

Tobacco Endgame Requires a Whole-of- Government Approach

March 19, 2026

SPEAKERS



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Article 2.1 of the Convention and intergovernmental approaches to the tobacco endgame

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Clarifying the concepts used in this presentation

Intergovernmental approaches

- The WHO FCTC – a platform for intergovernmental cooperation and longer-term collaboration
- The Conference of the Parties
- The Global Strategy to Accelerate Tobacco Control 2019-2030

Tobacco endgame = the destination

- **Forward-looking tobacco control measures under Article 2.1 of the Convention = routes/tools**
- **Article 2.1 = where the forward-looking measures could be anchored**

The WHO FCTC

- WHO FCTC – an **evidence-based** international public health treaty developed by governments
- Reflects a holistic, **intersectoral, whole-of-government** approach
- Provides an **international platform** for collaboration (i.e., development of a policy, COP) and cooperation (alignment of goals between countries, i.e., policies or measures with cross-border impact, such as cross-border advertising or control of illicit trade in tobacco products)

Article 2 of the WHO FCTC (*Relationship between this Convention and other agreements and legal instruments*)

- **Para 1.** ... Parties are encouraged to implement measures beyond those required by this Convention and its protocols, ...
- **Article 2** is reflected in the WHO FCTC reporting instrument and in the successive Global progress reports

WHO FRAMEWORK CONVENTION ON TOBACCO CONTROL



The Conference of the Parties to the WHO FCTC (COP)

- The **governing body** of the Convention
- The only **international intergovernmental body** fully dedicated to tobacco control
- **Keeps under regular review the implementation of the Convention** and takes decisions to promote the effective implementation of the treaty



Forward-looking tobacco control measures at the COP

- In 2024, the COP10 decided to establish the **Expert Group on Forward-looking Tobacco Control Measures (FLMs)** that could be contemplated within the scope of Article 2.1 of the WHO FCTC and that expand or intensify approaches to tobacco control.
- In November 2025, **COP11 considered the report** of the Expert Group.
- The EG identified 40 measures and then **short-listed 16 for detailed presentation to the COP.**

Tobacco supply

- Retail reduction
- Ban on incentives to retailers
- Price controls for tobacco products and devices (“minimum price policies”)
- Birthdate-based sales restrictions (BSRs) (“tobacco-free generation”)
- Increase in minimum legal age for sales of tobacco products
- Ban/phase out sales of tobacco products

Institutional structure/market

- Environmental controls (“producer pays”)
- End of any government support for tobacco farming
- Measures to reduce tobacco supplier profits and pricing power
- End the commercial sale of tobacco industry products
- Quota on tobacco manufacture and imports, followed by regular reduction (“sinking lid”)

Product

- Low/very low nicotine content levels in combustible tobacco products
- Ban on all flavouring agents and other additives in tobacco products
- Tobacco supply freeze on brands and reduction of variants
- Ban on cigarette filters

Consumer

- Expansion of smoke-free venues in private/semi-private environments and reduction of exposure to second- and third-hand tobacco smoke

Decision FCTC/COP11(5) Forward-looking tobacco control measures

- Adopted a **“COP-approved menu of endgame-compatible policies”**
- Establishes the next steps by inviting the **Parties** and requesting the **Convention Secretariat** to carry out some work

INVITES PARTIES, in accordance with national laws, regulations, context and priorities, to note:

- the [voluntary] forward-looking tobacco control measures... as **options for consideration** by Parties;
- that the list of forward-looking tobacco control measures ... **is not exhaustive**, and other future forward-looking measures may be considered by Parties;

REQUESTS THE SECRETARIAT

- to **disseminate the work of the Expert Group**, through facilitating experience-sharing between Parties on the adoption and implementation of forward-looking tobacco control measures;
- **publishing information received from the Parties** pursuant to their reporting obligations under the Convention in relation to forward-looking measures;
- **supporting Parties and the work of WHO FCTC Knowledge Hubs** in developing and sharing best practice and case studies on Parties’ experience in relation to forward-looking tobacco control measures; and
- **publishing information material**, including with support from the World Health Organization, on forward-looking tobacco control measures.

Intergovernmental (and international) approaches re: next steps

Decision FCTC/COP11(5) is structured to move forward-looking tobacco control measures (FLMs) from a menu of COP-approved options towards a **cooperative implementation process**.

Assistance to Parties

- The COP decision **opens the door** for the promotion of measures that could lead to or support the reaching of tobacco endgame
- **Tobacco control actors**, including the WHO FCTC knowledge hubs, could offer Parties or respond to Parties' needs in putting in place FLMs by utilizing the same means as the COP addressed to the Convention Secretariat

Promoting international and intergovernmental cooperation

- Promote better **documentation and reporting of examples**
 - Sharing legislative models and regulatory templates
 - Implementation processes and evidence of impact
 - Awareness on good practices in mitigating the risk and impact of legal challenges in relation to FLMs
- Coordinated or parallel adoption
 - In groups of Parties, regional blocks/initiatives?
 - Synchronized retail or sales reduction efforts in neighboring countries
 - Supply-side cooperation (production, import, market-related measures, pricing)
 - Alternative-livelihoods and environmental cooperation
 - Enforcement and illicit trade control integration in bilateral work

Involvement of international intergovernmental organizations

- Support by the UN country teams, i.e. UN Sustainable Development Cooperation Framework

Conclusions



As an international treaty with global reach, the WHO FCTC provides an unparalleled intergovernmental platform for advancing the tobacco endgame, as demonstrated at COP11 where Parties were invited - under Article 2.1 of the Convention - to expand or intensify their tobacco control measures beyond their obligations under the treaty in order to better protect human health.



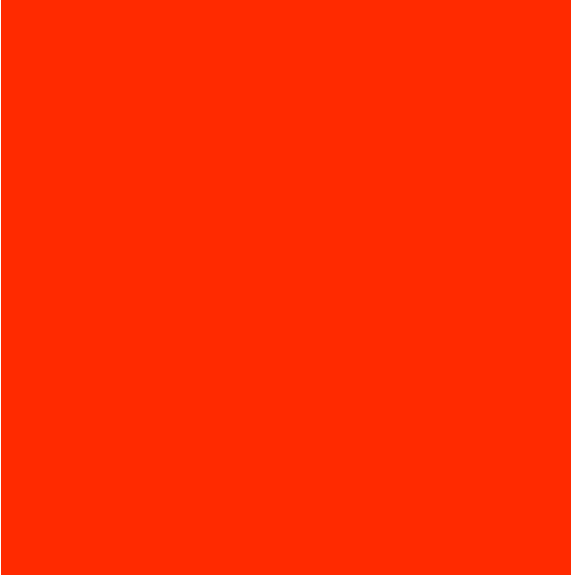
But the bottom-line is that every Party should reach at least the stage of full implementation of the requirements of the WHO FCTC as soon as possible, preferably within the timeline provided in certain Articles and in line with the priorities given in the Global Strategy to Accelerate Tobacco Control.



Documentation and sharing of good implementation practices is critical in implementing FLMs through cross-fertilization, and if possible, in a coordinated way through cross-country cooperation.



For FLMs that are even more perceptible to tobacco industry opposition and interference, Parties should facilitate, demand and strengthen international and intergovernmental collaboration.



Resources:

- COP11 main [document](#) on FLMs
- COP11 [information document](#) on FLMs
 - COP11 [decision](#) on FLMs
- [Global Strategy to Accelerate Tobacco Control](#)
- [Understanding the WHO FCTC COP](#)



FCTC

WHO FRAMEWORK CONVENTION
ON TOBACCO CONTROL

S E C R E T A R I A T

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Ben Carrick
Head of Public Health Policy Engagement

March 19th, 2026



Our Purpose

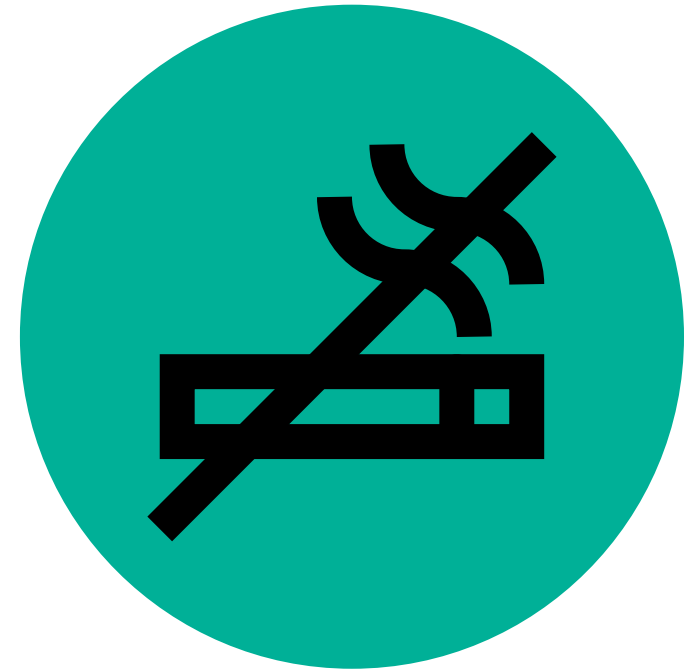
Realize the extraordinary power of everyday care

Our purpose is clear. We believe that when people can count on care every day, it not only makes them well, it makes them whole—empowering them to engage more fully with the people, experiences and world around them.



Kenvue and Tobacco Control/Smoking Cessation

- Our mission is to save the lives of smokers
- Our vision is a world free from tobacco and nicotine
- We understand this requires cross -society and multi -sector collaboration and partnership
- We bring over 50 years of research and development and over 40 years of commercial experience in smoking cessation with Nicorette®



Tobacco Endgame Policy

- We applaud achievements to date in addressing the health, social, economic and environmental harms of tobacco use globally
- But we also recognize there is still much more to be done
- Consequently, we welcome efforts to identify future and support advocacy for tobacco endgame policies -looking tobacco control measures
- We also believe that in parallel to further denormalizing tobacco use it is critical to ensure the availability of evidence -based smoking cessation services and treatment for all smokers

The Total Quit™ Campaign

Total Quit

Working towards a tobacco-
and nicotine-free future



- Total Quit™ aims to bring together leading stakeholders, experts, and organizations who share our objective of achieving a future free from tobacco and nicotine
- With the support of future partners, the initiative will champion the cause of 'Total Quit', demonstrating the immense value and benefits of a life free from tobacco and nicotine
- www.totalquitjourney.com/

Thank You

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Advancing
tobacco
endgame
through national
actions and
collaboration

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Competing interests: None

Finnish Institute for
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18/03/2026



In this presentation:

- Importance of national actions and information exchange
- Examples of tobacco endgame goals and strategies from Europe
- Key considerations in tobacco endgame
- Upcoming work in JA-SAFE



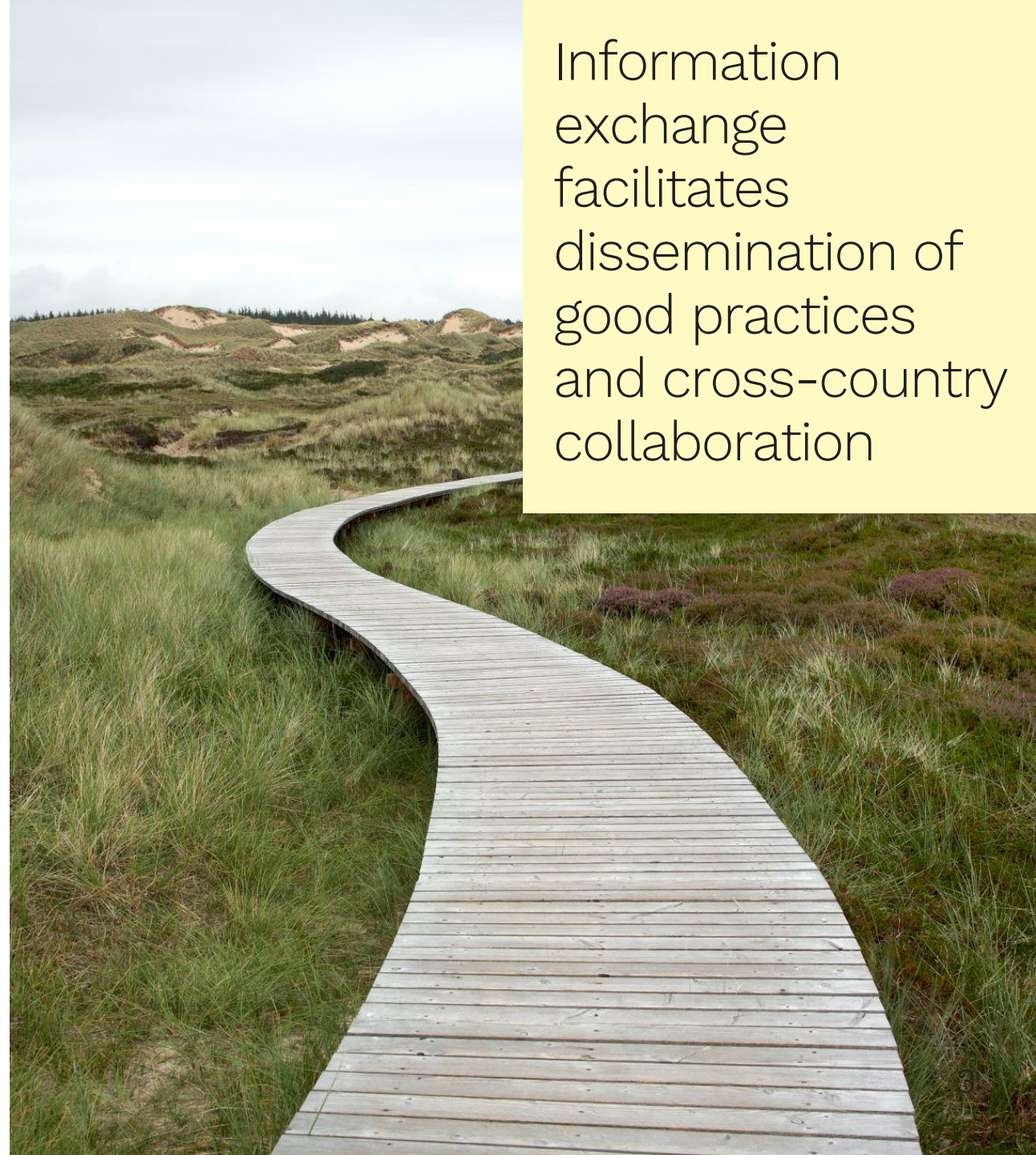
Importance of national actions

- Strategies and action plans
 - provide long-term vision and sustainability across political cycles
 - support regular revisions of tobacco control legislation
 - support cross-sectoral coordination and collaboration (health in all policies, civil society engagement)
 - facilitate (but also require) political commitment



18/03/2026

Information exchange facilitates dissemination of good practices and cross-country collaboration



European examples

Norway: <5% daily smoking and snus use in all age and education groups; children born in 2010 and later must not use tobacco and related products

The Netherlands: By **2040**, <5% of 18+ year-olds and 0% of young people and pregnant women smoke

United Kingdom – England: By **2030**, ≤5% smoking prevalence, a smoke-free generation

United Kingdom – Scotland: By **2034**, ≤5% smoking prevalence, a tobacco-free generation (children born in 2013)

Ireland: By **2025**, <5% smoking prevalence

Belgium: By **2040**, <5% of 15+ population use tobacco daily, 0% or almost 0% people start using tobacco products

France: By **2032**, children born since 2014 become the first generation of adult non-smokers (<5%)

Spain: Endgame declaration by public health organizations and civil society

Finland: By **2030**, <5% of the adult population use tobacco and non-NRT nicotine products daily

Sweden: By **2025**, <5% smoking prevalence

Denmark: Nicotine-Free Generation as part of health reform proposal in 2022

Germany: The German Cancer Research Center strategy for tobacco-free Germany

Slovenia: By **2040**, <5% of population 15+ use tobacco, related products and non-NRT nicotine products

Italy: An alliance of scientific societies to promote the development of a national tobacco endgame strategy

Regional goal

- EU Cancer Plan 2021
 - "Tobacco-Free Generation" <5% of tobacco use in Europe by 2040
- Reiterated in Safe Hearts Plan 2025
 - Flagship initiative: modernising tobacco control legislation
 - The Commission intends to propose, in 2026, a revision of the legislative framework on tobacco control
 - The long-term goal is for fewer than 5% of adults to be using tobacco by 2040

The European Union goal supports – and requires – national actions



Key considerations in tobacco endgame

Two complementary ways:

- **National strategies:** Measurable goals integrated into national tobacco control or health plans, with timeline and clear definitions of targeted products
- **Forward-looking tobacco control measures:** Individual policies implemented even without a broader national goal
- Fit to national context
- Remember “best buys” and strengthened WHO FCTC implementation



Key considerations in tobacco endgame

- Focus on products and supply
- Integrate effective cessation support
- Prioritize measures with substantial expected impact
- Resist industry interference
 - Strictly adhere to Article 5.3 of the WHO FCTC
 - Scrutinize industry-driven harm reduction initiatives

+ Prevent nicotine addiction (WHO FCTC Article 5.2b)





PROTECT PRESENT
**AND FUTURE
GENERATIONS**



www.tobaccoendgametoolkit.eu



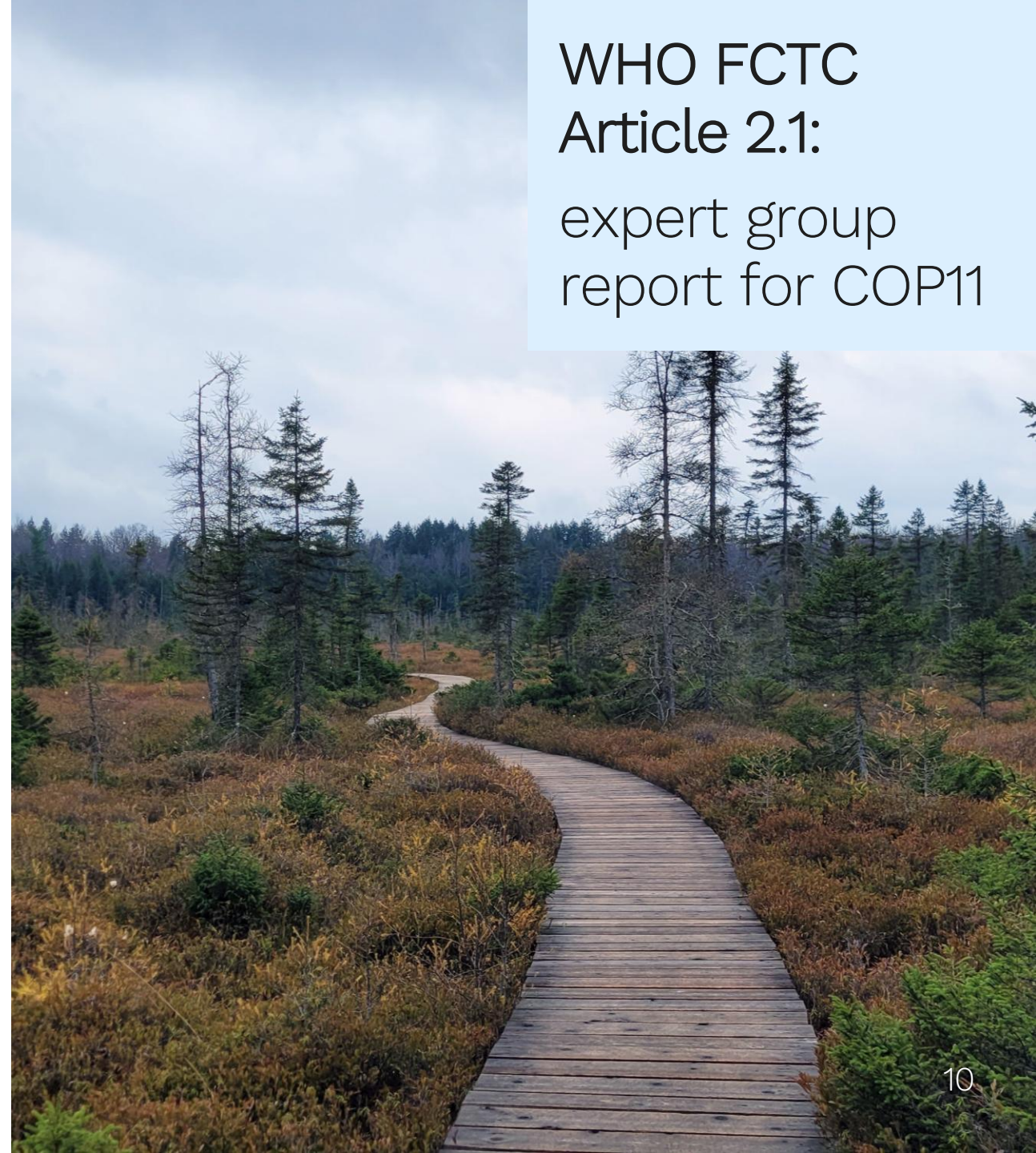
CO-FUNDED BY THE EUROPEAN UNION'S HEALTH PROGRAMME
UNDER GRANT AGREEMENT N° 101035968 / JA-01-2020 (HADEA)



Upcoming work on forward-looking tobacco control measures

JA-SAFE

- Health promotion and smoke- and aerosol-free environments
- Two tasks on forward-looking tobacco control measures
 - Feasibility assessments in partner countries
 - Modelling study in the European context
 - EU-specific publications and actions



Joint Actions

- Joint Action is a funding mechanism under the EU Health programme
 - to promote collaboration between the EU Member States, and the Commission
 - to address key EU health policy priorities, for example, by sharing, testing and refining successful tools, methods and approaches
 - to be implemented by a consortium of national public health authorities nominated by EU countries, co-funded by the Commission
- In JA-SAFE, we are joining forces to advance forward-looking tobacco control measures in years 2025-2029!



Thank you!

Contact: [hanna.ollila\(at\)thl.fi](mailto:hanna.ollila@thl.fi)

www.thl.fi

www.jasafe.org

STAY INVOLVED

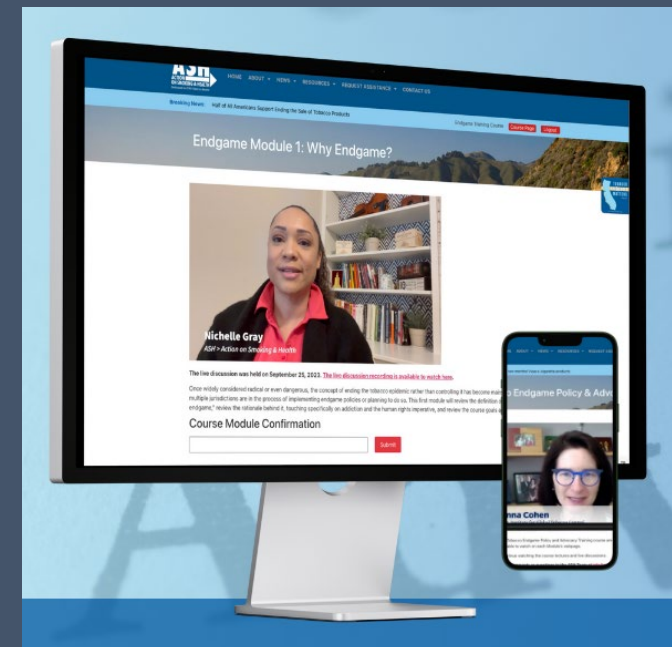


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Next Webinar

*Protecting Workers, Preventing NCDs:
Policy Solutions at the Intersection*

Next week – March 26



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Policy and Advocacy
Training Course**

<https://ProjectSunset.ash.org>