

LARGER, PICTURE HEALTH WARNINGS: THE GROWING WORLDWIDE TREND

This report – *Cigarette Package Health Warnings: International Status Report* – provides an international overview ranking 198 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 fourth edition, with the third edition dated October 2012.

There has been tremendous progress internationally in implementing package warnings, with many countries increasing warning size, more countries requiring picture warnings, and an increasing number of countries requiring two, three, four or even more rounds of picture warnings. The worldwide trend for larger, picture health warnings is growing and unstoppable, with many more countries in the process of developing such requirements.

Report highlights include:

- Fully 77 countries/jurisdictions have now finalized picture warning requirements, an increase from the 55 that had implemented by the end of 2012. Canada was the first country to implement picture warnings in 2001.
 - Fully 49% of the world's population is covered by the 77 countries/jurisdictions that have finalized picture warning requirements.
 - Thailand now has the largest warnings in the world at 85% of the package front and back, surpassing Australia at 82.5% (75% front, 90% back). Australia (since 2012) has also implemented plain packaging to prohibit tobacco company colours, logos, and design elements on the brand part of the package. (Examples of Australian plain packages can be seen on the cover, and on page 14.) Ireland, the United Kingdom, France, and New Zealand are in the process of implementing plain packaging, and the new European Union (EU) Directive provides that the 28 EU countries have the option to implement plain packaging.
- Fully 60 countries/jurisdictions have required warnings to cover at least 50% of the package front and back (on average), up from 47 in 2012, 32 in 2010 and 24 in 2008.
 - Progress since the last report in 2012 includes Thailand increasing the size of picture warnings from 55% to 85%, Nepal implementing 75% picture warnings, Jamaica improving warnings from 33% text to 60% pictures, and Uruguay implementing its 7th round of picture warnings (Uruguay's size is 80%). In addition, the new EU Directive will require picture warnings to cover the top 65% of the package front and back, effective May 20, 2016. (This report reflects existing EU requirements, not the pending 2016 improvements in the EU.)
 - Here are the top countries in terms of warning size as an average of the front and back:
 1. 85% Thailand (85% of front, 85% of back)
 2. 82.5% Australia (75%, 90%)
 3. 80% Uruguay (80%, 80%)
 4. 75% Brunei (75%, 75%)
 4. 75% Canada (75%, 75%)
 4. 75% Nepal (75%, 75%)
 7. 65% Togo (65%, 65%)
 7. 65% Turkey (65%, 65%)
 7. 65% Turkmenistan (65%, 65%)
 10. 65% Mauritius (60%, 70%)
 11. 65% Mexico (30%, 100%)
 11. 65% Venezuela (30%, 100%)

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 WHO Framework Convention on Tobacco Control. 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.

INFORMATION COLLECTION

Considerable effort was made to ensure the accuracy of the information contained in this report. Information obtained as of September 25, 2014, 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.

COUNTRIES REQUIRING PICTURE WARNINGS

At least 77 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)
2. Brazil (2002; 2004; 2009)
3. Singapore (2004; 2006; 2013)
4. Thailand (2005; 2007; 2010; 2014)
5. Venezuela (2005; 2009; 2014)
6. Jordan (2006; 2013)
7. Australia (2006, rotation of 2 sets every 12 months; 2012, rotation of 2 sets every 12 months)
8. Uruguay (2006; 2008; 2009; 2010; 2012; 2013; 2014)
9. Panama (2006; 2009; 2010; 2012; 2014)
10. Belgium (2006; rotation of 3 sets every 12 months starting 2011)
11. Chile (2006; 2007; 2008; 2009; 2010; 2011; 2012; 2013)⁹
12. Hong Kong (2007)
13. New Zealand (2008; rotation of 2 sets every 12 months)
14. Romania (2008)
15. United Kingdom (2008)
16. Egypt (2008; 2010; 2012; 2014)
17. Brunei (2008; 2012)
18. Cook Islands (2008)²
19. Iran (2009)
20. Malaysia (2009; 2014)
21. Taiwan (2009; 2014)
22. Peru (2009; 2011; 2014)
23. Djibouti (2009)
24. Mauritius (2009)
25. India (2009; 2011; 2013)
26. Cayman Islands (2009)
27. Latvia (2010)
28. Pakistan (2010)
29. Switzerland (2010, rotation of 3 sets every 24 months)
30. Liechtenstein (2010, rotation of 3 sets every 24 months)
31. Mongolia (2010; 2013)
32. Colombia (2010; 2011; 2012; 2013; 2014)
33. Turkey (2010)
34. Mexico (2010; 2011; 2012; 2013; 2014)
35. Norway (2011)
36. Malta (2011)
37. France (2011)
38. Guernsey (2011)
39. Spain (2011)
40. Bolivia (2011)
41. Jersey (2012)
42. Ukraine (2012)
43. Honduras (2012)¹¹
44. Madagascar (2012; 2013)
45. Denmark (2012)
46. Ecuador (2012; 2014)
47. Argentina (2012; 2014)
48. El Salvador (2012; 2015)
49. Bahrain (2012)
50. Kuwait (2012)
51. Oman (2012)
52. Qatar (2012)
53. Saudi Arabia (2012)
54. United Arab Emirates (2012)
55. Hungary (2012)¹⁴
56. Macau (2013)
57. Iceland (2013)
58. Ireland (2013)
59. Russia (2013)
60. Kazakhstan (2013)
61. Seychelles (2013)
62. Fiji (2013)
63. Vietnam (2013)
64. Macedonia The F. Y. R. (2014)¹⁸
65. Montenegro (2014)¹⁸
66. Indonesia (2014)
67. Nepal (2014)
68. Costa Rica (2014)
69. Jamaica (2014)
70. Suriname (2014)
71. Yemen (2014)
72. Sri Lanka (2015)
73. Solomon Islands (2015)
74. Turkmenistan (2015)
75. Trinidad and Tobago (2015, rotation of 2 sets every 12 months)
76. Namibia (2015)
77. Philippines (2015)



THAILAND (FRONT)



AUSTRALIA (FRONT)



TURKEY (FRONT)



NEPAL (FRONT)



BRUNEI (FRONT)

REGIONAL BREAKDOWN FOR PICTURE-BASED HEALTH WARNINGS

- 4 AFRICAN REGION (AFRO)**
Madagascar, Mauritius, Namibia, Seychelles
- 23 EUROPEAN REGION (EURO)**
Belgium, Denmark, France, Guernsey, Hungary, Iceland, Ireland, Jersey, Kazakhstan, Latvia, Liechtenstein, Macedonia The F.Y.R., Malta, Montenegro, Norway, Romania, Russia, Spain, Switzerland, Turkey, Turkmenistan, Ukraine, United Kingdom
- 12 EASTERN MEDITERRANEAN REGION (EMRO)**
Bahrain, Djibouti, Egypt, Iran, Jordan, Kuwait, Oman, Pakistan, Qatar, Saudi Arabia, U.A.E., Yemen
- 19 AMERICAS REGION (AMRO)**
Argentina, Bolivia, Brazil, Canada, Cayman Islands (UK), Chile, Colombia, Costa Rica, Ecuador, El Salvador, Honduras, Jamaica, Mexico, Panama, Peru, Suriname, Trinidad and Tobago, Uruguay, Venezuela
- 5 SOUTH EAST ASIAN REGION (SEARO)**
India, Indonesia, Nepal, Sri Lanka, Thailand
- 14 WESTERN PACIFIC REGION (WPRO)**
Australia, Brunei, Cook Islands, Fiji, Hong Kong (S.A.R., China), Macau (S.A.R., China), Malaysia, Mongolia, New Zealand, Philippines, Singapore, Solomon Islands, Taiwan, China, Vietnam

SIZE RANKINGS — AVERAGE OF PACKAGE FRONT AND BACK

This listing indicates the world leaders in terms of size as an average of the package front and back – only those countries exceeding 50% on average are listed here (a full table begins on page 8). For each country there is indicated in parentheses the size (including a border, if required) on the front, followed by the back. For example (60%, 70%) means 60% of front and 70% of back.

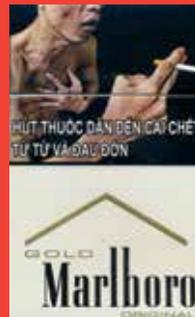
85%	Thailand (85%, 85%)	65%	Mauritius (60%, 70%)	56%	Namibia (51%, 61%)
82.5%	Australia (75%, 90%) ¹	65%	Mexico (30%, 100%)	56%	Belgium (48%, 63%)
80%	Uruguay (80%, 80%)	65%	Venezuela (30%, 100%)	56%	Liechtenstein (48%, 63%)
75%	Brunei (75%, 75%)	60%	Ecuador (60%, 60%)	56%	Switzerland (48%, 63%)
75%	Canada (75%, 75%)	60%	Jamaica (60%, 60%)	55%	Malaysia (50%, 60%)
75%	Nepal (75%, 75%)	60%	Sri Lanka (60%, 60%)	52%	Kyrgyzstan (52%, 52%)
65%	Togo (65%, 65%)	60%	Cook Islands (30%, 90%) ²	52%	Finland (45%, 58%)
65%	Turkey (65%, 65%)	60%	Fiji (30%, 90%)	52%	Ireland (45%, 58%)
65%	Turkmenistan (65%, 65%)	60%	New Zealand (30%, 90%)	50%	34 countries/jurisdictions



URUGUAY (FRONT)



SWITZERLAND (BACK)



VIETNAM (FRONT)



CANADA (FRONT)

REGIONAL BREAKDOWN — LARGEST SIZES BY REGION (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.

South East Asian Region (SEARO)

85%	Thailand (85%, 85%)
75%	Nepal (75%, 75%)
60%	Sri Lanka (60%, 60%)
40%	Indonesia (40%, 40%)

Eastern Mediterranean Region (EMRO)

50%	Bahrain (50%, 50%)
50%	Djibouti (50%, 50%)
50%	Egypt (50%, 50%)
50%	Iran (50%, 50%)
50%	Kuwait (50%, 50%)
50%	Oman (50%, 50%)
50%	Qatar (50%, 50%)
50%	Saudi Arabia (50%, 50%)
50%	U.A.E. (50%, 50%)
50%	Yemen (50%, 50%)

Western Pacific Region (WPRO)

82.5%	Australia (75%, 90%)
75%	Brunei (75%, 75%)
60%	Cook Islands (30%, 90%) ²
60%	Fiji (30%, 90%)
60%	New Zealand (30%, 90%)
55%	Malaysia (50%, 60%)
50%	7 countries/jurisdictions

European Region (EURO)

65%	Turkey (65%, 65%)
65%	Turkmenistan (65%, 65%)
56%	Belgium (48%, 63%)
56%	Liechtenstein (48%, 63%)
56%	Switzerland (48%, 63%)

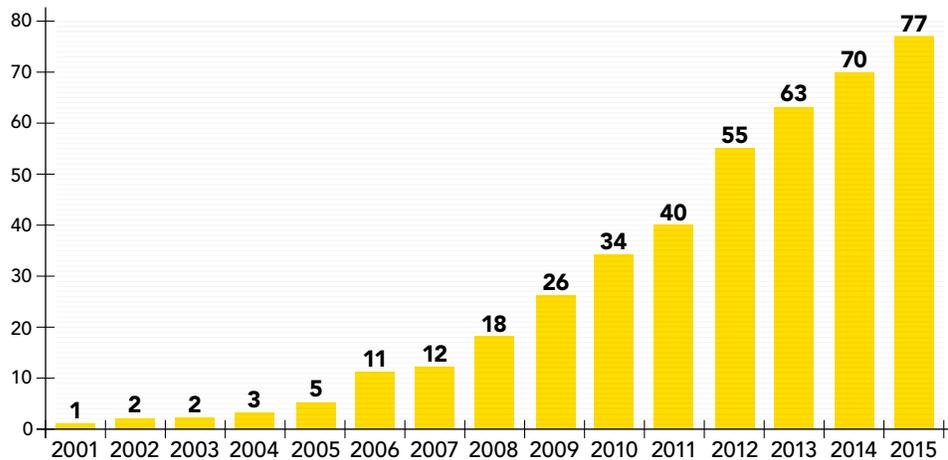
Americas Region (AMRO)

80%	Uruguay (80%, 80%)
75%	Canada (75%, 75%)
65%	Mexico (30%, 100%)
65%	Venezuela (30%, 100%)
60%	Ecuador (60%, 60%)
60%	Jamaica (60%, 60%)
50%	11 countries/jurisdictions

African Region (AFRO)

65%	Togo (65%, 65%)
65%	Mauritius (60%, 70%)
56%	Namibia (51%, 61%)
50%	Cameroon (50%, 50%)
50%	Ghana (50%, 50%)
50%	Madagascar (50%, 50%)
50%	Seychelles (50%, 50%)

COUNTRIES/JURISDICTIONS REQUIRING PICTURE WARNINGS ON CIGARETTE PACKAGES



FIJI (BACK)



NEW ZEALAND (BACK)



JAPAN (FRONT)



PANAMA (FRONT)



COSTA RICA (BACK)

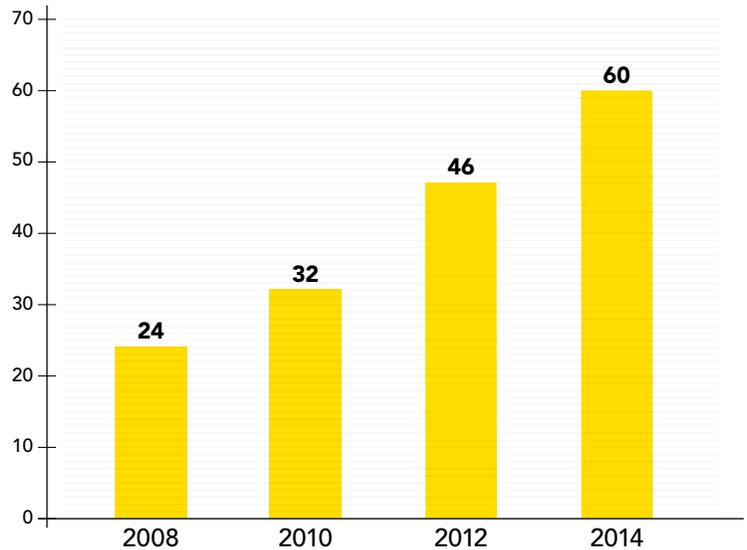
SIZE RANKINGS — FRONT OF PACKAGE

This listing indicates the world leaders in terms of the largest size for the front of the package. Warnings located on the front of the package are more visible than on the back.

- | | | |
|---------------------|--------------------------------|--------------------------|
| 85% Thailand | 50% Bahrain | 50% Oman |
| 80% Uruguay | 50% Bolivia | 50% Panama |
| 75% Australia | 50% Cameroon | 50% Peru |
| 75% Brunei | 50% Chile | 50% Philippines |
| 75% Canada | 50% Cost Rica | 50% Qatar |
| 75% Nepal | 50% Djibouti | 50% Saudi Arabia |
| 70% Solomon Islands | 50% Egypt | 50% Seychelles |
| 65% Togo | 50% El Salvador | 50% Singapore |
| 65% Turkey | 50% Ghana | 50% Suriname |
| 65% Turkmenistan | 50% Honduras | 50% Trinidad and Tobago |
| 60% Ecuador | 50% Hong Kong (S. A. R. China) | 50% Ukraine |
| 60% Jamaica | 50% Iran | 50% United Arab Emirates |
| 60% Mauritius | 50% Kuwait | 50% Vietnam |
| 60% Sri Lanka | 50% Libya | 50% Yemen |
| 52% Kyrgyzstan | 50% Macau (S. A. R. China) | 48% Belgium |
| 51% Namibia | 50% Madagascar | 48% Liechtenstein |
| 50% Albania | 50% Malaysia | 48% Switzerland |
| 50% Argentina | 50% Mongolia | |

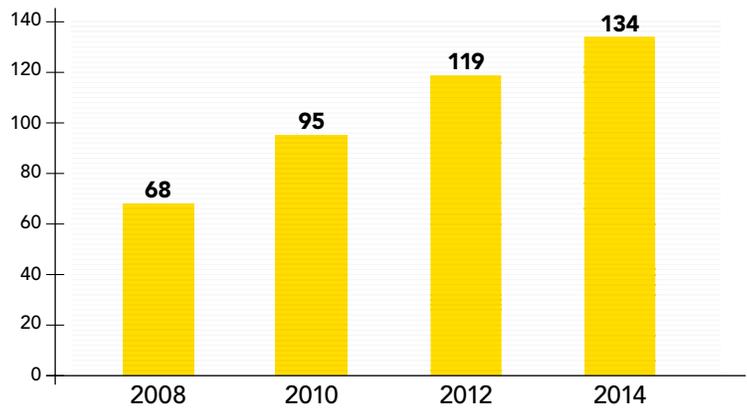
50%+

**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), the international tobacco 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”) 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 Guidelines⁴² 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” – accordingly a growing number of countries have prohibited “light”, “mild” and other misleading descriptors.



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 every smoker (and consumers of other tobacco products) every day. Warnings are always working — 24 hours per day, 7 days per week. A pack a day smoker would take his or her 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 studies⁴¹ as well as country experience provide overwhelming evidence about the beneficial impact of larger, picture warnings.

LARGER SIZE IS MORE EFFECTIVE

The FCTC Article 11 guidelines⁴² 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 more than 70 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), and should be placed at the top of the front/back, not the bottom, as provided in the Article 11 Guidelines.⁴² The table on pages 8–11 lists sizes for both the package front and back, recognizing that the front is more important due to greater its visibility.

PLAIN PACKAGING

Plain packaging would prohibit brand colours, logos and design elements on packages, and would require that packages only come in a standard shape and format. Under plain packaging, health warnings would continue to appear, but the brand portion of the package would have the same colour (e.g. brown) for all brands. The brand name would be allowed on packages, but only in a standard location, colour (e.g. black), font style and size.

Plain packaging would curb the industry’s use of the package as a promotional vehicle, would increase the effectiveness of package warnings, would curb package deception, and would decrease tobacco use. Both the Article 11⁴² and the Article 13⁴³ guidelines under the FCTC recommend that Parties consider implementing plain packaging. Australia’s world precedent setting plain packaging had full implementation at the retail level as of December 1, 2012. There is tremendous international momentum on plain packaging, including these recent developments:

Australia – Plain packaging legislation adopted December 1, 2011 and fully implemented December 1, 2012.⁴⁴ Constitutional challenge dismissed by High Court of Australia August 15, 2012.⁴⁵

Ireland – Government Bill introduced in Parliament June 11, 2014.⁴⁶

United Kingdom – Enabling legislation approved by Parliament March 13, 2014.⁴⁷ Draft implementing regulations published June 26, 2014 with consultation that ended August 7, 2014.⁴⁸

New Zealand – Government Bill introduced December 17, 2013, first reading February 11, 2014, Health Committee approval Aug. 5, 2014.⁴⁹

France - Health Minister announced Sept. 25, 2014 bill to be introduced.

Finland – Government national action plan (June 2014) includes plain packaging as planned measure.⁵⁰

European Union – new *Tobacco Products Directive* adopted April 3, 2014 explicitly states that 28 EU countries have option of implementing plain packaging.⁵¹

INTERNATIONAL RANKINGS

	RANK	COUNTRY/ JURISDICTION	PICTURE WARNINGS	AVERAGE	FRONT	BACK	EC MEMBER STATES LESS THAN 30% MINIMUM SIZE	ARTICLE 11 FCTC DEADLINE	PICTURE WARNINGS YEAR(S)
1	1	Thailand	✓	85	85	85			2005, 2007, 2010, 2014
2	2	Australia (1)	✓	82.5	75	90			2006, 2012
3	3	Uruguay	✓	80	80	80			2006, 2008, 2009, 2010, 2012, 2013, 2014
4	4	Brunei	✓	75	75	75			2008, 2012
5	4	Canada	✓	75	75	75			2001, 2012
6	4	Nepal	✓	75	75	75			2014
7	7	Togo		65	65	65			
8	7	Turkey	✓	65	65	65			2010
9	7	Turkmenistan	✓	65	65	65			2015
10	10	Mauritius	✓	65	60	70			2009
11	11	Mexico	✓	65	30	100			2010, 2011, 2012, 2013, 2014
12	11	Venezuela	✓	65	30	100			2005, 2009, 2014
13	13	Ecuador	✓	60	60	60			2012, 2014
14	13	Jamaica	✓	60	60	60			2014
15	13	Sri Lanka	✓	60	60	60			2015
16	16	Cook Islands (2)	✓	60	30	90			2008
17	16	Fiji	✓	60	30	90			2013
18	16	New Zealand (3)	✓	60	30	90			2008
19	19	Namibia (4)	✓	56	51	61			2015
20	20	Belgium (5)	✓	56	48	63	✓		2006, 2011
21	20	Liechtenstein (6)	✓	56	48	63	*	#	2010
22	20	Switzerland (7)	✓	56	48	63	*	#	2010
23	23	Malaysia	✓	55	50	60			2009, 2014
24	24	Kyrgyzstan (8)		52	52	52			
25	25	Finland		52	45	58	✓		
26	25	Ireland	✓	52	45	58	✓		2013
27	27	Solomon Islands	✓	50	70	30			2015
28	28	Albania		50	50	50			
29	28	Argentina	✓	50	50	50		#	2012, 2014
30	28	Bahrain	✓	50	50	50			2012
31	28	Bolivia	✓	50	50	50			2011
32	28	Cameroon		50	50	50			
33	28	Chile (9)	✓	50	50	50			2006, 2007, 2008, 2009, 2010, 2011, 2012, 2013
34	28	Costa Rica	✓	50	50	50			2014
35	28	Djibouti	✓	50	50	50			2009
36	28	Egypt	✓	50	50	50			2008, 2010, 2012, 2014
37	28	El Salvador	✓	50	50	50		#	2012, 2015
38	28	Ghana (10)		50	50	50			
39	28	Honduras (11)	✓	50	50	50			2012
40	28	Hong Kong (S.A.R., China)	✓	50	50	50		#	2007
41	28	Iran	✓	50	50	50			2009
42	28	Kuwait	✓	50	50	50			2012
43	28	Macau (S.A.R., China)	✓	50	50	50		#	2013
44	28	Madagascar	✓	50	50	50			2012, 2013
45	28	Mongolia	✓	50	50	50			2010, 2013
46	28	Oman	✓	50	50	50			2012
47	28	Panama	✓	50	50	50			2006, 2009, 2010, 2012, 2014

Countries/jurisdictions that are not Parties to the FCTC

* Countries/jurisdictions that follow the EC

	RANK	COUNTRY/ JURISDICTION	PICTURE WARNINGS	AVERAGE FRONT/BACK		FRONT	BACK	EC MEMBER STATES	LESS THAN 30% MINIMUM SIZE	ARTICLE 11 FCTC DEADLINE	PICTURE WARNINGS YEAR(S)
48	28	Peru	√	50	50	50					2009, 2011, 2014
49	28	Philippines	√	50	50	50					2015
50	28	Qatar	√	50	50	50					2012
51	28	Saudi Arabia	√	50	50	50					2012
52	28	Seychelles	√	50	50	50					2013
53	28	Singapore	√	50	50	50					2004, 2006, 2013
54	28	Suriname	√	50	50	50					2014
55	28	Trinidad and Tobago	√	50	50	50					2015
56	28	Ukraine	√	50	50	50					2012
57	28	United Arab Emirates	√	50	50	50					2012
58	28	Viet Nam	√	50	50	50					2013
59	28	Yemen	√	50	50	50					2014
60	60	Brazil (12)	√	50	0	100					2002, 2004, 2009
61	61	Estonia		48	43	53	√				
62	61	France	√	48	43	53	√				2011
63	61	Guernsey (13)	√	48	43	53	*				2011
64	61	Hungary (14)	√	48	43	53	√				2012
65	61	Iceland	√	48	43	53	*				2013
66	61	Jersey (13)	√	48	43	53	*				2012
67	61	Latvia	√	48	43	53	√				2010
68	61	Norway	√	48	43	53	*				2011
69	61	Portugal		48	43	53	√				
70	61	Romania	√	48	43	53	√				2008
71	61	Slovenia		48	43	53	√				
72	61	Spain	√	48	43	53	√				2011
73	61	Sweden		48	43	53	√				
74	61	United Kingdom	√	48	43	53	√				2008
75	75	Lebanon (15)		45	45	45					
76	76	Jordan (16)	√	43	43	43					2006, 2013
77	76	Nigeria (17)		43	43	43					
78	78	Bosnia and Herzegovina		43	35	50	*				
79	79	Comoros		40	40	40					
80	79	Indonesia	√	40	40	40		#			2014
81	79	Kazakhstan	√	40	40	40					2013
82	79	Pakistan	√	40	40	40					2010
83	79	Uzbekistan		40	40	40					
84	84	Kenya		40	30	50					
85	84	Russian Federation	√	40	30	50					2013
86	86	Cyprus		39	32	45	√				
87	86	Greenland (Denmark)		39	32	45		#			
88	86	Kosovo		39	32	45	*	#			
89	86	Luxembourg		39	32	45	√				
90	86	Malta	√	39	32	45	√				2011
91	91	Taiwan, China	√	35	35	35		#			2009, 2014
92	92	Austria		35	30	40	√				
93	92	Bulgaria		35	30	40	√				
94	92	Croatia		35	30	40	√				
95	92	Czech Republic		35	30	40	√				
96	92	Denmark	√	35	30	40	√				2012

	RANK	COUNTRY/ JURISDICTION	PICTURE WARNINGS	AVERAGE	FRONT	BACK	EC MEMBER STATES LESS THAN 30% MINIMUM SIZE	ARTICLE 11 FCTC DEADLINE	PICTURE WARNINGS YEAR(S)
97	92	Faroe Islands (Denmark)		35	30	40	*	#	
98	92	Germany		35	30	40	✓		
99	92	Greece		35	30	40	✓		
100	92	Italy		35	30	40	✓		
101	92	Lithuania		35	30	40	✓		
102	92	Macedonia, The F.Y.R. (18)	✓	35	30	40	*		
103	92	Moldova, Republic of		35	30	40	*		
104	92	Montenegro (18)	✓	35	30	40	*		2014
105	92	Netherlands		35	30	40	✓		
106	92	Poland		35	30	40	✓		
107	92	San Marino (19)		35	30	40	*		
108	92	Serbia		35	30	40	*		
109	92	Slovakia		35	30	40	✓		
110	110	Armenia		30	30	30			
111	110	Bangladesh		30	30	30			
112	110	Belarus		30	30	30			
113	110	Benin		30	30	30			
114	110	Cambodia		30	30	30			
115	110	China		30	30	30			
116	110	Colombia	✓	30	30	30			2010, 2011, 2012, 2013, 2014
117	110	Congo, Republic of		30	30	30			
118	110	D. R. Congo		30	30	30			
119	110	Eritrea (20)		30	30	30		#	
120	110	Gambia		30	30	30			
121	110	Georgia		30	30	30			
122	110	Guinea		30	30	30			
123	110	Israel		30	30	30			
124	110	Japan		30	30	30			
125	110	Lao P.D.R.		30	30	30			
126	110	Maldives		30	30	30			
127	110	Mali		30	30	30			
128	110	Nauru		30	30	30			
129	110	South Korea (Republic of Korea)		30	30	30			
130	110	Tonga		30	30	30			
131	110	Uganda		30	30	30			
132	132	Cuba (21)		30	0	60		#	
133	133	Mozambique		28	30	25		#	
134	134	Libya		25	50	0	X	Sep. 5, 2008	
135	135	South Africa (22)		21	16	26	X	Jul. 18, 2008	
136	136	India	✓	20	40	0	X	Feb. 27, 2008	2009, 2011, 2013
137	137	Zimbabwe		20	15	25		#	
138	138	Algeria		15	15	15	X	Sep. 28, 2009	
139	139	Cayman Islands (UK) (23)	✓	15	0	30		#	2009
140	140	Guatemala		13	25	0	X	Feb. 14, 2009	
141	141	West Bank and Gaza Strip		10	20	0		#	
142	142	Morocco (24)		5	0	10		#	
143	143	Zambia (25)		3	3	3	X	Aug. 21, 2011	
144	144	Afghanistan		0	0	0	X	Nov. 11, 2013	
145	144	Andorra (26)		0	0	0		#	
146	144	Angola		0	0	0	X	Dec. 19, 2010	
147	144	Antigua and Barbuda		0	0	0	X	Sep. 3, 2009	
148	144	Bahamas		0	0	0	X	Feb. 1, 2013	
149	144	Barbados		0	0	0	X	Feb. 1, 2009	

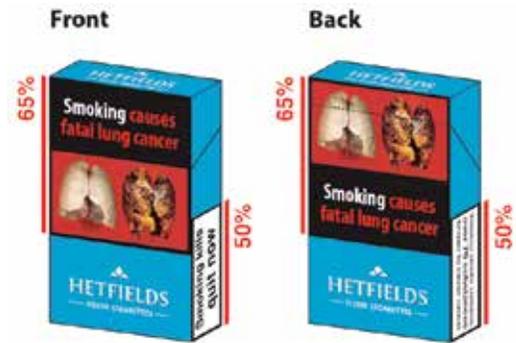
	RANK	COUNTRY/ JURISDICTION	PICTURE WARNINGS		AVERAGE FRONT/BACK		EC MEMBER STATES	LESS THAN 30% MINIMUM SIZE	ARTICLE 11 FCTC DEADLINE	PICTURE WARNINGS YEAR(S)
150	144	Belize	0	0	0		X	Mar. 15, 2009		
151	144	Bhutan (27)	0	0	0			Feb. 27, 2008		
152	144	Botswana	0	0	0		X	May. 1, 2008		
153	144	Burkina Faso (28)	0	0	0		X	Oct. 29, 2009		
154	144	Burundi	0	0	0		X	Feb. 20, 2009		
155	144	Cape Verde	0	0	0		X	Jan. 2, 2009		
156	144	Central African Republic	0	0	0		X	Feb. 5, 2009		
157	144	Chad	0	0	0		X	Apr. 30, 2009		
158	144	Côte d'Ivoire	0	0	0		X	Nov. 11, 2013		
159	144	D.P.R. Korea	0	0	0		X	Aug. 14, 2008		
160	144	Dominica	0	0	0		X	Oct. 22, 2009		
161	144	Dominican Republic	0	0	0			#		
162	144	Equatorial Guinea	0	0	0		X	Dec. 16, 2008		
163	144	Gabon (29)	0	0	0		X	May. 21, 2012		
164	144	Grenada	0	0	0		X	Nov. 12, 2010		
165	144	Guinea-Bissau	0	0	0		X	Feb. 5, 2012		
166	144	Guyana	0	0	0		X	Dec. 14, 2008		
167	144	Haiti	0	0	0			#		
168	144	Kiribati	0	0	0		X	Dec. 14, 2008		
169	144	Lesotho	0	0	0		X	Apr. 14, 2008		
170	144	Liberia	0	0	0		X	Dec. 14, 2012		
171	144	Malawi	0	0	0			#		
172	144	Marshall Islands	0	0	0		X	Mar. 8, 2008		
173	144	Mauritania	0	0	0		X	Jan. 26, 2009		
174	144	Micronesia	0	0	0		X	Jun. 16, 2008		
175	144	Monaco (30)	0	0	0			#		
176	144	Myanmar	0	0	0		X	Feb. 27, 2008		
177	144	Nicaragua	0	0	0		X	Jul. 8, 2011		
178	144	Niger (31)	0	0	0		X	Aug. 25, 2008		
179	144	Niue	0	0	0		X	Sep. 1, 2008		
180	144	Palau	0	0	0		X	Feb. 27, 2008		
181	144	Papua New Guinea	0	0	0		X	Aug. 23, 2009		
182	144	Paraguay	0	0	0		X	Dec. 2009		
183	144	Rwanda	0	0	0		X	Jan. 17, 2009		
184	144	Saint Kitts and Nevis	0	0	0		X	Sep. 19, 2014		
185	144	Saint Lucia	0	0	0		X	Feb. 5, 2009		
186	144	St Vincent and the Grenadines	0	0	0		X	Jan. 27, 2014		
187	144	Samoa (32)	0	0	0		X	Feb. 1, 2009		
188	144	Sao Tome and Principe	0	0	0		X	Jul. 11, 2009		
189	144	Senegal (33)	0	0	0		X	Apr. 27, 2008		
190	144	Sierra Leone	0	0	0		X	Aug. 20, 2012		
191	144	South Sudan	0	0	0			#		
192	144	Sudan	0	0	0		X	Jan. 29, 2009		
193	144	Swaziland	0	0	0		X	Apr. 13, 2009		
194	144	Tanzania	0	0	0		X	Jul. 29, 2010		
195	144	Tunisia	0	0	0		X	Sep. 5, 2013		
196	144	Tuvalu	0	0	0		X	Dec. 25, 2008		
197	144	United States of America	0	0	0			#		
198	144	Vanuatu (34)	0	0	0		X	Dec. 15, 2008		

In the table, the indicated average size for the front and back has been rounded; for example 17.5% appears as 18%. In the case of Australia, the average size has not been rounded.

Other countries: The following countries are not listed in this report (7): Azerbaijan, Ethiopia, Iraq, Syrian Arab Republic, Tajikistan, Somalia, Timor-Leste.

THE NEW EUROPEAN UNION DIRECTIVE

A new European Union Directive adopted April 3, 2014 will require all 28 EU countries to implement picture warnings covering the top 65% of the package front and back effective May 20, 2016 at the manufacturer level.³⁵ These pending requirements are not reflected in this report. Although the European Commission has not yet determined the content of new picture warnings, an illustrative mock-up for the pending new 65% warnings is shown at right.



Source: European Commission

THE EXISTING EUROPEAN UNION DIRECTIVE — EXPLANATORY COMMENT

For EU countries, this report reflects implementation of the existing EU Directive. The existing EU Directive, adopted in 2001, specifies that the warning size is to be as follows, plus a border (3-4mm in width) that is to be in addition to the space for the warnings:

35% (30% front, 40% back) unilingual countries
39% (32% front, 45% back) bilingual countries³⁶
43% (35% front, 50% back) trilingual countries.³⁷

Once the required border is factored in, the required size in effect increases to the following:³⁸

48% (43% front, 53% back), unilingual countries
52% (45% front, 58% back), bilingual countries
56% (48% front, 63% back), trilingual countries.

Many EU countries are not compliant with the EU Directive that requires the border to be in addition to the warning. Packages were able to be collected from all 28 EU countries to assess compliance. Based on this review, 13 of these 28 EU countries appear to be in compliance with the Directive in this respect,³⁹ while 15 of 28 are not in compliance because packages indicate that the border has been included in the space for the warning, instead of in addition to the warning.⁴⁰ A limitation of this is that the assessment is based on the packaging material received, and not a comprehensive examination of all brands sold on the market in each country. In the EU, 10 of 28 countries have finalized requirements for picture warnings.

NOTES

1. **Australia** : Rotation of two sets of 7 warnings every 12 months, for both 2006 and 2012 rounds. In addition to the 90% warning on the package back, Australia also requires a fire risk statement, which appears on the bottom 10% of the package back.
2. **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 contained pictures as required in Australia/New Zealand.
3. **New Zealand** : Rotation of two sets every 12 months.
4. **Namibia** : 50% front, 60% back, plus a border of unspecified size.
5. **Belgium** : Rotation of one of three sets every 12 months starting 2011.
6. **Liechtenstein** : Rotation of one of three sets every 24 months. Liechtenstein is in a customs union with Switzerland. Liechtenstein law requires that tobacco packages depict Switzerland's health warnings.
7. **Switzerland** : Rotation of one of three sets every 24 months.
8. **Kyrgyzstan** : Size includes a black border.
9. **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.
10. **Ghana** : Warnings are in place through mandatory contractual arrangements between Ghana's Food and Drug Board and tobacco importers/distributors.
11. **Honduras** : Details of additional rounds of picture warnings were not fully obtained at press time.
12. **Brazil** : 100% of either front or back. A series of 30% text warnings is to be added to the package front effective January 1, 2016, but the content of these front warnings has not yet been specified.
13. **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.
14. **Hungary** : 42 picture warnings are to be rotated over 3 years, with the difference between the most and least frequently appearing warnings not allowed to be more than 10%.
15. **Lebanon** : Size is 40% plus a border, with size estimated based on available packs. The Decree provides for a maximum border width of 3mm, provides no minimum, and provides a mockup with a 3mm width.
16. **Jordan** : Size is 40% plus a border as illustrated in the national standard.

17. **Nigeria** : Size includes a border as illustrated in the national standard.
18. **Macedonia The F.Y.R. and Montenegro** : Year of implementation may have been prior to 2014.
19. **San Marino** : Cigarettes are imported from Italy and follow Italian package warning requirements.
20. **Eritrea** : *The Proclamation to Provide for Tobacco Control* provides that warnings shall be 30% or more, and should be 50% or more, of the package front and back. Packages obtained indicate that at least some brands have warnings larger than 30%.
21. **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.
22. **South Africa** : 15% front, 25% back plus a border of unspecified width.
23. **Cayman Islands** : Regulations require a graphic health warning to appear on either front or back. The size shall be at least 30%, and no less than the size required by the country of origin.
24. **Morocco** : Size estimated based on available packs. Legislation requires a warning on the back, but does not specify a minimum size.
25. **Zambia** : Size estimated based on available packs. Legislation requires a warning on the front and back, but does not specify a minimum size.
26. **Andorra** : In practice, packages tend to depict picture warnings from France or Spain.
27. **Bhutan** bans tobacco product sales, but allows importation by individuals of limited quantities for personal consumption provided certain conditions are met, including that the packaging containing a health warning (no minimum warning size specified).
28. **Burkina Faso** : *Decree No. 2011-1051/PRES/PM/MS/MEF on packaging and labelling of tobacco products in Burkina Faso*, approved December 30, 2011, contemplates picture warnings covering 60% of the package front and back, but the content of warnings has not yet been specified.
29. **Gabon** : *Law No. 006/2013 of August 21, 2013 concerning the enactment of measures supporting the campaign for tobacco control in the Republic of Gabon*, published in the Official Journal of September 24-30, 2013, requires that text messages on 60% of front and 65% of back effective 12 months after promulgation, but there have been implementation delays.
30. **Monaco** : In practice, packs follow France requirements.
31. **Niger** : *Decision No. 442 MSP/DGSP/DHP/ES of December 2, 2013 regulating the composition, packaging and labelling of tobacco products in Niger* provides that picture warnings are to cover 50% of the package front and back, but the picture content has not yet been specified.
32. **Samoa** : *Tobacco Control Regulations 2013*, dated October 29, 2013, provide that picture warnings are to cover 30% of front and 90% of back effective July 1, 2014, but there have been implementation delays.
33. **Senegal** : *Law No. 2014-14 concerning the manufacture, packaging, labelling, sale and use of tobacco*, dated March 28, 2014, provides that picture warnings are to cover at least 70% of the front and back, but a decree specifying the content of warnings has not yet been adopted.
34. **Vanuatu** : *Tobacco Control Regulation Order No. 86 of 2013, dated July 1, 2013*, requires picture warnings on 50% of the front and back, effective 12 months after publication in the Gazette, but there have been implementation delays.
35. **EU** : *Directive 2014/40/EU of the European Parliament and of the Council of 3 April 2014 on the approximation of the laws, regulations and administrative provisions of the Member States concerning the manufacture, presentation and sale of tobacco and related products and repealing Directive 2001/37/EC*.
36. **EU** : Bilingual EU Member States are Cyprus, Finland, Ireland, Luxembourg, Malta.
37. **EU** : Belgium is a trilingual EU Member State. Switzerland, Bosnia and Herzegovina, and Liechtenstein are non-EU countries that require trilingual warnings with EU size requirements.
38. **EU** : 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 packages).
39. **EU** : Proper implementation of border/size requirement (13): Belgium, Estonia, Finland, France, Hungary, Ireland, Latvia, Portugal, Romania, Slovenia, Spain, Sweden, United Kingdom. The following non-EU countries/jurisdictions have also implemented the EU Directive, and have done so properly in terms of the border: Guernsey, Iceland, Jersey, Liechtenstein, Norway, Switzerland.
40. **EU** : Non-compliant with border/size requirement (15): Austria, Bulgaria, Croatia, Cyprus, Czech Republic, Denmark, Germany, Greece, Italy, Lithuania, Luxembourg, Malta, Netherlands, Poland, Slovakia. The following non-EU countries/jurisdictions have also implemented the EU Directive, but are non-compliant in terms of the border: Bosnia and Herzegovina, Faroe Islands, Kosovo, Macedonia The F.Y.R., Moldova, Montenegro, San Marino, Serbia.
41. See Tobacco Labelling Resource Centre, www.tobaccolabels.org
42. *Guidelines for implementation of Article 11 of the WHO Framework Convention on Tobacco Control (Packaging and labelling of tobacco products)*.
43. *Guidelines for implementation of Article 13 of the WHO Framework Convention on Tobacco Control (Tobacco advertising, promotion and sponsorship)*.

NOTES FOR PLAIN PACKAGING

44. **Australia** : *Tobacco Plain Packaging Act 2011*, No. 148, 2011; *Trade Marks Amendment (Tobacco Plain Packaging) Act 2011*, No. 149, 2011.
45. **Australia** : *JT International SA v Commonwealth of Australia* [2012] HCA 43, High Court of Australia, Order August 15, 2012, Reasons October 5, 2012.
46. **Ireland** : *Public Health (Standardised Packaging of Tobacco) Bill 2014*, Bill Number 54 of 2014, introduced in the Seanad (Senate) June 11, 2014. Second Stage in the Seanad approved June 17, 2014.
47. **United Kingdom** : *Children and Families Act 2014*, 2014 no. 6, section 94.
48. **United Kingdom** Department of Health, Welsh Government, Scottish Government, Northern Ireland Department of Health, Social Services and Public Safety, "Consultation on the introduction of regulations for standardised packaging of tobacco products" published June 26, 2014.
49. **New Zealand** : *Smoke-free Environments (Tobacco Plain Packaging) Amendment Bill*, Bill 186-1, introduced December 17, 2013, first reading Feb. 11, 2014; Health Committee Report, August 5, 2014.
50. **Finland** : Action plan to make the country smoke-free by 2040.
51. **EU** : *Directive 2014/40/EU*, note 35 above, Article 24(2).



URUGUAY (FRONT)



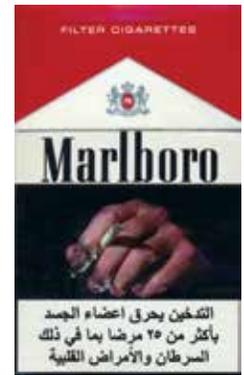
URUGUAY (BACK)



MONGOLIA (FRONT)



KAZAKHSTAN (FRONT)



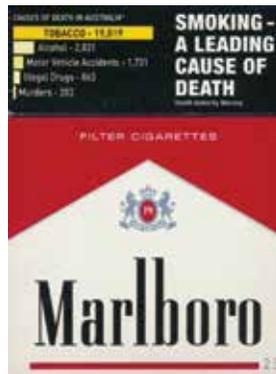
KUWAIT/GCC (FRONT)



THAILAND (FRONT)



CANADA (FRONT)



AUSTRALIA (FRONT) BEFORE PLAIN PACKS



AUSTRALIA (FRONT)



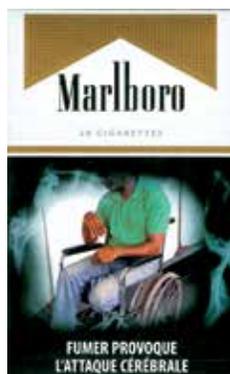
AUSTRALIA (BACK)



MALAYSIA (FRONT)



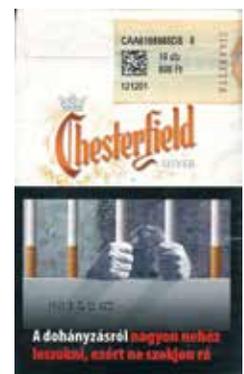
CHINA (FRONT)



MAURITIUS (FRONT)



DJIBOUTI (FRONT)



HUNGARY (BACK)



BELGIUM (CARTON)



MAURITIUS (CARTON)

FOR MORE INFORMATION

Tobacco Labelling Resource Centre
www.tobaccolabels.org

Tobacco Control Laws
www.tobaccocontrolaws.org

Physicians for a Smoke-free Canada
www.smoke-free.ca/warnings

Campaign for Tobacco-Free Kids
http://global.tobaccofreekids.org/en/solutions/international_issues/warning_labels/

World Lung Foundation
http://67.199.72.89/packwarning/pw_index.html

FCTC Guidelines for Article 11 (packaging and labelling)
http://www.who.int/fctc/guidelines/adopted/article_11/en/

WHO Framework Convention on Tobacco Control
<http://www.who.int/fctc>

WHO warnings database
www.who.int/tobacco/healthwarningsdatabase/en/index.html



JAMAICA (FRONT)



JAMAICA (BACK)



TOGO (BACK)



VIETNAM (FRONT)



COSTA RICA (FRONT)



PANAMA (FRONT)



INDONESIA (FRONT)



INDIA (FRONT)



COMOROS (FRONT)



IRAN (FRONT)



JORDAN (BACK)



KAZAKHSTAN (FRONT)



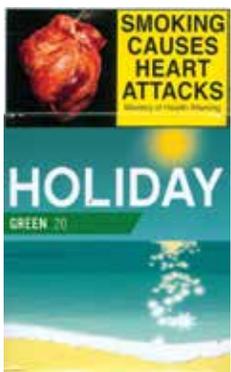
GREENLAND (BACK)



CANADA (FRONT)



MEXICO (FRONT)



NEW ZEALAND (FRONT)



NEW ZEALAND (BACK)



RUSSIA (FRONT)



RUSSIA (BACK)



OMAN/GCC (WATERPIPE)



EGYPT



HONDURAS



COLOMBIA (2013)



MEXICO (2013)



SUGGESTED CITATION

Canadian Cancer Society, *Cigarette Package Health Warnings: International Status Report*, Fourth Edition, September 2014.

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