/territories moving forward with plain packaging, with 25 having adopted the measure, 3 having it in practice, and 14 working on it. At the time of the 2021 report, 21 countries/territories had adopted plain packaging, 3 had it in practice, and 14 were considering it. Plain packaging was first implemented in Australia in 2012 followed by France and the United Kingdom in 2016. Since the 2021 report, plain packaging has been adopted by Finland, Georgia, Mauritius and Oman.

Here are the top countries/territories in terms of health warning size as an average of the front and back:

			Front	Back
1st	92.5%	Timor-Leste	85%	100%
1st	92.5%	Turkey	85%	100%
3rd	90%	Maldives	90%	90%
3rd	90%	Nepal	90%	90%
3rd	90%	Vanuatu	90%	90%
3rd	90%	Benin	90%	90%
7th	90%	Mauritius	80%	100%
8th	87.5%	New Zealand	75%	100%
9th	85%	Hong Kong (S.A.R., China)	85%	85%
9th	85%	India	85%	85%
9th	85%	Thailand	85%	85%

Well-designed package warnings are a highly cost-effective means to increase awareness of the health effects and to reduce tobacco use, as recognized by Guidelines to implement Article 11 (packaging and labelling) adopted under the FCTC. A picture says a thousand words. Pictures can convey a message with far more impact than can a text-only message. For size, the effectiveness of warnings increases with size. A larger size allows for bigger and better pictures, a larger font size, and/or additional information, including cessation information.

Plain packaging would curb the industry's use of the package as a promotional vehicle, would reduce the appeal of tobacco products, would increase the effectiveness of package warnings, would curb package deception, and would decrease tobacco use. Plain packaging is recommended for consideration by international guidelines under the FCTC.

Countries Requiring Picture Warnings

At least 138 countries/jurisdictions have finalized requirements for picture warnings. The listing below includes the year of implementation, including different years where there have been two or more rounds of picture warnings.

1. **Canada** (2001; 2012; 2024; rotation of 2 sets every 24 months for 2024 round)⁸
2. **Brazil** (2002; 2004; 2009; 2018)
3. **Singapore** (2004; 2006; 2013; 2020)
4. **Thailand** (2005; 2007; 2010; 2014; 2019; 2022)
5. **Venezuela** (2005; 2009; 2014)
6. **Jordan** (2006; 2013)³⁹
7. **Australia** (2006; 2012; rotation of 2 sets every 12 months for both 2006 and 2012 rounds)⁴
8. **Uruguay** (2006; 2008; 2009; 2010; 2012; 2013; 2014; 2015; 2019)
9. **Panama** (2006; 2009; 2010; 2012; 2014; 2015; 2016; 2017; 2019; 2021; 2022; 2023)
10. **Belgium** (2006; rotation of 3 sets every 12 months starting 2011; 2016*)
11. **Chile** (2006; 2007; 2008; 2009; 2010; 2011; 2012; 2013; 2016; 2018; 2021)²⁹
12. **Hong Kong** (S.A.R. China) (2007; 2018)
13. **New Zealand** (2008; 2018; rotation of 2 sets every 12 months for both 2008 and 2018 rounds)
14. **Romania** (2008; 2016*)
15. **United Kingdom** (2008; 2016*; 2021)
16. **Egypt** (2008; 2010; 2012; 2014; 2016; 2021)
17. **Brunei** (2008; 2012)
18. **Cook Islands** (2008)⁵
19. **Iran** (2009)³²
20. **Malaysia** (2009; 2014)
21. **Taiwan, China** (2009; 2014; 2020; 2024)³⁵
22. **Peru** (2009; 2011; 2014; 2015; 2016; 2019)
23. **Djibouti** (2009)³⁰
24. **Mauritius** (2009; 2023)²
25. **India** (2009; 2011; 2013; 2016; 2018; 2020; 2022)³
26. **Cayman Islands** (UK) (2009)⁴⁶
27. **Latvia** (2010; 2016*)
28. **Pakistan** (2010; 2018; 2019)
29. **North Macedonia** (2010)
30. **Switzerland** (2010, rotation of 3 sets every 24 months)
31. **Liechtenstein** (2010, rotation of 3 sets every 24 months)²⁷
32. **Mongolia** (2010; 2013; 2018)³⁴
33. **Colombia** (2010; 2011; 2012; 2013; 2014; 2015; 2016; 2017; 2018; 2019; 2020; 2021; 2022; 2023)
34. **Turkey** (2010; 2019; 2021)
35. **Mexico** (2010; 2011; 2012; 2013; 2014; 2015; 2016; 2017; 2018; 2019; 2020; 2021; 2023)²³
36. **Norway** (2011)
37. **Malta** (2011; 2016*)
38. **France** (2011; 2016*)¹⁷
39. **Guernsey** (2011; 2021)¹⁸
40. **Spain** (2011; 2017*)
41. **Bolivia** (2011; 2015)
42. **French Polynesia** (France) (2011)
43. **Jersey** (2012; 2022)¹⁸
44. **Ukraine** (2012; 2024)
45. **Honduras** (2012; 2013; 2014; 2015; 2018; 2019; 2021)³¹
46. **Madagascar** (2012; 2013; 2015; 2016)³³
47. **Denmark** (2012; 2016*)
48. **Ecuador** (2012; 2013; 2014; 2015; 2016; 2017; 2018; 2019; 2020; 2021; 2022; 2023)
49. **Argentina** (2012; 2014; 2016; 2019; 2022)
50. **El Salvador** (2012; 2015)
51. **Bahrain** (2012)
52. **Kuwait** (2012)
53. **Oman** (2012; 2024)
54. **Qatar** (2012)
55. **Saudi Arabia** (2012; 2019)
56. **United Arab Emirates** (2012)
57. **Hungary** (2012; 2016*)¹⁹
58. **Macau** (S.A.R. China) (2013)
59. **Iceland** (2013)
60. **Ireland** (2013; 2016*)
61. **Kazakhstan** (2013; 2017)
62. **Russia** (2013; 2017)
63. **Seychelles** (2013; 2016)
64. **Fiji** (2013)
65. **Vietnam** (2013)
66. **Montenegro** (2013)
67. **Indonesia** (2014; 2019)
68. **Nepal** (2014; 2015)
69. **Costa Rica** (2014; 2015; 2016; 2021; 2022; 2023; 2024)
70. **Jamaica** (2014, rotation of 2 sets every 12 months)
71. **Suriname** (2014; 2018)
72. **Yemen** (2014)
73. **Samoa** (2014)
74. **Sri Lanka** (2015)
75. **Solomon Islands** (2015, rotation of 2 sets every 12 months)
76. **Turkmenistan** (2015; 2022)²²
77. **Namibia** (2015)²⁶
78. **Chad** (2015; 2019; 2021; 2024)
79. **Philippines** (2016; 2018; 2020; 2022; 2024)
80. **Myanmar** (2016; 2023)¹⁰
81. **Austria** (2016*)
82. **Bulgaria** (2016*)
83. **Czechia** (2016*)
84. **Estonia** (2016*)
85. **Finland** (2016*)
86. **Germany** (2016*)
87. **Greece** (2016*)
88. **Italy** (2016*)
89. **Lithuania** (2016*)
90. **Netherlands** (2016*)
91. **Poland** (2016*)
92. **Portugal** (2016*)
93. **Slovakia** (2016*)
94. **Sweden** (2016*)
95. **Cambodia** (2016; 2018; 2021; 2024)
96. **Bangladesh** (2016)
97. **South Korea** (2016; 2018; 2020; 2022)
98. **Kenya** (2016)
99. **Greenland** (Denmark) (2016)
100. **Sudan & Khartoum state** (2016)⁴²
101. **Kyrgyzstan** (2016; 2017)
102. **Armenia** (2017)
103. **Belarus** (2017)
104. **Croatia** (2017*)
105. **Cyprus** (2017*)
106. **Luxembourg** (2017*)
107. **Saint Lucia** (2017, rotation of 2 sets every 12 months)
108. **Senegal** (2017; 2019; 2021; 2023)¹⁴
109. **Slovenia** (2017*)
110. **Vanuatu** (2017)
111. **Laos** (2018)⁹
112. **Timor-Leste** (2018)
113. **Georgia** (2018)
114. **Moldova, Republic of** (2018, rotation of 2 sets every 12 months)
115. **Turks and Caicos Islands** (UK) (2018)³⁷
116. **Ghana** (2018)
117. **Paraguay** (2018; 2019; 2024)
118. **Tajikistan** (2019)¹¹
119. **Cameroon** (2019; 2021)
120. **Guyana** (2019, rotation of 2 sets every 12 months)
121. **Iraq** (2019)
122. **Burkina Faso** (2019; 2021; 2024)²⁴
123. **Maldives** (2019)
124. **Åland** (Finland) (2019*)¹⁵
125. **Ethiopia** (2020; 2022)⁷
126. **Nigeria** (2020)²⁵
127. **Niue** (2020)⁶
128. **Uzbekistan** (2021)
129. **Gambia** (2021)
130. **Mauritania** (2021)¹²
131. **Uganda** (2021)
132. **Northern Ireland** (UK) (2021)²⁰
133. **Albania** (2022)¹⁶
134. **Trinidad and Tobago** (2022, rotation of 2 sets every 12 months)³⁶
135. **Niger** (2022)¹³
136. **San Marino** (2022)²¹
137. **Benin** (2023)¹
138. **Tunisia** (2023)

* For EU countries there is a rotation of 3 sets of 14 warnings every 12 months pursuant to Directive 2014/40/EU.



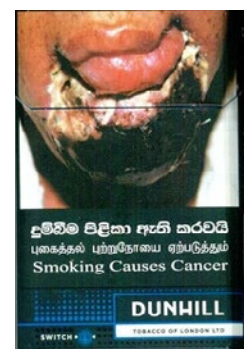
NEW ZEALAND (BACK)



PANAMA



CAMEROON (FRONT)



SRI LANKA

World's Largest Warning Sizes

This listing indicates the world leaders in terms of size as an average of the package front and back. Only those countries with at least 70% on average are listed here (a full table begins on page 8). For each country the size (including a border, if required) is indicated in parentheses for the front, followed by the back. For example, (60%, 70%) means 60% of front and 70% of back.

92.5% Timor-Leste (85%, 100%)	85% Hong Kong (S.A.R., China) (85%, 85%)	80% Chad (80%, 80%)	75% Singapore (75%, 75%)
92.5% Turkey (85%, 100%)	85% India (85%, 85%)	80% Sri Lanka (80%, 80%)	75% Tajikistan (75%, 75%)
90% Maldives (90%, 90%)	85% Thailand (85%, 85%)	80% Uruguay (80%, 80%)	70% 5 countries
90% Nepal (90%, 90%)	82.5% Australia (75%, 90%)	78% Ethiopia (78%, 78%) ⁷	65% 46 countries/ jurisdictions
90% Vanuatu (90%, 90%)	82.5% Cook Islands (75%, 90%) ⁵	75% Brunei (75%, 75%)	
90% Benin (90%, 90%) ¹	82.5% Niue (75%, 90%) ⁶	75% Canada (75%, 75%)	
90% Mauritius (80%, 100%) ²	81.5% Gambia (81.5%, 81.5%)	75% Laos (75%, 75%)	
87.5% New Zealand (75%, 100%)		75% Myanmar (75%, 75%)	



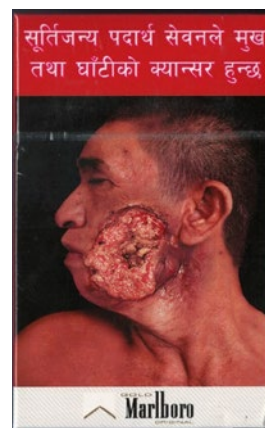
TIMOR-LESTE (FRONT)



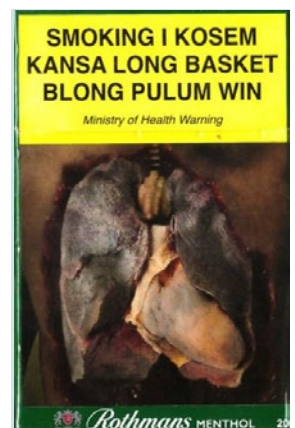
TURKEY (FRONT)



MALDIVES



NEPAL



VANUATU

Regional Breakdown for Picture Health Warnings

17 African Region (AFRO)

Benin, Burkina Faso, Cameroon, Chad, Ethiopia, Gambia, Ghana, Kenya, Madagascar, Mauritania, Mauritius, Namibia, Niger, Nigeria, Senegal, Seychelles, Uganda

23 Americas Region (AMRO)

Argentina, Bolivia, Brazil, Canada, Cayman Islands (UK), Chile, Colombia, Costa Rica, Ecuador, El Salvador, Guyana, Honduras, Jamaica, Mexico, Panama, Paraguay, Peru, Saint Lucia, Suriname, Trinidad and Tobago, Turks and Caicos Islands (UK), Uruguay, Venezuela

15 Eastern Mediterranean Region (EMRO)

Bahrain, Djibouti, Egypt, Iran, Iraq, Jordan, Kuwait, Oman, Pakistan, Qatar, Saudi Arabia, Sudan & Khartoum state, Tunisia, U.A.E., Yemen

9 South East Asian Region (SEARO)

Bangladesh, India, Indonesia, Maldives, Myanmar, Nepal, Sri Lanka, Thailand, Timor-Leste

53 European Region (EURO)

Åland (Finland), Albania, Armenia, Austria, Belarus, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Greenland (Denmark), Guernsey, Hungary, Iceland, Ireland, Italy, Jersey, Kazakhstan, Kyrgyzstan, Latvia, Liechtenstein, Lithuania, Luxembourg, Malta, Moldova, Montenegro, Netherlands, North Macedonia, Northern Ireland (UK), Norway, Poland, Portugal, Romania, Russia, San Marino, Slovakia, Slovenia, Spain, Sweden, Switzerland, Tajikistan, Turkey, Turkmenistan, Ukraine, United Kingdom, Uzbekistan

21 Western Pacific Region (WPRO)

Australia, Brunei, Cambodia, Cook Islands, Fiji, French Polynesia (France), Hong Kong (S.A.R., China), Laos, Macau (S.A.R., China), Malaysia, Mongolia, New Zealand, Niue, Philippines, Samoa, Singapore, Solomon Islands, South Korea, Taiwan (China), Vanuatu, Vietnam

Largest Warning Size by Region

This section provides size rankings per region as an average of front/back. For each country there is indicated in parentheses the size (including a border, if required) on the front, followed by the back. For example, (30%, 90%) means 30% of front and 90% of back. The regions indicated on this page are the six regions used by WHO.

South East Asian Region (SEARO)

92.5% Timor-Leste (85%, 100%)
 90% Maldives (90%, 90%)
 90% Nepal (90%, 90%)
 85% India (85%, 85%)³
 85% Thailand (85%, 85%)
 80% Sri Lanka (80%, 80%)
 75% Myanmar (75%, 75%)

Western Pacific Region (WPRO)

90% Vanuatu (90%, 90%)
 87.5% New Zealand (75%, 100%)
 85% Hong Kong (S.A.R. China) (85%, 85%)
 82.5% Australia (75%, 90%)
 82.5% Cook Islands (75%, 90%)⁵
 82.5% Niue (75%, 90%)⁶
 75% Brunei (75%, 75%)
 75% Laos (75%, 75%)
 75% Singapore (75%, 75%)

European Region (EURO)

92.5% Turkey (85%, 100%)
 75% Tajikistan (75%, 75%)
 65% Åland (Finland) (65%, 65%)¹⁵
 65% Albania (65%, 65%)

65% EU countries (65%, 65%)

65% Georgia (65%, 65%)

65% Guernsey (65%, 65%)¹⁸

65% Israel (65%, 65%)

65% Jersey (65%, 65%)¹⁸

65% Moldova (65%, 65%)

65% Northern Ireland (UK) (65%, 65%)²⁰

65% San Marino (65%, 65%)²¹

65% Turkmenistan (65%, 65%)²²

65% Ukraine (65%, 65%)

65% United Kingdom (65%, 65%)

Eastern Mediterranean Region (EMRO)

70% Tunisia (70%, 70%)

65% Oman (65%, 65%)

65% Saudi Arabia (65%, 65%)

60% Pakistan (60%, 60%)

50% Bahrain (50%, 50%)

50% Djibouti (50%, 50%)

50% Egypt (50%, 50%)

50% Iran (50%, 50%)

50% Kuwait (50%, 50%)

50% Qatar (50%, 50%)

50% United Arab Emirates (50%, 50%)

50% Yemen (50%, 50%)

Americas Region (AMRO)

80% Uruguay (80%, 80%)

75% Canada (75%, 75%)

65% Brazil (30%, 100%)

65% Mexico (30%, 100%)

65% Venezuela (30%, 100%)

60% Ecuador (60%, 60%)

60% Guyana (60%, 60%)

60% Jamaica (60%, 60%)

African Region (AFRO)

90% Benin (90%, 90%)¹

90% Mauritius (80%, 100%)²

81.5% Gambia (81.5%, 81.5%)

80% Chad (80%, 80%)

78% Ethiopia (78%, 78%)⁷

70% Cameroon (70%, 70%)

70% Mauritania (70%, 70%)

70% Niger (70%, 70%)

70% Senegal (70%, 70%)

The Historical Evolution of the World's Largest Cigarette Package Health Warnings

The following lists each occasion where a new world precedent was set in terms of the size of cigarette package health warnings. The listing refers to size as an average of the package front and back. The listing includes the year of implementation.

20% Canada, 1989

25% Thailand, 1993

29% Australia, 1995

30% Poland, 1998

35% Canada, 1994 (including border) # *

50% Canada, 2001

56% Belgium, 2003 (including border) #

60% Australia, 2006

65% Mauritius, June 2009

80% Uruguay, November 2009

82.5% Australia, 2012

85% Thailand, 2014

90% Nepal, 2015

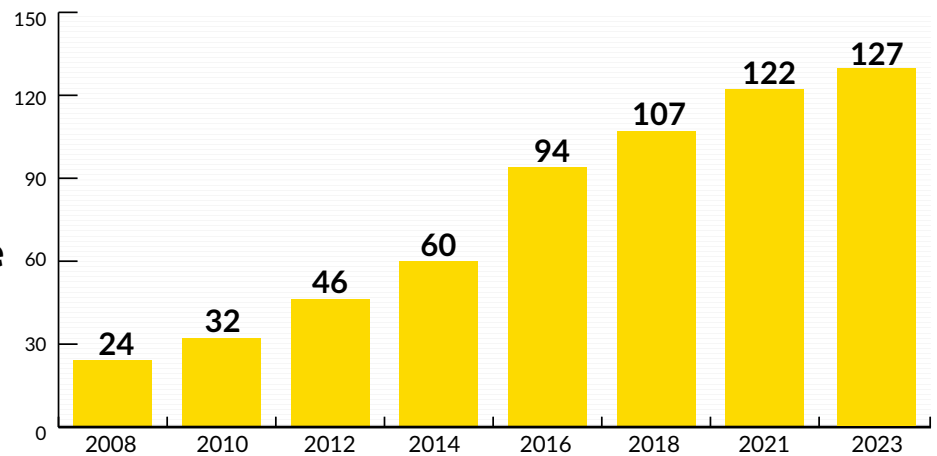
92.5% Timor-Leste, 2018

Warning size including the border varied somewhat depending on package format.

* The 1994 Canadian warnings were 25% plus a 3mm border surrounding the warning. This worked out to be about 35% including the border, although this varied depending on package format. Australia (1995) and Poland (1998) are included in the listing because respectively at the time they had the world's largest warning size without a border.

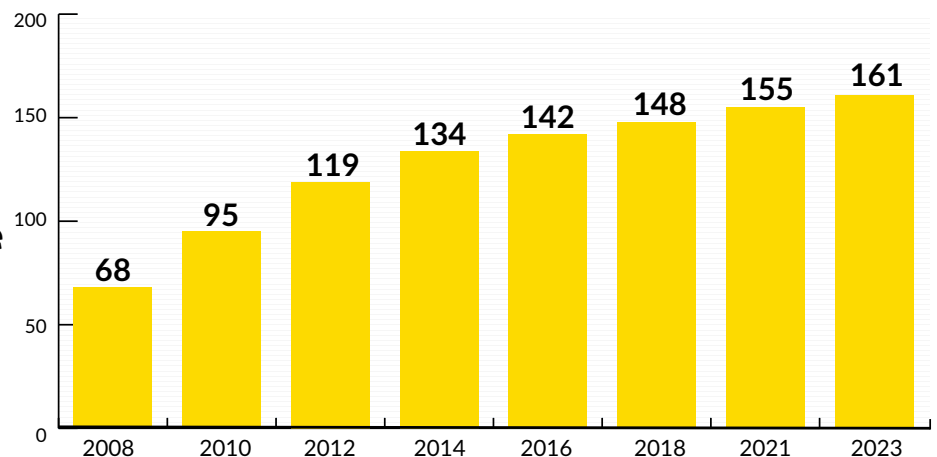
50%+

**Countries /jurisdictions
requiring warnings of
at least 50% of package
front /back (on average)**



30%+

**Countries /jurisdictions
requiring warnings on
at least 30% of package
front /back (on average)**



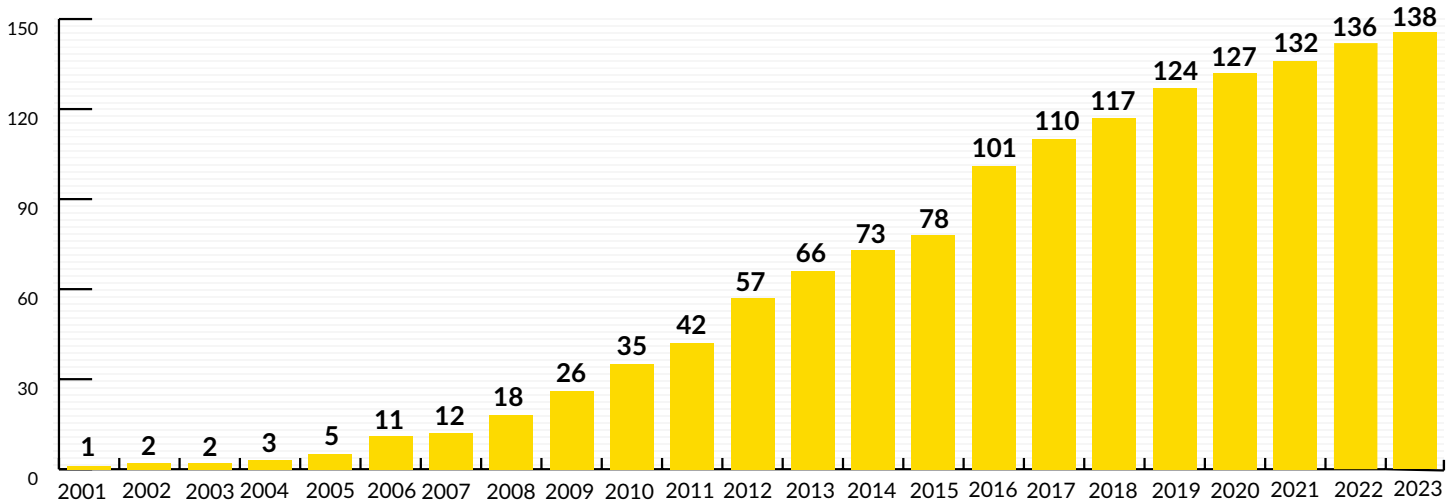
Obligations under the WHO Framework Convention on Tobacco Control

Pursuant to Article 11 of the WHO Framework Convention on Tobacco Control (FCTC),⁶¹ the international tobacco control treaty, Parties to the Convention must require that all packages of tobacco products carry health warnings describing the harmful effects of tobacco use or other appropriate messages which “should be 50% or more of the principal display areas but shall be no less than 30% of the display areas” and may be in the form of or include picture warnings. For most cigarette packages, the “principal display areas” are the front and back of the package. Warnings must be in the national language or languages, must be rotated (a single warning is insufficient), must apply to cartons and other outer packages sold to consumers, and must be applied to all categories of tobacco products. Non-health messages (e.g. “Quit, save money”, or environmental) may be included. Under the FCTC, no exceptions are allowed for duty-free stores, or for small volume brands. Each Party must

implement warning requirements pursuant to Article 11 within three years after the FCTC comes into force for that Party.

Article 11 also has a provision regarding emission information elsewhere on the package, with the Article 11 Guidelines providing that qualitative information should be used without tar and nicotine ISO yield numbers. Further, Article 11 requires Parties to ensure that the industry’s use of the package is not “false, misleading, deceptive or likely to create an erroneous impression”. At least 138 countries/jurisdictions have specifically prohibited “light” and/or “mild” descriptors for cigarettes, and often other misleading descriptors as well.⁶²

Countries/Jurisdictions Requiring Picture Warnings on Cigarette Packages



Effectiveness of warnings increases with larger size, use of pictures

Health warnings on packages of tobacco products are a highly cost-effective means of health communication. Package warnings reach everyone who smokes (and consumers of other tobacco products) every day. Warnings are always working — 24 hours per day, 7 days per week. A pack a day means taking a pack out 20 times per day, 7300 times per year. Warnings are also seen by those around the consumers, such as family, friends and co-workers.

Effective package warnings increase awareness of the health effects and reduce tobacco use. As a result of health warnings, consumers receive more information, not less. Consumers are entitled to be fully informed of the many health effects of tobacco products, and the package is the best way to do that. Studies show that consumers, including children, underestimate the health effects, in low-, middle- and high-income countries.

Health departments determine the content of warnings, but the tobacco industry pays the cost. With such an extraordinary reach, it is not surprising that so many governments are improving package warning requirements. The tobacco industry opposes larger, picture warnings as a way to protect sales volumes — if such warnings would not work, then why is the industry so often opposed? An abundance of research studies⁶³ as well as country experience, provide overwhelming evidence about the beneficial impact of larger, picture warnings.⁶⁴

Larger size is more effective

The FCTC Article 11 Guidelines⁶⁵ recognize that the effectiveness of health warnings increases with size, and that “Parties should consider [...] more than 50%” and “aim to cover as much of the principal display areas as possible”.

A larger size means that warnings are more visible, more important, and have more impact. A larger size allows for bigger and better pictures, a larger font size and/or additional information, including cessation information. Further, a larger size makes it more difficult for the branded promotional part of

the package to distract the consumer’s attention away from the warning. That larger sizes are more effective is confirmed by the considered decisions of governments worldwide where the trend is very much to increase warning size.

A picture says a thousand words

Pictures can convey a message with far more impact than can a text-only message. A picture really does say a thousand words. Pictures are particularly significant for individuals who are illiterate or who have low literacy, an aspect especially important in many countries. Pictures are also important to immigrants, temporary workers, as well as individuals from minority language groups who may not yet be able to read the national language(s).

Where tobacco advertising is not yet banned, tobacco companies use colour pictures in tobacco advertising. Further, the tobacco industry has often printed colour pictures on packages. If tobacco companies have used pictures to promote tobacco products, then governments should be able to use pictures to discourage tobacco use.

The feasibility of implementing picture warnings has been demonstrated in 138 countries/jurisdictions. If these countries can do it, then all countries can. It is notable that often, in the very same cigarette factory, some packages have picture warnings and some do not, depending on the country of destination.

To ensure better visibility and impact, picture warnings should be placed on both the front and back of the package (not just one of these),⁵⁵ and should be placed at the top of the front/back, not the bottom, as provided in the Article 11 Guidelines.⁶⁵ The table on pages 8–12 lists sizes for both the package front and back, recognizing that the front is more important due to greater visibility. There should be a large number of warnings appearing concurrently, and each set of warnings should be changed frequently, such as every 12 months, to convey information on the many health effects, and to keep warnings fresh and reduce wear out.

International Rankings

	Rank	Country / Jurisdiction	Picture Warnings	Average	Front	Back	EU Countries	Plain Packaging	Less than 30% Minimum Size	Article 11 FCTC Deadline	Pictures on One of Front/Back	Number of Rotated Picture Warnings	Picture Warnings Year(s)
1	1	Timor-Leste	✓	92.5	85	100					6	2018	
2	1	Turkey	✓	92.5	85	100	PP				14	2010, 2019, 2021	
3	3	Maldives	✓	90	90	90					1	2019	
4	3	Nepal	✓	90	90	90					5	2014, 2015	
5	3	Vanuatu	✓	90	90	90					6	2017	
6	3	Benin (1)	✓	90	90	90					4	2023	
7	7	Mauritius (2)	✓	90	80	100	PP				8	2009, 2023	
8	8	New Zealand	✓	87.5	75	100	PP				2x7	2008, 2018	
9	9	Hong Kong (S.A.R., China)	✓	85	85	85		#			12	2007, 2018	
10	9	India (3)	✓	85	85	85					1	2009, 2011, 2013, 2016, 2018, 2020, 2022	
11	9	Thailand	✓	85	85	85	PP				10 ^	2005, 2007, 2010, 2014, 2019, 2022	
12	12	Australia (4)	✓	82.5	75	90	PP				2x7	2006, 2012	
13	12	Cook Islands (5)	✓	82.5	75	90	**				2x7	2008	
14	12	Niue (6)	✓	82.5	75	90	**				2x7	2020	
15	15	Gambia	✓	81.5	81.5	81.5					1	2021	
16	16	Chad	✓	80	80	80					2 ^	2015, 2019, 2021, 2024	
17	16	Sri Lanka	✓	80	80	80					~ 8	2015	
18	16	Uruguay	✓	80	80	80	PP				8 ^	2006, 2008, 2009, 2010, 2012, 2013, 2014, 2015, 2019	
19	19	Ethiopia (7)	✓	78	78	78					4	2020, 2022	
20	20	Brunei	✓	75	75	75					7	2008, 2012	
21	20	Canada (8)	✓	75	75	75	PP				2x14-13	2001, 2012, 2024	
22	20	Laos (9)	✓	75	75	75					6	2018	
23	20	Myanmar (10)	✓	75	75	75	PP				5	2016, 2023	
24	20	Singapore	✓	75	75	75	PP				6	2004, 2006, 2013, 2020	
25	20	Tajikistan (11)	✓	75	75	75					14	2019	
26	26	Cameroon	✓	70	70	70					2 ^	2019, 2021	
27	26	Mauritania (12)	✓	70	70	70					2	2021	
28	26	Niger (13)	✓	70	70	70					4x2	2022	
29	26	Senegal (14)	✓	70	70	70					1	2017, 2019, 2021, 2023	
30	26	Tunisia	✓	70	70	70					2	2023	
31	31	Åland (Finland) (15)	✓	65	65	65		#			3x14	2019	
32	31	Albania (16)	✓	65	65	65					15	2022	
33	31	Austria	✓	65	65	65	✓				3x14	2016	
34	31	Belgium	✓	65	65	65	✓	PP			3x14	2006, 2011, 2016	
35	31	Bulgaria	✓	65	65	65	✓				3x14	2016	
36	31	Croatia	✓	65	65	65	✓				3x14	2017	
37	31	Cyprus	✓	65	65	65	✓				3x14	2017	
38	31	Czechia	✓	65	65	65	✓				3x14	2016	
39	31	Denmark	✓	65	65	65	✓	PP			3x14	2012, 2016	
40	31	Estonia	✓	65	65	65	✓				3x14	2016	
41	31	Finland	✓	65	65	65	✓	PP			3x14	2016	
42	31	France (17)	✓	65	65	65	✓	PP			3x14	2011, 2016	
43	31	Georgia	✓	65	65	65				X	9	2018	
44	31	Germany	✓	65	65	65	✓				3x14	2016	
45	31	Greece	✓	65	65	65	✓				3x14	2016	
46	31	Guernsey (18)	✓	65	65	65		PP			13	2011, 2021	
47	31	Hungary (19)	✓	65	65	65	✓	PP			3x14	2012, 2016	
48	31	Ireland	✓	65	65	65	✓	PP			3x14	2013, 2016	
49	31	Israel		65	65	65	PP						

	Rank	Country / Jurisdiction	Picture Warnings	Average Front / Back	Front	Back	EU Countries	Plain Packaging	Less than 30% Minimum Size	Article 11 FCTC Deadline	Pictures on One of Front/Back	Number of Rotated Picture Warnings	Picture Warnings Year(s)
98	93	Bolivia	✓	50	50	50						8	2011, 2015
99	93	Chile (29)	✓	50	50	50				X		4 ^	2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013, 2016, 2018, 2021
100	93	Costa Rica	✓	50	50	50						12 ^	2014, 2015, 2016, 2021, 2022, 2023, 2024
101	93	Djibouti (30)	✓	50	50	50						3x3-4	2009
102	93	Egypt	✓	50	50	50						4	2008, 2010, 2012, 2014, 2016, 2021
103	93	El Salvador	✓	50	50	50						10 ^	2012, 2015
104	93	Gibraltar (UK)		50	50	50							
105	93	Honduras (31)	✓	50	50	50						8 ^	2012, 2013, 2014, 2015, 2018, 2019, 2021
106	93	Iran (32)	✓	50	50	50						1	2009
107	93	Kazakhstan	✓	50	50	50						12	2013, 2017
108	93	Kuwait	✓	50	50	50						4	2012
109	93	Kyrgyzstan	✓	50	50	50						12	2016, 2017
110	93	Macau (S.A.R., China)	✓	50	50	50		#				6	2013
111	93	Madagascar (33)	✓	50	50	50				X		4	2012, 2013, 2015, 2016
112	93	Mongolia (34)	✓	50	50	50						6	2010, 2013, 2018
113	93	Panama	✓	50	50	50						5	2006, 2009, 2010, 2012, 2014, 2015, 2016, 2017, 2019, 2021, 2022, 2023
114	93	Peru	✓	50	50	50						10 ^	2009, 2011, 2014, 2015, 2016, 2019
115	93	Philippines	✓	50	50	50						12	2016, 2018, 2020, 2022, 2024
116	93	Qatar	✓	50	50	50						4	2012
117	93	Russian Federation	✓	50	50	50						12	2013, 2017
118	93	Saint Lucia	✓	50	50	50						2x8	2017
119	93	Seychelles	✓	50	50	50						8	2013, 2016
120	93	South Korea (Republic of Korea)	✓	50	50	50						10	2016, 2018, 2020, 2022
121	93	Suriname	✓	50	50	50						6	2014, 2018
122	93	Taiwan, China (35)	✓	50	50	50		#				8	2009, 2014, 2020, 2024
123	93	Trinidad and Tobago (36)	✓	50	50	50						2x8	2022
124	93	Turks and Caicos Islands (UK) ⁽³⁷⁾	✓	50	50	50		#				1-4	2018
125	93	United Arab Emirates	✓	50	50	50						4	2012
126	93	Vietnam	✓	50	50	50						6	2013
127	93	Yemen	✓	50	50	50						4	2014
128	128	Iceland	✓	48	43	53	*			X		14	2013
129	128	Norway	✓	48	43	53	*	PP		X		14	2011
130	130	Lebanon (38)		45	45	45							
131	131	Jordan (39)	✓	43	43	43				X		4	2006, 2013
132	132	Bosnia and Herzegovina (40)		43	35	50	*						
133	133	Comoros		40	40	40							
134	133	Indonesia	✓	40	40	40		#				5	2014, 2019
135	133	Iraq	✓	40	40	40				X		4	2019
136	133	Paraguay	✓	40	40	40						2x2	2018, 2019, 2024
137	133	Uzbekistan	✓	40	40	40						12	2021
138	138	Kenya	✓	40	30	50						11	2016
139	139	Greenland (Denmark)	✓	39	32	45		#		X			2016
140	139	Kosovo		39	32	45	*	#					
141	141	China		35	35	35							
142	142	Faroe Islands (Denmark)		35	30	40	*	#					
143	142	French Polynesia (France)	✓	35	30	40		#		X		2	2011
144	142	Montenegro	✓	35	30	40	*			X			2013
145	142	New Caledonia (France)		35	30	40		#					

	Rank	Country / Jurisdiction	Picture Warnings	Average Front / Back		Front	Back	EU Countries	Plain Packaging	Less than 30% Minimum Size	Article 11 FCTC Deadline	Pictures on One of Front/Back	Number of Rotated Picture Warnings Picture Warnings Year(s)
146	142	North Macedonia	√	35	30	40	*				X	14	2010
147	142	Serbia		35	30	40	*						
148	148	Azerbaijan		30	30	30							
149	148	Bermuda (UK)		30	30	30			#				
150	148	Colombia	√	30	30	30						6	2010, 2011, 2012, 2013, 2014, 2015, 2016, 2017, 2018, 2019, 2020, 2021, 2022, 2023
151	148	Congo, Republic of		30	30	30							
152	148	D. R. Congo		30	30	30							
153	148	Eritrea (41)		30	30	30			#				
154	148	Guinea		30	30	30							
155	148	Mali		30	30	30							
156	148	Nauru		30	30	30							
157	148	Rwanda		30	30	30							
158	148	Sudan & Khartoum state (42)	√	30	30	30					X	6	2016
159	148	Tanzania (43)		30	30	30							
160	148	Tonga		30	30	30							
161	161	Cuba (44)		30	0	60			#				
162	162	Mozambique		28	30	25		X	Oct. 12, 2020				
163	163	Libya		25	50	0		X	Sep. 5, 2008				
164	164	South Africa (45)		21	16	26		X	Jul. 18, 2008				
165	165	Zimbabwe		20	15	25		X	Mar 4, 2018				
166	166	Syrian Arab Republic		15	30	0		X	Feb. 27, 2008				
167	167	Algeria		15	15	15		X	Sep. 28, 2009				
168	168	Cayman Islands (UK) (46)	√	15	0	30			June. 12, 2026	X			2009
169	169	Guatemala		13	25	0		X	Feb. 14, 2009				
170	170	West Bank and Gaza Strip		10	20	0			#				
171	171	Morocco (47)		5	0	10			#				
172	172	Zambia (48)		3	3	3		X	Aug. 21, 2011				
173	173	Afghanistan		0	0	0		X	Nov. 11, 2013				
174	173	Andorra (49)		0	0	0		X	Aug. 9, 2023				
175	173	Angola		0	0	0		X	Dec. 19, 2010				
176	173	Antigua and Barbuda		0	0	0		X	Sep. 3, 2009				
177	173	Bahamas		0	0	0		X	Feb. 1, 2013				
178	173	Barbados (50)		0	0	0		X	Feb. 1, 2009				
179	173	Belize		0	0	0		X	Mar. 15, 2009				
180	173	Bhutan (51)		0	0	0		X	Feb. 27, 2008				
181	173	Botswana		0	0	0		X	May. 1, 2008				
182	173	Burundi		0	0	0		X	Feb. 20, 2009				
183	173	Cabo Verde		0	0	0		X	Jan. 2, 2009				
184	173	Central African Republic		0	0	0		X	Feb. 5, 2009				
185	173	Côte d'Ivoire		0	0	0		X	Nov. 11, 2013				
186	173	Dominica		0	0	0		X	Oct. 22, 2009				
187	173	Dominican Republic		0	0	0			#				
188	173	Equatorial Guinea		0	0	0		X	Dec. 16, 2008				
189	173	Eswatini		0	0	0		X	Apr. 13, 2009				
190	173	Gabon (52)		0	0	0		X	May. 21, 2012				
191	173	Grenada		0	0	0		X	Nov. 12, 2010				
192	173	Guinea-Bissau		0	0	0		X	Feb. 5, 2012				
193	173	Haiti		0	0	0			#				
194	173	Kiribati		0	0	0		X	Dec. 14, 2008				
195	173	Lesotho		0	0	0		X	Apr. 14, 2008				

Rank	Country / Jurisdiction	Picture Warnings	Average Front / Back	EU Countries	Plain Packaging	Article 11 FCTC Deadline	Pictures on One of Front/Back	Number of Rotated Picture Warnings	Picture Warnings Year(s)
196	173 Liberia	0	0	0	X	Dec. 14, 2012			
197	173 Malawi	0	0	0		Nov. 16, 2026			
198	173 Marshall Islands	0	0	0	X	Mar. 8, 2008			
199	173 Micronesia	0	0	0	X	Jun. 16, 2008			
200	173 Monaco (53)	0	0	0	**	#			
201	173 Nicaragua	0	0	0	X	Jul. 8, 2011			
202	173 Palau	0	0	0	X	Feb. 27, 2008			
203	173 Papua New Guinea	0	0	0	X	Aug. 23, 2009			
204	173 Saint Kitts and Nevis	0	0	0	X	Sep. 19, 2014			
205	173 Sao Tome and Principe	0	0	0	X	Jul. 11, 2009			
206	173 Sierra Leone	0	0	0	X	Aug. 20, 2012			
207	173 Somalia	0	0	0		#			
208	173 South Sudan	0	0	0		#			
209	173 St Vincent and the Grenadines	0	0	0	X	Jan. 27, 2014			
210	173 Tuvalu	0	0	0	X	Dec. 25, 2008			
211	173 United States of America (54)	0	0	0		#			

Countries/jurisdictions that are not Parties to the FCTC.

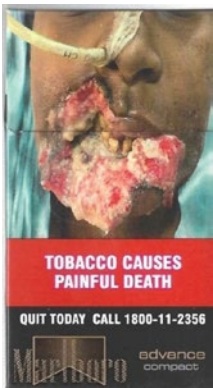
* Countries/jurisdictions that follow the EU Directive 2001/37/EC.⁵⁷⁻⁶⁰

** Countries/jurisdictions that implement plain packaging in practice because of the country from which packages are imported.

^ For individual cigarette packages, different picture warnings appear on package front and back.

In the table, the indicated average size for the front and back has been rounded; for example 12.5% appears as 13%. For countries with an average size of at least 80%, the average size has not been rounded. For the number of rotated picture warnings, 2x7, for example, means 2 sets of 7 picture warnings.

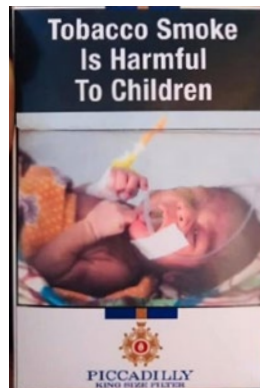
Other country: North Korea (D.P.R. Korea) is not listed in this report as information was not confirmed at press time.⁵⁶



INDIA



JAPAN



GAMBIA



HONG KONG (BACK)



KAZAKHSTAN



BURKINA FASO



COLOMBIA



COSTA RICA



GHANA

Package Inserts

In 2001, Canada was the first country to require health messages inside the package in addition to the package exterior. These took the form of inserts in flip top and soft packages, and on the slide of slide and shell packages (the traditional package format in Canada). Canada required a second round of interior messages in 2012, this time including colour pictures instead of just text-only messages. A third round will appear in 2024.⁸⁵ Given that the slide and shell format became mandatory in February 2022 as part of plain packaging implementation, with flip top and soft packs no longer allowed, the messages for the 2024 round will appear on the slide.

In Australia, on Nov. 30, 2022, the government announced an intention to require package inserts,⁸⁶ and on Sept. 13, 2023, a bill that included regulatory authority to do so was introduced in Parliament. In the UK, on Aug. 14, 2023, the government released a consultation document regarding package inserts

with cessation messages.⁸⁷ In Belgium, on Oct. 25, 2023, the government announced an intention to require package inserts. Israel has established regulatory authority to require package inserts, and has done some work to develop messages for the inserts, but there are not yet finalized requirements.

Inserts and/or other interior messages enhance the overall package health warning system. Package inserts allow for more health information. There are so many health effects that they cannot possibly all be covered on a rotated series of messages on the package exterior. Inserts also allow for messages that focus on cessation. Tobacco companies have often used package inserts for promotional purposes, providing an example that health ministries can follow. The FTC Article 11 guidelines recommend that Parties consider requiring package inserts in addition to exterior warnings.⁶⁵



Two of 16 Canadian pack inserts required 2001-2012 (at left), and 3 of 8 Canadian pack inserts required 2012-2024 (at right)



Six of the messages in the 2 sets of 13 interior messages to appear in Canada beginning in 2024

Plain Packaging - Continuing International Progress

Plain packaging prohibits brand colours, logos and design elements on packages, and requires that packages only come in a standard shape, material and format. (Plain packaging is also referred to as “standardized packaging”, or “plain and standardized packaging”, or “generic packaging”.) Under plain packaging, health warnings continue to appear, but the brand portion of the package would have the same colour (e.g. drab brown) for all brands. The brand name would be allowed on packages, but only in a standard location, colour (e.g. light grey), font style and size.

Plain packaging would curb the industry’s use of the package as a promotional vehicle, would reduce the appeal of tobacco products, would increase the effectiveness of package warnings, would curb package deception, and would decrease tobacco use. Packages should not be used as mini-billboards promoting tobacco use. Both the Article 11⁶⁵ and the Article 13⁶⁶ Guidelines under the FCTC recommend that Parties consider implementing plain packaging. Plain packaging is supported by extensive evidence.⁶⁷ The theme for the World Health Organization’s World No Tobacco Day on May 31, 2016 was “Get Ready for Plain Packaging”.⁶⁸ Australia’s world precedent setting plain packaging had full implementation at the retail level as of Dec. 1, 2012.

International progress on plain packaging continues. There are at least 42 countries/territories moving forward with plain packaging, with 25 having adopted the measure, 3 having it in practice, and 14 working on it. Plain packaging has been implemented in practice in 3 countries where packages are imported from a country with plain packaging – Monaco (from France), Cook Islands (from New Zealand), and Niue (from Australia). Plain packaging is under formal consideration in at least 14 countries/territories: Armenia, Botswana, Colombia, Costa Rica, Côte d’Ivoire, Czechia, Fiji, Hong Kong, Iran, Malaysia, Mexico, Panama, Russia and South Africa. Timor-Leste has requirements that are very close to plain packaging.



BELGIUM



NEW ZEALAND (FRONT)

Summary of implementation dates *

	Country/ Jurisdiction	Manufacturer Level	Retail Level
1.	Australia	Oct. 1, 2012	Dec. 1, 2012
2.	France	May 20, 2016	Jan. 1, 2017
3.	United Kingdom	May 20, 2016	May 20, 2017
4.	Norway	July 1, 2017	July 1, 2018
5.	Ireland	Sept. 30, 2017	Sept. 30, 2018
6.	New Zealand	Mar. 14, 2018	June 6, 2018
7.	Saudi Arabia	Aug. 23, 2019	Jan. 1, 2020
8.	Thailand	Sept. 10, 2019	Dec. 8, 2019
9.	Canada	Nov. 9, 2019	Feb. 7, 2020
10.	Turkey	Dec. 5, 2019	Jan. 5, 2020
11.	Uruguay	Dec. 21, 2019	Dec. 21, 2019
12.	Slovenia	Jan. 1, 2020	Jan. 1, 2020
13.	Belgium	Jan. 1, 2020	Jan. 1, 2021
14.	Israel	Jan. 8, 2020	Jan. 8, 2020
15.	Singapore	July 1, 2020	July 1, 2020
16.	Netherlands	Oct. 1, 2020	Oct. 1, 2021
17.	Denmark	July 1, 2021	Apr. 1, 2022
18.	Guernsey	July 31, 2021	July 31, 2022
19.	Hungary **	Jan. 1, 2022	Jan. 1, 2022
20.	Jersey	Jan. 1, 2022	July 31, 2022
21.	Finland	May 1, 2023	May 1, 2023
22.	Mauritius #	May 31, 2023	May 31, 2023
23.	Myanmar	Dec. 31, 2023	Mar. 31, 2024
24.	Oman ##	Apr. 4, 2024	July 4, 2024
25.	Georgia	July 31, 2024	July 31, 2024

Monaco,⁵³ **Cook Islands**,⁵ **Niue**⁶ – Plain packaging in practice; packages imported from France, New Zealand and Australia, respectively.

European Union – *Tobacco Products Directive* adopted April 3, 2014, explicitly states that 27 EU countries have the option of implementing plain packaging.⁸³

Timor-Leste – Has made substantial though not complete progress towards plain packaging, with requirements effective Sept. 6, 2018. Brand portion of packages must be in standard base colour, but logos and brand names in stylized fonts are still allowed (though only in white).⁸⁴

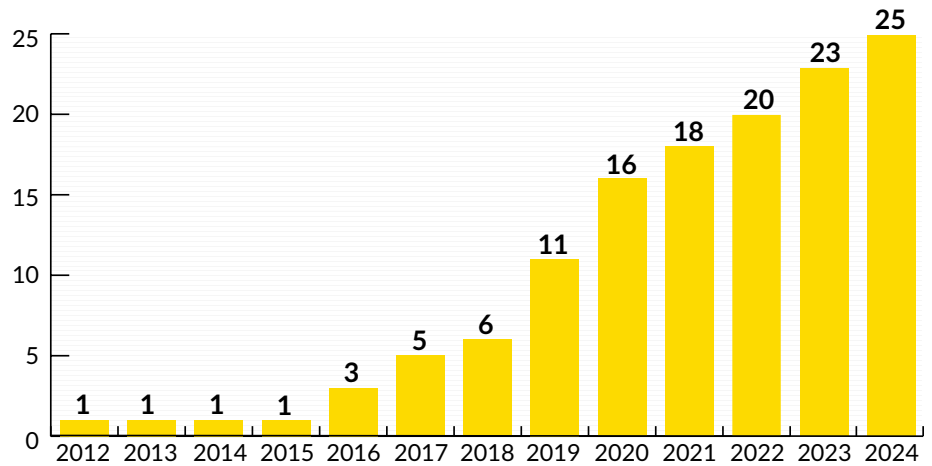
* The implementation date refers to cigarettes.

** In Hungary, plain packaging required for new brands from Aug. 20, 2016.

In Mauritius, in practice, existing inventory of importers could still be depleted after May 31, 2023, including by providing to retailers.

In Oman, the implementation dates have been extended to these dates through administrative practice.

Countries/ jurisdictions requiring plain packaging



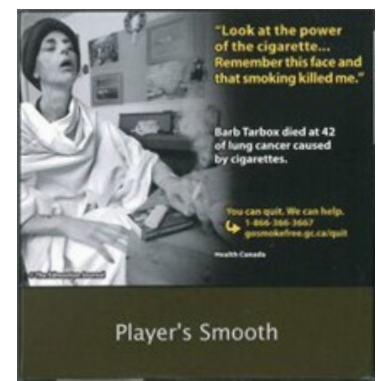
URUGUAY



NETHERLANDS (BACK)



UNITED KINGDOM (FRONT)



CANADA

Countries/jurisdictions in progress for plain packaging

Armenia – On Feb. 13, 2020, plain packaging legislation was adopted to come into effect Jan. 1, 2024, though technical regulations still need to be adopted.⁶⁹

Botswana – On Oct. 18, 2021, legislation with regulatory authority for plain packaging was adopted.⁷⁰

Colombia – In its 2023 FCTC implementation report, Colombia indicated that plain packaging is a priority.⁷¹

Costa Rica – On May 5, 2021, a plain packaging bill that would still require an implementing regulation was introduced in the Legislative Assembly and signed by at least 28 of 57 members. The bill has been considered in committee.⁷²

Côte d'Ivoire – On Jan. 26, 2022, a decree was adopted regarding plain packaging, though further technical requirements still need to be adopted.⁷³

Czechia – In its 2023 FCTC implementation report, Czechia indicated that plain packaging is a priority.⁷⁴

Fiji – In Oct. 2023, Cabinet decided to make public the *Investment Case for Tobacco Control in Fiji Report*, and to implement the Report's five recommendations, one of which is plain packaging.⁷⁵

Hong Kong – On July 12, 2023, Hong Kong launched a

consultation on further tobacco control measures including plain packaging, with the consultation ending Sept. 30, 2023.⁷⁶

Iran – Plain packaging approved by President in 2019 and national guidelines for plain packaging developed, but regulations not yet adopted. In 2023, National Committee under leadership of Ministry of Health is finalizing new picture warnings and incorporating plain packaging requirements.⁷⁷

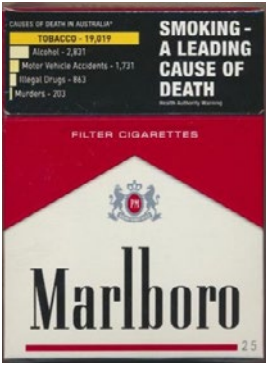
Malaysia – On June 12, 2023, bill with regulatory authority for plain packaging introduced in Parliament.⁷⁸

Mexico – In its 2020 and 2023 FCTC implementation reports, Mexico identified plain packaging as a priority.⁷⁹

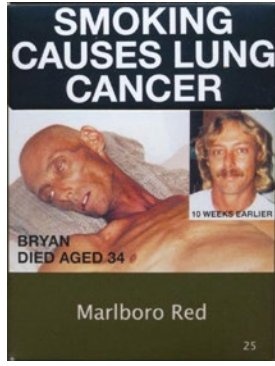
Panama – In its 2023 FCTC implementation report, Panama indicates that it has a goal to implement plain packaging, and that a proposal has been the subject of technical consultations with the FCTC Convention Secretariat, WHO and the Pan American Health Organization.⁸⁰

Russia – In its 2023 FCTC implementation report, Russia indicated that plain packaging is a priority.⁸¹

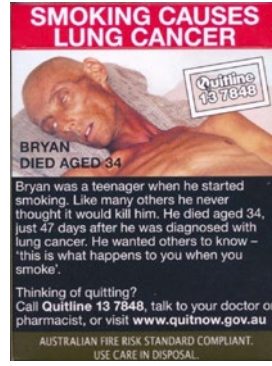
South Africa – On Dec. 9, 2022, bill with regulatory authority for plain packaging was introduced in Parliament and has been considered in committee.⁸²



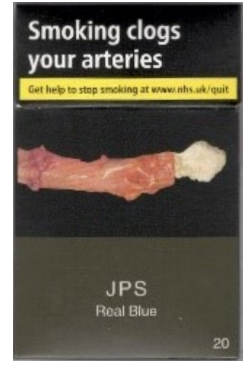
AUSTRALIA (FRONT) BEFORE PLAIN PACKAGING



AUSTRALIA (FRONT) AFTER PLAIN PACKAGING



AUSTRALIA (BACK) AFTER PLAIN PACKAGING



U.K. (FRONT)



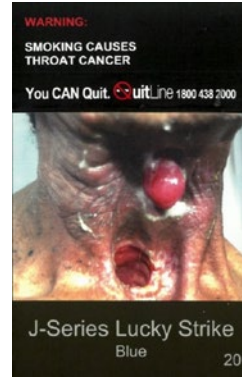
FRANCE (FRONT)



FRANCE (BACK)



THAILAND (BACK)



SINGAPORE (FRONT)



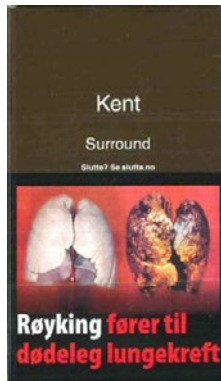
SINGAPORE (BACK)



ISRAEL, WATERPIPE (FRONT)



NORWAY (FRONT)



NORWAY (BACK)



DENMARK (BACK)



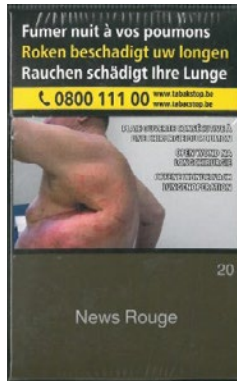
SAUDI ARABIA



IRELAND (FRONT)



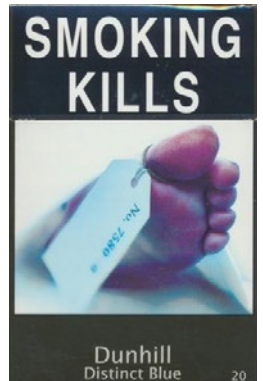
THAILAND (FRONT)



BELGIUM (FRONT)



TURKEY (BACK)



AUSTRALIA (FRONT)



FRANCE, ROLL-YOUR-OWN



CANADA, CIGARETTE PAPERS



BELGIUM, ROLL-YOUR-OWN (BACK)

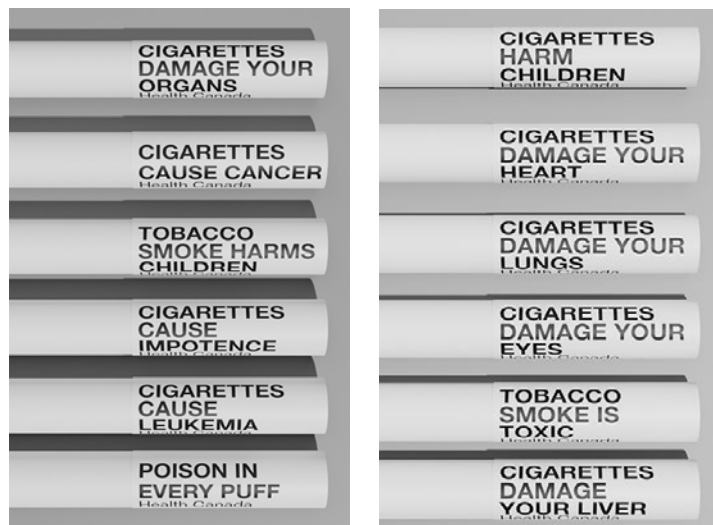
Warnings on Individual Cigarettes

On May 31, 2023, Canada announced that it had finalized regulations to become the first country to require warnings directly on individual cigarettes.⁸⁸ These warnings will be effective at retail July 31, 2024, for most cigarettes and April 30, 2025, for cigarettes of a shorter length (70.0 to 73.0 mm). Australia has announced an intention to adopt this measure,⁸⁶ with legislation having regulatory authority introduced in Parliament in September 2023.

A warning on individual cigarettes reaches everyone who smokes in every community, every day, with every puff. It is a warning that cannot be ignored. The warning prompts discussion, including during smoke breaks and in the media. Children at home will see cigarette butts with warnings in an ashtray and mention these when urging their parents to quit. Youth who experiment by obtaining a cigarette from a friend will see the warning, even if the package is not seen. In many countries, especially low income countries, cigarettes may often be sold individually, thus increasing the importance of a warning directly on cigarettes.

Warnings on individual cigarettes provide more space for additional health messages that cannot fit on the package, given that there are so many health effects caused by smoking. This leads to a strengthened overall warning system.

There are about 25 studies internationally that provide evidence that warnings on individual cigarettes will be effective. The FCTC Article 11 guidelines recommend that governments consider implementing this measure.⁶⁵ Tobacco companies have long placed brand names and logos on the filter overwrap portion of the cigarette, recognizing the value of this space for communication purposes. If tobacco companies can place messages on cigarettes to promote smoking, health ministries should instead be able to place messages to discourage smoking. With warnings on individual cigarettes, health ministries determine the messages, and tobacco companies pay the costs of printing.



Mockups of Canada's warnings directly on individual cigarettes prepared by the Canadian Department of Health. There are 2 sets of 6 warnings.



How the revised Canadian interior and exterior package warning system, with the mandatory slide and shell package format, will appear following a phase-in period



HONG KONG (BACK)



SOUTH KOREA



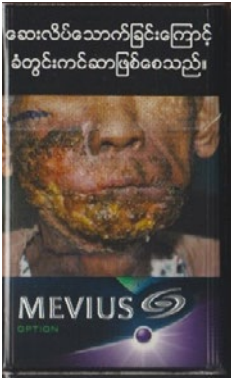
NORTHERN IRELAND (UK)



SOUTH KOREA



CAMEROON (BACK)



MYANMAR



ITALY (BACK)



VANUATU



ALBANIA



SOUTH KOREA



NEW CALEDONIA (FRANCE)



SOUTH KOREA



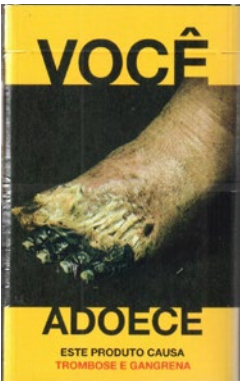
PHILIPPINES



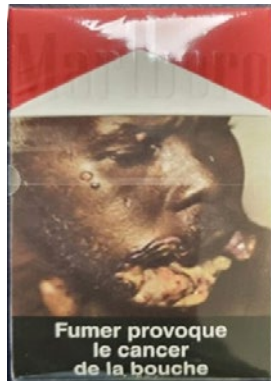
TRINIDAD AND TOBAGO



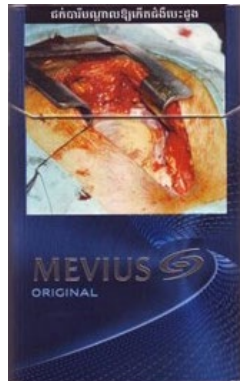
GUYANA (FRONT)



BRAZIL (BACK)



SENEGAL



CAMBODIA



TAIWAN, CHINA



IRAQ, WATER PIPE



PHILIPPINES



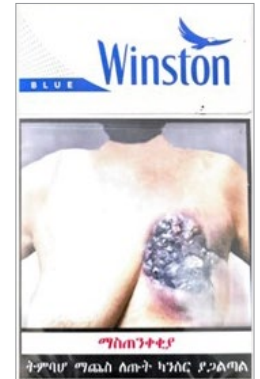
MEXICO (FRONT)



BOLIVIA



TIMOR-LESTE (FRONT)



ETHIOPIA



COLOMBIA



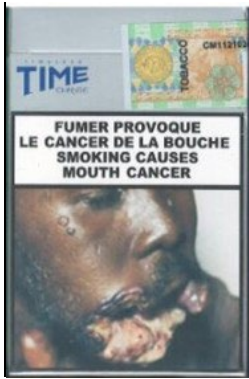
COSTA RICA



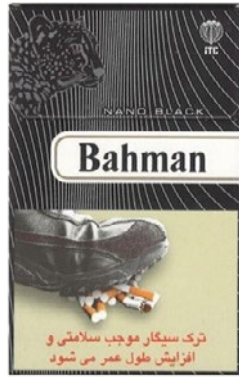
GHANA



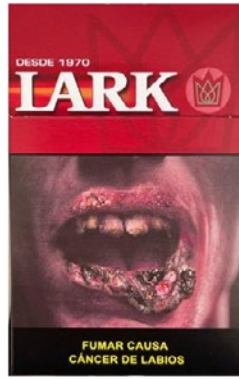
COLOMBIA



CAMEROON (BACK)



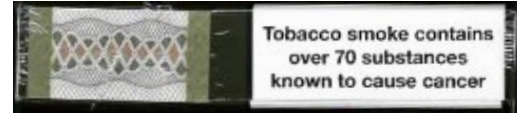
IRAN



ECUADOR



THAILAND



NORTHERN IRELAND/EU



ALBANIA



MEXICO



CHINA



JAPAN



SOUTH KOREA



CANADA (2024)



PANAMA



SOUTH KOREA



KAZAKHSTAN



FRENCH POLYNESIA (FRANCE)



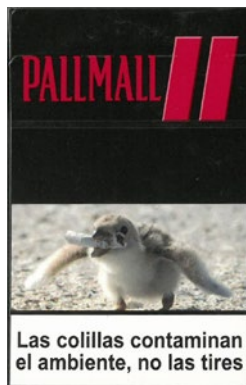
CUBA (BACK)



ECUADOR (FRONT)



PANAMA



PANAMA



MEXICO (FRONT)



MEXICO (BACK)



ECUADOR (FRONT)



COLOMBIA



ARGENTINA



PHILIPPINES



GEORGIA (FRONT)



COSTA RICA



SAMOA (FRONT)



SAMOA (BACK)



TAIWAN, CHINA

Minimum Surface Area

More countries/jurisdictions are requiring a minimum surface area for package warnings, in addition to a minimum percentage size for the package front/back. This can help deal with small package formats, and “superslims” cigarette packages, to ensure a minimum overall area for the warning. For cigarettes, though things can vary, the common standard-length seen internationally is about 83-84 mm, resulting in the surface of a flip-top package front/back being about 49 cm².

Here are minimum surface areas for warnings for cigarette packages, though this is not an exhaustive list:

- 46.5 cm² Quebec (Canadian province), front & back (2016)
- 43.7 cm² Canada, front & back (2022) *
- 46.8 cm² Mauritius, back (2023)
- 37.4 cm² Mauritius, front (2023)
- 46.8 cm² New Zealand, back (2018)
- 35.1 cm² New Zealand, front (2018)
- 42.1 cm² Australia, back (2012)
- 35.1 cm² Australia, front (2012)
- 35.1 cm² Singapore, front & back (2020)
- 30.0 cm² Comoros, front & back (2014)
- 25.6 cm² Uruguay, front & back (2019)
- 22.9 cm² EU, front & back (2016)
- 22.9 cm² UK, front & back (2016)
- 22.9 cm² Guernsey (2021) and Jersey (2022), front & back
- 22.9 cm² Ukraine, front & back (2024)
- 16.6 cm² Georgia, front & back (2018)
- 14.0 cm² India, front & back (2016)
- 13.0 cm² Japan, front & back, or 18.2 cm² if only one principal display area (2020)
- 9.0 cm² Maldives, front and back (2019)

Comoros, India and Maldives are examples that apply their minimum warning surface area to all tobacco products.

In determining minimum warning surface area, some countries/jurisdictions have a minimum height and width for the warning. Some other countries/jurisdictions have a minimum height and width for the front/back package surface that when combined with the minimum percentage size for the warning (e.g. 65%) results in effect in a minimum surface area for the warning.

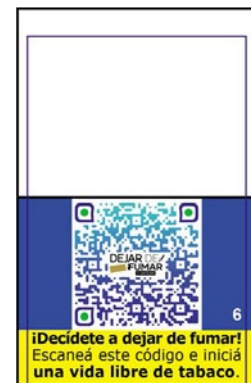
*For Canada, the 43.7 cm² minimum area applies for any cigarette. Canada has two categories of cigarette lengths, regular and king size, with king size defined as 82.0 mm to 85.0 mm long, comparable to the typical international standard length. For king size cigarettes in Canada, the minimum warning surface area is 51.0 cm². Canada requires cigarettes to be sold in the slide and shell package format, which increases minimum warning surface area. For regular size cigarettes (70.0 mm to 73.0 mm) in Canada, the minimum surface area is 43.7 cm².



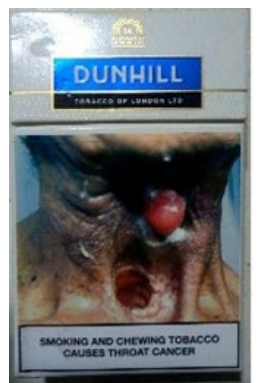
TOGO



U.A.E. (BACK)



COSTA RICA (BACK)



UGANDA



ALBANIA



GUYANA (BACK)



ARGENTINA

Notes

1. **Benin:** [Decree No. 2021-0065 on Visual and Written Health Warnings to be Printed on Cigarette Packages and Other Tobacco Products](#), adopted June 11, 2021, required 90% picture warnings effective March 11, 2022, but there were implementation delays. At report deadline, these new warnings were not known to have yet appeared at retail, but were expected later in 2023.
2. **Mauritius:** On June 10, 2022, the [Public Health \(Restrictions on Tobacco Products\) Regulations 2022](#), No. 139 of 2022, were adopted, requiring, effective Dec. 31, 2022, at the manufacturer/importer level, a warning size of 90% front and 100% back, which would have been the world's largest warnings at 95% on average of the package front/back. However, on Dec. 20, 2022, the warning size was reduced to 80% front and 100% back by the [Public Health \(Restrictions on Tobacco Products\) \(Amendment\) Regulations 2022](#) with a new implementation date of May 31, 2023. At report deadline, these new warnings were not known to have yet appeared at retail, but were expected later in 2023.
3. **India:** For at least the rounds in 2016, 2018, 2020, and 2022, there was a single picture warning for 12 months, followed by a different single picture warning for the next 12 months.
4. **Australia:** In addition to the 90% warning on the package back, Australia also requires a message "Australian fire risk standard compliant. Use care in disposal.", which appears on the bottom 10% of the package back.
5. **Cook Islands:** Warnings are to either comply with the Australian or New Zealand requirements (which include pictures), or to require 50% text warnings with specified messages in English and in Cook Islands Maori. In practice, packages have depicted pictures as required in New Zealand (or perhaps previously Australia).
6. **Niue:** Picture warnings to be 90% front and 90% back, or to comply with warning requirements from specified countries as notified by Health Minister in *Niue Island Gazette*. Though *Gazette* notification had not been obtained at press time, cigarette packages in Niue are from Australia based on information available for the 2021 report.
7. **Ethiopia:** Size is 70% plus a 1 mm border surrounding the warning, with 78% size based on available packs.
8. **Canada:** Starting Jan. 31, 2024, rotation of 2 sets of warnings (14 in first set, 13 in second) every 24 months.
9. **Laos:** Implementation date for 75% picture warnings in 2016 delayed to Jan. 1, 2018, as indicated in Oct. 23, 2017, Ministry of Industry and Commerce letter to tobacco companies.
10. **Myanmar:** For 2016-2021 inclusive, only one picture warning appeared at a time, changed every 12 months, based on requirement that 10 warnings to each appear annually over 10 years. The 2021 warning continues to appear in 2023. Effective Dec. 31, 2023, at manufacturer level, a series of 5 warnings to appear concurrently.
11. **Tajikistan:** The [Order No. 858 on Approval of Regulatory Legal Acts on Implementation of Law of Republic of Tajikistan "On Limiting the Use of Tobacco Products"](#), adopted Sept. 19, 2018, requires 75% picture warnings but no implementation date is specified. In practice, picture warnings began appearing in 2019.
12. **Mauritania:** Implementation date of Nov. 6, 2020, pursuant to [Order No. 64/MS on the Packaging and Labelling of Tobacco Products](#), was extended into 2021.
13. **Niger:** The [Technical Requirements Relating to Administrative Order No. 442/MSP/DGSP/DHP/ES](#), adopted Nov. 5, 2019, specify the picture warning content and a 70% size, but implementation was delayed until 2022.
14. **Senegal:** For the 2017, 2019, 2021 and 2023 rounds, a single warning to appear for 12 months, followed by a different single warning to appear for the subsequent 12 months.
15. **Åland (Finland):** Åland is a self-autonomous island region of Finland that made its own decision to be subject to EU laws. Åland has its own legislation requiring tobacco health warnings, based on EU requirements.
16. **Albania:** The [Decision No. 7, dated 19.2.2020 on Approval of Warning Images About the Health Effects of Tobacco, and Specifications of Their Placement on the Package](#) provides that there are 3 sets of text messages associated with each of the 15 pictures.
17. **France:** Pursuant to [Decree No. 2021-835 of 29 June 2021 on consumer information on the rule for sorting waste from products subject to the principle of extended producer responsibility](#), there are required messages including pictograms relating to waste management and sorting for packages and for cigarette butts. On packages received (and as shown on page 16) the messages appear on about 9% of the package back, in addition to the health warning and, pursuant to [Commission Implementing Regulation \(EU\) 2020/2151 of 17 December 2020](#), to the required EU message regarding plastic in filters.
18. **Guernsey, Jersey:** Guernsey and Jersey are Crown dependencies located in the English Channel that are neither part of the UK nor part of the EU. The Guernsey 2011 round and the Jersey 2012 round implemented the EU 2001 Directive.
19. **Hungary:** For the first round (2012), 42 picture warnings were to be rotated over 3 years, with the difference between the most and least frequently appearing warnings not allowed to be more than 10%.
20. **Northern Ireland (UK):** Effective Jan. 1, 2021, Northern Ireland maintained EU 65% picture warning content requirements following the UK's leaving the EU, while the remainder of the UK implemented new 65% picture warning content requirements.
21. **San Marino:** No national regulation. Cigarettes are imported by a government importer from Italy and follow Italian package warning requirements. For a period, there was a brand, Titano, manufactured for the San Marino market that depicted voluntary text warnings of less than 30%. This manufacturer, however, stopped operating, at least for San Marino, approximately 2022.
22. **Turkmenistan:** There are unconfirmed reports of a further round of picture warnings in 2018.
23. **Mexico:** Two warnings to be displayed for 6 months beginning Dec. 1, 2017, and 2 sets of 4 warnings to be displayed for 12 months each beginning June 1, 2018 and June 1, 2019. In prior years, warnings changed every 3 months, every 4 months or every 6 months. For June 1, 2020 to Nov. 30, 2021 there was a separate round. Subsequent rounds are from Dec. 1, 2021 to Feb. 28, 2023, and March 1, 2023 to Aug. 31, 2024.
24. **Burkina Faso:** [Joint Administrative Decree No. 2015- No. 366](#), approved April 7, 2015, requires 60% picture warnings effective 12 months after coming into force, but following implementation delays picture warnings were implemented in 2019. For the 2019, 2021 and 2024 rounds, a single warning was to appear for 12 months beginning in the first year of the round, followed by a different single warning for 12 months beginning in the subsequent year.
25. **Nigeria:** In 2020, one picture warning was to start to appear, followed by a set of 2 picture warnings required to begin 24 months later. Size to increase from 50% to 60% in 2024, using the same warning images and text.
26. **Namibia:** 50% front, 60% back, plus a border of unspecified size. Size estimated based on available packages.
27. **Liechtenstein:** Liechtenstein is in a customs union with Switzerland. Liechtenstein law requires that tobacco packages depict Switzerland's health warnings.
28. **Japan:** 50% plus 1 mm line separating warning and rest of package, though government mock-up and packs obtained show line somewhat wider.
29. **Chile:** From 2006 to 2012 inclusive, Chile required only one picture warning to appear at a time on all packages, with the warning changed every 12 months. Effective 2013, Chile required a series of warnings to appear concurrently.
30. **Djibouti:** 3 sets of 3, 4 and 4 warnings respectively, though there are some reports that 1 of 4 warnings in second set is not used.
31. **Honduras:** The information on earlier rounds of picture warnings is based on best available information.

32. **Iran:** While a single picture warning first required in 2009, there have been various subsequent changes to the content of the single warning.
33. **Madagascar:** [Interministerial Administrative Order No. 13.674/2017 Amending and Supplementing Certain Provisions of Administrative Order No. 31.701/2015](#) contains rounds for 2017 and 2018 requiring warnings all of which were included in the 2015 and 2016 rounds.
34. **Mongolia:** The [Order of the Minister of Health of Mongolia, Approval of updated posters and illustration of the health warning](#), Number A/09, adopted January 17, 2018, increases picture warning size from 50% to 65%, but there have been implementation delays.
35. **Taiwan, China:** Size increasing from 35% to 50% in 2024.
36. **Trinidad and Tobago:** [The Tobacco Control Regulations, 2013](#), published January 10, 2014, required 50% picture warnings 12 months after publication, but these were never implemented. Through [The Tobacco Control \(Amendment\) Regulations, 2019](#), with parliamentary approval Feb. 12, 2021, 50% picture warnings came into effect Sept. 26, 2022 following the end of an extended [enforcement moratorium](#).
37. **Turks and Caicos (UK):** Imported products must have 50% picture warnings, but warning content not specified. Warning content for four 50% picture warnings specified for domestic manufacturers.
38. **Lebanon:** Size is 40% plus a border, with size estimated based on available packs. The Decree provides for a maximum border width of 3 mm, provides no minimum, and provides a mockup with a 3mm width.
39. **Jordan:** Size is 40% plus a border as illustrated in the national standard.
40. **Bosnia and Herzegovina:** Implemented through separate requirements of two subnational governments: Federation of Bosnia and Herzegovina, and Republika Srpska.
41. **Eritrea:** [The Proclamation to Provide for Tobacco Control](#), No. 143/2004, provides that warnings shall be 30% or more, and should be 50% or more, of the package front and back.
42. **Sudan & Khartoum state:** Sudan nationally and the Sudan state of Khartoum each have their own requirements for the same 30% picture warnings effective in 2016.
43. **Tanzania:** Zanzibar, a subnational region of Tanzania, adopted [Tobacco Control Regulations, 2016](#) requiring 70% text warnings, but this has not been implemented.
44. **Cuba:** Warnings may appear on either 30% of both the front and back, or 60% of one of the front or back. Packages obtained depict warnings on 60% of the back.
45. **South Africa:** 15% front, 25% back plus a border of unspecified width.
46. **Cayman Islands (UK):** Regulations require picture health warning to appear on either front or back, but do not specify content. The size shall be at least 30%, and no less than the size required by the country of origin.
47. **Morocco:** Size estimated based on available packs. Legislation requires a warning on the back, but does not specify a minimum size.
48. **Zambia:** Size estimated based on available packs. Legislation requires a warning on the front and back, but does not specify a minimum size.
49. **Andorra:** In practice, packages tend to depict picture warnings from France or Spain.
50. **Barbados:** The [Health Services \(Packaging and Labelling of Tobacco Products\) Regulations, 2017](#) require 60% picture warnings effective in 2018, but there have been implementation delays.
51. **Bhutan,** in 2010, banned tobacco product sales, but allowed importation by individuals of limited quantities for personal consumption provided certain conditions are met, including that the packaging contains a health warning (no minimum warning size specified). In Aug. 2020, Bhutan repealed the sales ban. Commercial importing is also now permitted.
52. **Gabon:** [Decree No. 0284/PR/MSPSSN of 17/05/2016 Concerning the Packaging of Tobacco Products in the Republic of Gabon](#) requires text warnings on front 60% and back 65% in 2016, but there have been implementation delays.
53. **Monaco:** In practice, packs follow France requirements. [The Convention of Neighbours of May 18, 1963](#), an agreement between France and Monaco, provides that Monaco will purchase tobacco products for consumption in Monaco from the Service d'Exploitation Industrielle des Tabacs et Allumettes (SEITA) of France.
54. **United States:** Rule for 50% picture warnings adopted Mar. 18, 2020, but has not yet been implemented due to court judgment now being appealed.
55. For at least the following countries/jurisdictions, picture warnings are required to appear on only one of the package front and back, with a text warning on the other:
 - Pictures appearing on front: Argentina, Chile, French Polynesia, Madagascar, Mexico, Sudan & Khartoum State;
 - Pictures appearing on back: Brazil, Georgia, Greenland, Iceland, Iraq, Jordan, Liechtenstein, Montenegro, North Macedonia, Norway, Switzerland, Venezuela;
 - Cayman Islands requires 30% picture warnings on either the front or back, but does not specify content.
56. **North Korea (D.P.R. Korea):** The [Tobacco Control Law of DPR Korea, Decree No.1176 of June 24, 2016](#) (revised and consolidated), provides that a warning is to be required on packages, but does not specify the size, location or content. At least some packages depict a 30% text warning on the package front and back.
57. **EU:** [Tobacco Products Directive](#), 2014/40/EU provides that the 27 EU member countries must require 65% picture warnings at the manufacturer level effective May 20, 2016. Three sets of 14 picture warnings are to be changed every 12 months. The following 5 EU countries did not implement the new requirements until 2017: Croatia, Cyprus, Luxembourg, Slovenia, Spain.
58. **EU:** The following non-EU countries/jurisdictions have continued to implement the 2001 EU Directive, and have done so properly in terms of the border surrounding the warning, which increases the overall size of the warning area: Iceland, Liechtenstein, Norway, Switzerland. (The overall size including the border may vary depending on the package format, e.g. the overall size increases on smaller packages, and on superslims "purse" packages.)
59. **EU:** The following non-EU countries/jurisdictions have continued to implement the 2001 EU Directive, but are non-compliant in terms of the border: Bosnia and Herzegovina, Faroe Islands, Kosovo, North Macedonia, Montenegro, Serbia.
60. **EU:** Switzerland, Bosnia and Herzegovina, and Liechtenstein are non-EU countries that continue to require trilingual warnings with EU size requirements pursuant to the 2001 Directive, though Bosnia and Herzegovina is non-compliant with border requirements. The 2001 EU Directive had different size requirements depending if unilingual, bilingual or trilingual health warnings were required.
61. [WHO Framework Convention on Tobacco Control](#).
62. World Health Organization, [WHO report on the global tobacco epidemic 2023](#).
63. See Tobacco Labelling Resource Centre, <https://tobaccolabels.ca>.
64. Rob Cunningham, "Tobacco package health warnings: a global success story" [Tobacco Control](#) 2022;31(2):272-283.
65. [Guidelines for implementation of Article 11 of the WHO Framework Convention on Tobacco Control \(Packaging and labelling of tobacco products\)](#).
66. [Guidelines for implementation of Article 13 of the WHO Framework Convention on Tobacco Control \(Tobacco advertising, promotion and sponsorship\)](#).

Front Cover: Packages from Canada, 2023

Back Cover: Packages from Thailand and Singapore, 2023

Notes for Plain Packaging

67. For example, see David Hammond, "[Standardised Packaging of Tobacco Products: Evidence Review. Prepared on behalf of the Irish Department of Health](#)" March 2014; Sir Cyril Chantler, "[Standardised Packaging of tobacco: Report of the independent review undertaken by Sir Cyril Chantler](#)" April 2014; C. Moodie, M. Stead, et al., "[Plain tobacco packaging: a systematic review](#)", 2011, University of Stirling; Stirling, Scotland, United Kingdom; *Tobacco Control*, April 2015, Volume 24, Supplement 2; Australian Department of Health, "[Post-Implementation Review Tobacco Plain Packaging 2016](#)" released February 26, 2016; Cancer Council Victoria, "[Plain packaging. The facts](#)" (website); Quit Victoria, Cancer Council Victoria, "[Plain packaging of tobacco products: a review of the evidence](#)" August 12, 2011.
68. World Health Organization, "[World No Tobacco Day 31 May 2016: Get ready for plain packaging](#)" May 31, 2016; Pan American Health Organization, "[World No Tobacco Day 2016: Get ready for plain packaging](#)" 2016.
69. **Armenia:** [Law on Reduction and Prevention of the Damage caused to Health by the use of Tobacco Products and their Substitutes](#), adopted Feb. 13, 2020.
70. **Botswana:** [Tobacco Control Act, 2021](#), No. 19 of 2021, adopted Oct. 18, 2021.
71. **Colombia:** Colombia, 2023 FCTC implementation report.
72. **Costa Rica:** [Bill Amendment to articles 4 sections D and K and 9 section A, and adding a section C to article 9 and from a final paragraph article 36, of the General Law of Tobacco Control and its Harmful Effects on Health, Law N ° 9028 from March 22, 2012](#), File No. 22,497, introduced May 5, 2021, published in *La Gaceta Diario Oficial* May 28, 2021, pp.4-8; bill status is available from [Legislative Assembly](#); "Neutral packaging will strengthen the fight against smoking" [El Guardian](#), May 5, 2021.
73. **Côte d'Ivoire:** [Law No. 2019-676 of July 23, 2019 on Tobacco Control](#) contains enabling authority for plain packaging. [Decree No. 2022-75 of January 26, 2022 Implementing Health Warnings, Packaging, Labelling and Marketing of Tobacco and Tobacco Products](#) has some provisions for plain packaging, though further technical requirements still need to be adopted.
74. **Czechia:** Czechia, 2023 FCTC implementation report.
75. **Fiji:** Timoci Vula, "Cabinet: Tobacco use kills 1200 annually; investment case report to be made public" [Fiji Times](#), Oct. 8, 2023.
76. **Hong Kong:** Hong Kong Government, "Views sought on tobacco control" July 12, 2023 ([news release](#)); Hong Kong Health Bureau, "Vibrant, Healthy and Tobacco-Free Hong Kong. Consultation Document on Tobacco Control Strategies", released July 12, 2023 ([consultation document](#)).
77. **Iran:** [Islamic Republic of Iran, 2020 FCTC implementation report](#), pp. 34, 51; Islamic Republic of Iran, 2023 FCTC implementation report.
78. **Malaysia:** [Control of Smoking Products for Public Health Bill 2023](#), D.R.25/2023, introduced June 12, 2023.
79. **Mexico:** [Mexico, 2020 FCTC implementation report](#), p. 63; Mexico, 2023 FCTC implementation report.
80. **Panama:** Panama, 2023 FCTC implementation report.
81. **Russia:** Russia, 2023 FCTC implementation report.
82. **South Africa:** [Tobacco Products and Electronic Delivery Systems Control Bill](#), B-33/2022, introduced Dec. 9, 2022.
83. **EU:** [Tobacco Products Directive](#), 2014/40/EU, Article 24(2).
84. **Timor-Leste:** [Ministerial Statutory Order N° 10/2018 of May 9, Regulations for Labelling of Tobacco Products](#).

Additional Notes

85. **Canada:** The Canadian pack interior messages required from 2012-2024 are can be seen on a Health Canada [web page](#), while those required beginning in 2024 are available [here](#).
86. **Australia:** Minister of Health and Social Care, "Ten years of world-leading reforms and reigniting the fight against tobacco addiction" Nov. 30, 2022 ([news release](#)).
87. **United Kingdom:** Department of Health and Social Care, "Mandating quit information messages inside tobacco packs: consultation" Aug. 14, 2023 ([consultation document](#)); Department of Health and Social Care, "New inserts in cigarette packs to help smokers quit" Aug. 14, 2023 ([press release](#)).
88. **Canada:** [Tobacco Products Appearance, Packaging and Labelling Regulations](#), SOR/2019-107 (consolidation as amended).

Information Collection

Considerable effort was made to ensure the accuracy of the information contained in this report. Information obtained as of October 25, 2023, has been included to ensure that the report was as up to date as possible before publication. However, for a few countries, it was not possible to confirm national requirements prior to press time. Moreover, national requirements for package warnings are constantly evolving and, as such, it may be that for some countries listed in this report further progress may have been made but is not reflected in this report.

Country information was only included in this report once legal requirements (such as an Act, regulation, or decree) were finalized, and no further approval steps were needed. For some countries, the transition period for warning implementation on packages has not been completed; however, if no further approval steps were needed, these new requirements were included in the report. Where new information for a country could not be confirmed prior to publication, this new information was not included.

This report provides information only for packages of cigarettes, not other tobacco products. Information for cigarette cartons has not been compiled.

For More Information

Campaign for Tobacco-Free Kids

<https://www.tobaccofreekids.org/global-resources>

www.tobaccocontrollaws.org

Tobacco Labelling Resource Centre

www.tobaccolabels.ca

Institute for Global Tobacco Control,

Tobacco Pack Surveillance System

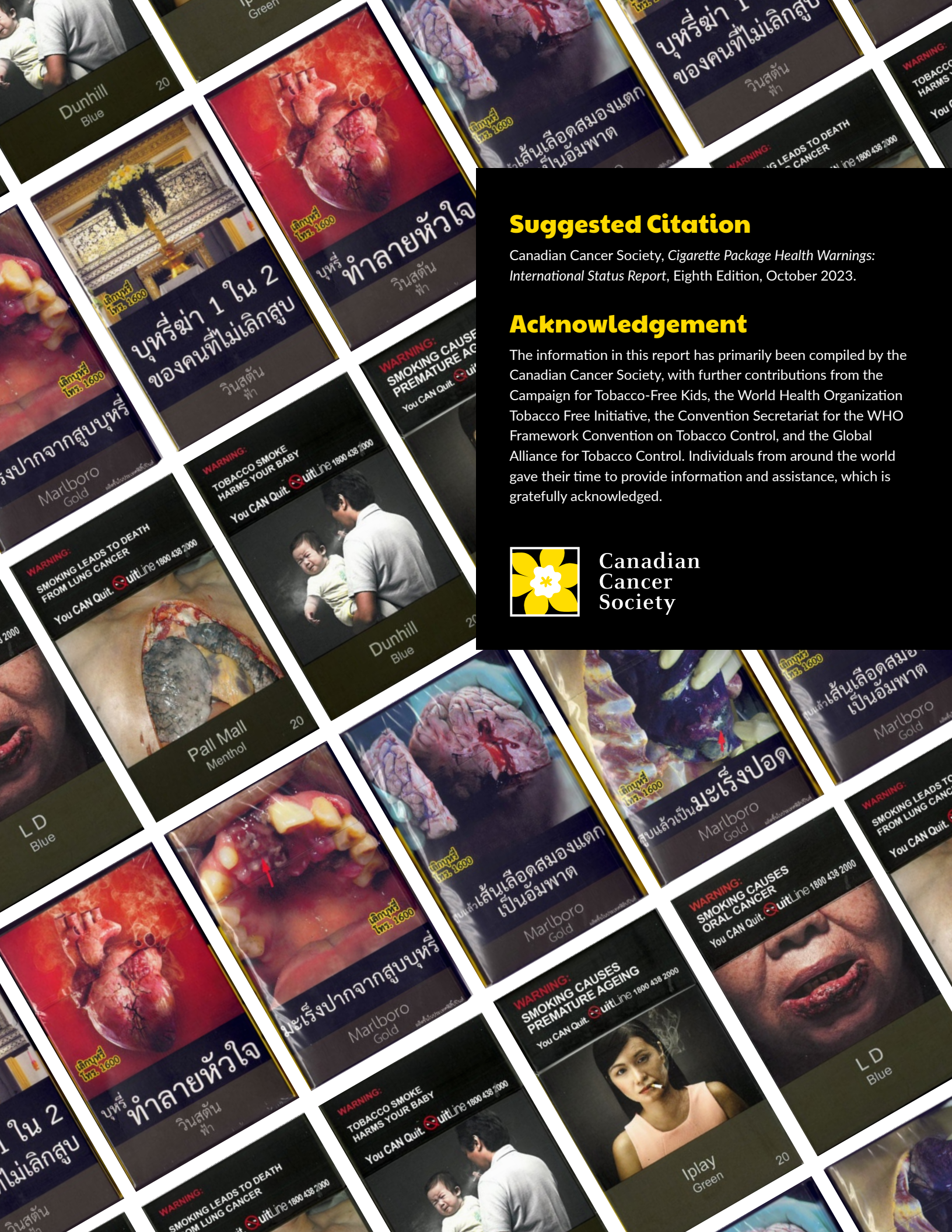
<http://globaltobaccocontrol.org/tpackss/>

FCTC Guidelines for Article 11 (packaging and labelling)

<https://fctc.who.int/publications/m/item/packaging-and-labelling-of-tobacco-products>

WHO Framework Convention on Tobacco Control

<https://fctc.who.int/publications/i/item/9241591013>



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Acknowledgement

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Canadian
Cancer
Society