

Forward-looking tobacco control measures (FLMs) (in relation to Article 2.1 of the WHO FCTC)

This document relates to item 4.1 of the provisional COP agenda and corresponds to documents [FCTC/COP/11/5](#), [FCTC/COP/11/INF.DOC./1](#) and [Compilation of information briefs on forward-looking tobacco control measures developed by the experts](#).

Eleventh Session of the Conference of the Parties to the WHO Framework Convention on Tobacco Control,
17 – 22 November 2025, Geneva, Switzerland

Key recommendations

- GATC welcomes the work undertaken by the Article 2.1 Expert Group as detailed in the report and associated documents submitted to the Eleventh session of the COP.
- GATC recommends that the draft decision of the Bureau regarding Forward-looking tobacco control measures (in relation to Article 2.1 of the WHO FCTC) be adopted. The draft decision:
 - Invites Parties to consider adopting and implementing the FLMs described in the Expert Group report, and to include progress on FLMs as part of their reporting obligations under the Convention. The draft decision clearly states that the FLMs identified by the Expert Group are not exhaustive and acknowledges that other FLMs exist or may emerge in the future.
 - Requests the Convention Secretariat facilitate experience-sharing between Parties on adopting and implementing forward-looking tobacco control measures, publish Parties' reporting on FLMs, and continue to raise awareness about FLMs.
- GATC commends the Expert Group for fulfilling its mandate and we do not believe it is necessary for the Expert Group, or any other subsidiary body such as a Working Group, to undertake further work on Article 2.1 at this point in time.
- To efficiently build on the Expert Group's report and advance efforts to promote and support the adoption and implementation of FLMs, it is essential for Parties to share their research, experiences, and lessons learned in considering, adopting and implementing such measures.
- Parties must remain vigilant in protecting tobacco control measures, including FLMs, from tobacco industry interference, as required by Article 5.3 and in accordance with the Guidelines for implementation of Article 5.3.

Key messages

- FLMs complement and reinforce the established WHO Framework Convention on Tobacco Control (WHO FCTC) principles, obligations, measures and Guidelines for Implementation, consistent with Article 2.1, not replace them. Parties should fully implement the WHO FCTC and its guidelines. The Expert Group report and the draft decision within do not amend the treaty, rather the report and associated documents provide Parties with FLM options in line with Article 2.1.
- The report identifies a range of FLMs for consideration by the Parties.¹ The list of FLMs provided in the report is not exhaustive and is not compulsory. Rather, FLMs are an essential part of a comprehensive approach to tobacco control. The applicability of each FLM will depend on Party-specific circumstances, including but not limited to the stage of implementation of the WHO FCTC.
- FLMs could apply to both tobacco products and nicotine products, as has been done at the national level, which is consistent with Article 5.2(b) of the WHO FCTC.
- FLMs should include measures that aim to fundamentally change the market, political and social structures that allow the tobacco industry and its products to prolong nicotine addiction and the tobacco epidemic.



- The WHO FCTC is an evidence-based treaty with proven demand and supply side measures that protect present and future generations from the devastating health, social, environmental and economic consequences of tobacco consumption, nicotine addiction and exposure to tobacco smoke.
- As a framework convention, the WHO FCTC was intended to evolve as scientific evidence and experience evolved. The WHO FCTC framers included Article 2.1 in part for this purpose.

What is being proposed

The draft decision of the Bureau ([FCTC/COP/11/5](#), Annex 3) invites Parties to consider adopting and implementing the FLMs described in the Expert Group report, and to include progress on FLMs as part of their reporting obligations under the Convention. The draft decision clearly states that the FLMs identified by the Expert Group are not exhaustive and acknowledges that other FLMs exist or may emerge in the future.

The draft decision also requests that the Convention Secretariat facilitate experience-sharing between Parties on adopting and implementing forward-looking tobacco control measures, publish Parties' reporting on FLMs, and continue to raise awareness about FLMs.

More specifically the draft decision:

- INVITES Parties:
 - a) to consider forward-looking tobacco control measures (as contemplated in Article 2.1 of the WHO FCTC) identified by the Expert Group, with a view toward their potential adoption and implementation by Parties, thus contributing to their efforts to meet obligations under the WHO FCTC.
 - b) to note that the list of forward-looking tobacco control measures identified by the Expert Group is not exhaustive; other existing or future measures may also be considered for adoption by Parties.
 - c) to report on the implementation of forward-looking tobacco control measures, including lessons and outcomes, as part of Parties' reporting obligations.
 - d) to consider the need for further work and resource mobilization regarding forward-looking tobacco control measures and acknowledge that the findings presented in the Expert Group report may be reviewed and updated as necessary.
- REQUESTS the Convention Secretariat to:
 - a) Facilitate experience-sharing between Parties on adopting and implementing forward-looking tobacco control measures.
 - b) Publish information from Parties' reporting obligations relating to forward-looking tobacco control measures to showcase and support their potential adoption by others.
 - c) Support Knowledge Hubs in developing and sharing best practices and case studies relating to forward looking tobacco control measures.
 - d) Publish informational material, including with support from the WHO, on forward-looking tobacco control measures
 - e) Continue to raise awareness about forward-looking tobacco control measures and measures that expand or intensify approaches to tobacco control that may be contemplated within the scope of Article 2.1.

Why this is important

Article 2.1 of the WHO FCTC encourages Parties to implement measures beyond those required by the Convention, noting that nothing prevents Parties from imposing stricter requirements consistent with the Convention and international law. During the Tenth Session of the Conference of the Parties (COP10), decision [FCTC/COP10\(12\)](#) was adopted, recognizing that implementation of tobacco control measures, including FLMs, varies among Parties, while tobacco industry interference is constantly evolving.

Background

- During COP10, a decision was adopted to establish the Article 2.1 Expert Group “to identify and describe forward-looking tobacco control measures and measures that expand or intensify approaches to tobacco control as they apply to tobacco products...” ([FCTC/COP10\(12\)](#)). The decision also required the Expert Group to consider Party experience and submit a report to the Eleventh Session of the COP.
 - The Bureau approved the Expert Group, and the Expert Group set forth with their mandate. A non-exhaustive list of 40 FLMs was identified ([FCTC/COP/11/5](#), Annex 1) and 16 of those FLMs are further described in the report and in information briefs ([Compilation of information briefs on forward looking tobacco control measures developed by the experts](#)). The 16 FLMs were selected based upon the following criteria ([FCTC/COP/11/5](#), paragraph 11):
 - a) FLMs must apply to tobacco products as defined in the WHO FCTC and in accordance with the Expert Group’s mandate;
 - b) FLMs must include measures that substantially expand or intensify approaches to tobacco control in accordance with the WHO FCTC and its Guidelines for implementation;
 - c) A sufficient level of research, modelling, commentary and/or jurisdictional experience available to allow the Expert Group to provide a meaningful description of the FLM;
 - d) The measure should demonstrate, or have strong potential to achieve, one or more of the following:
 - i. Significant contribution to the prevention, reduction and/or cessation of tobacco use, nicotine addiction and the tobacco epidemic;
 - ii. Positive benefits for vulnerable groups, including hard to reach population group(s); and/or
 - iii. Changes to the policy and wider settings under which the tobacco industry operates, and/or tobacco is grown, manufactured, supplied and/or used, supporting or enabling wider tobacco control efforts to be more successful.
 - While the Expert Group Report focuses on tobacco products, it also makes clear that Parties may adopt and apply FLMs to both tobacco and nicotine products, depending on their country-specific circumstances. ([FCTC/COP/11/5](#), paragraph 20).
 - The Expert Group Report emphasizes that FLMs should reinforce, not be considered an alternative to, the proven and effective tobacco control measures outlined in the WHO FCTC. ([FCTC/COP/11/5](#), paragraph 28).
 - While the report states that the Expert Group considers its mandate completed, it is desired that the COP will continue the promotion, adoption and facilitation of FLMs going forward. ([FCTC/COP/11/5](#), paragraph 27).
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