CGHA Tobacco Control Alignment Atlas

September 2026 working edition

Center for Global Health Accountability
17 September 2026

Open the interactive atlas

Purpose. This working edition presents the current interactive Atlas in a downloadable format. It compares national tobacco and nicotine policy across product access, institutional alignment, coercion and scientific contestability. The classifications describe policy orientation rather than national virtue, and remain provisional pending continuing country-level verification.

Current coverage. The Atlas contains 71 assessed country profiles: 10 green, 22 yellow, 27 orange and 12 red. Gray countries on the live map are deliberately unscored.

Evidence status. Legal status is separated from practical availability, and proposed measures are not treated as enacted law. Where a country-specific official source, exact survey year or harmonized prevalence definition has not yet been confirmed, the profile says so explicitly rather than presenting the entry as settled.

Contents

- Executive summary
- Classification framework
- Product framework
- Country classification table
- Country profiles
- Review points

Executive summary

The Atlas tests a simple question: where does tobacco policy respond to differences in product risk and observed outcomes, and where does it continue to treat all nicotine products as functionally equivalent? It does not assume that legal access alone produces better outcomes, nor that formal adherence to international orthodoxy proves policy success. Instead, it makes the underlying tradeoffs visible and allows readers to inspect the evidence behind each classification.

The strongest green cases combine broad adult access to non-combustible alternatives with comparatively open policy debate and lower reliance on prohibition. Yellow countries retain substantial access but introduce important compromises. Orange countries are restrictive, internally inconsistent or highly product-selective. Red countries rely heavily on prohibition, narrow legal channels or coercive enforcement. These categories are comparative

judgments, not moral rankings.

The central analytical value is the common 15-product matrix. It distinguishes cigarettes, roll-your-own tobacco, cigars, waterpipe tobacco, herbal smoking products, snus, nicotine pouches, chewing tobacco and nasal snuff, several vaping formats, heated tobacco and medicinal nicotine. That prevents a country from being described as broadly supportive of harm reduction merely because one favored category remains legal.

Classification framework

Color	Atlas label	Meaning
Green	Evidence responsive	Broad lower-risk access, comparatively proportionate controls and meaningful room for contestation.
Yellow	Favorable but compromised	Substantial lower-risk access, but with material restrictions, institutional tensions or coercive elements.
Orange	Restrictive or product selective	Important categories are blocked or policy treats similar-risk products inconsistently.
Red	Restrictive orthodoxy	Prohibition or near-prohibition dominates, with limited lower-risk access and low contestability.

Four scored dimensions

- Lower risk product access: Whether adults can lawfully obtain major non-combustible nicotine categories.
- Institutional alignment: Whether domestic policy follows restrictive institutional orthodoxy or makes room for differentiated risk.
- Policy coercion: The degree to which bans, criminalization, state monopoly or force substitute for regulated choice.
- Scientific contestability: Whether competing interpretations and outcome evidence can enter policy debate.

The overall score is an equal-weight composite of the four dimensions. Scores are comparative indicators, not estimates of causal effect or population health benefit.

Product framework

No	Group	Product category
1	Burned tobacco	Manufactured cigarettes
2	Burned tobacco	Roll-your-own tobacco
3	Burned tobacco	Cigars and cigarillos
4	Burned tobacco	Pipe and waterpipe tobacco
5	Burned products	Herbal smoking products
6	Oral / smokeless	Tobacco snus
7	Oral / smokeless	Nicotine pouches
8	Oral / smokeless	Chewing tobacco and nasal snuff
9	Vaping	Refillable / open-system nicotine vapes
10	Vaping	Closed nicotine pods
11	Vaping	Nicotine disposable vapes
12	Vaping	Nicotine e-liquids
13	Vaping	Nicotine-free vapes / liquids
14	Heated products	Heated tobacco products
15	Medicinal nicotine	Patches, gum, lozenges and sprays

Country classification table

The table reports the published composite and four dimension scores. Readers should consult the country profiles for legal detail, outcome measures, caveats and sources.

Country	Color	Overall	Access	Alignment	Coercion	Contestability
Albania	Orange	56	50	50	50	75
Algeria	Yellow	63	75	50	75	50
Angola	Orange	44	50	50	50	25
Argentina	Yellow	63	75	50	50	75

Country	Color	Overall	Access	Alignment	Coercion	Contestability
Australia	Red	25	25	25	0	50
Austria	Yellow	63	75	50	50	75
Bangladesh	Orange	38	50	25	25	50
Bolivia	Yellow	63	75	50	50	75
Bosnia and Herzegovina	Orange	56	75	25	75	50
Brazil	Red	19	0	0	25	50
Bulgaria	Yellow	63	75	50	50	75
Canada	Yellow	63	75	50	50	75
Chad	Orange	44	50	50	50	25
China	Orange	44	50	50	50	25
Colombia	Yellow	63	75	50	50	75
Croatia	Green	69	75	50	75	75
Czechia	Green	69	75	75	50	75
Democratic Republic of the Congo	Orange	44	50	50	50	25
Egypt	Yellow	63	75	50	75	50
Estonia	Yellow	63	75	50	50	75
Ethiopia	Red	31	25	25	25	50
France	Orange	44	50	25	25	75
Germany	Orange	50	50	50	50	50
Greece	Green	69	75	50	75	75
Hungary	Orange	56	75	50	25	75
India	Red	19	25	25	0	25
Indonesia	Orange	50	75	50	50	25
Iran	Red	31	25	25	25	50
Japan	Orange	56	50	50	50	75

Country	Color	Overall	Access	Alignment	Coercion	Contestability
Kazakhstan	Red	31	25	25	25	50
Kenya	Orange	56	75	50	50	50
Latvia	Orange	56	75	50	25	75
Libya	Orange	44	50	50	50	25
Lithuania	Orange	56	75	50	25	75
Mali	Orange	44	50	50	50	25
Mauritania	Orange	44	50	50	50	25
Mexico	Red	13	25	0	0	25
Moldova	Yellow	63	75	50	50	75
Mongolia	Yellow	63	75	50	75	50
Montenegro	Yellow	63	75	50	75	50
Namibia	Orange	50	50	50	50	50
New Zealand	Yellow	63	75	50	50	75
Niger	Orange	44	50	50	50	25
Nigeria	Yellow	63	100	25	75	50
North Macedonia	Yellow	63	75	50	75	50
Norway	Orange	56	50	50	50	75
Pakistan	Green	69	100	50	75	50
Panama	Red	25	25	25	25	25
Peru	Yellow	63	75	50	50	75
Philippines	Green	69	100	50	50	75
Poland	Orange	56	75	50	25	75
Portugal	Green	69	75	50	75	75
Romania	Green	69	75	50	75	75
Russia	Orange	44	50	50	25	50
Saudi Arabia	Yellow	63	75	50	50	75

Country	Color	Overall	Access	Alignment	Coercion	Contestability
Serbia	Yellow	63	75	50	75	50
Singapore	Red	25	25	25	25	25
Slovakia	Green	69	75	50	75	75
Slovenia	Orange	56	75	50	25	75
South Africa	Yellow	63	75	50	50	75
Spain	Yellow	63	75	50	50	75
Sudan	Orange	56	75	50	75	25
Sweden	Green	69	100	50	50	75
Switzerland	Green	69	100	50	50	75
Tanzania	Orange	44	50	50	50	25
Thailand	Red	25	25	25	25	25
Ukraine	Yellow	63	75	50	50	75
United Kingdom	Yellow	63	75	50	50	75
United States	Orange	56	75	25	50	75
Venezuela	Red	25	25	25	25	25
Vietnam	Red	25	25	25	25	25

Country profiles

Each compact profile reproduces the published judgment, scores, headline facts, product-access pattern, interpretation and caution. Full product-by-product legal detail and linked sources remain available in the interactive Atlas.

Albania

Legal alternatives, inconsistent medicine policy | Overall score 56/100

Albania permits vaping and heated tobacco but prohibits medicinal nicotine and restricts online vape sales. Pouch and snus rules are not sufficiently clear to count as dependable access.

Access	Alignment	Coercion	Contestability
50/100 Partial access	50/100 Mixed	50/100 Uneven	75/100 Relatively open

Headline evidence

- Adult smoking: 21.5%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Restricted or uncertain: Tobacco snus.

Banned or unavailable: Patches, gum, lozenges and sprays.

Interpretation

Albania is orange because two major consumer alternatives remain legal, but the NRT ban, distance-sale restriction and unclear oral categories create an incoherent hierarchy.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Albania country profile; Tobacco Control Laws: Albania; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Algeria

Permissive but under-specified | Overall score 63/100

Algeria has a large male smoking burden and generally permits cigarettes, e-cigarettes and emerging nicotine products. Its relative openness reflects regulatory gaps as much as an affirmative harm-reduction strategy.

Access	Alignment	Coercion	Contestability
75/100 Broad practical access	50/100 Mixed	75/100 Moderate	50/100 Low transparency

Headline evidence

- Adult smoking: About 16%. Recent modeled estimate; overwhelmingly male
- E-cigarettes: Legal / tobacco-related. No category-wide prohibition identified

- Heated tobacco: No specific ban. General tobacco and import rules apply
- Nicotine pouches: No specific framework. Legality reflects regulatory silence

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches and gum.

Restricted or uncertain: Herbal smoking products.

Interpretation

Algeria is yellow because adult alternatives are not broadly prohibited, but regulatory silence is not the same as evidence-responsive governance. Product standards, surveillance and risk communication remain weak.

Comparison caution. Several categories lack explicit published rules. The Atlas records uncertainty rather than converting absence of evidence into unrestricted legality.

Sources in the live profile. WHO: Algeria tobacco country profile; Tobacco Control Laws: Algeria; Algerian Ministry of Health

Angola

Low-information, unevenly regulated | Overall score 44/100

Angola permits conventional tobacco and has limited publicly accessible rules for vaping, heated tobacco and nicotine pouches. Its orange classification reflects opacity and weak product governance rather than a documented policy of prohibition.

Access	Alignment	Coercion	Contestability
50/100 Uncertain	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Cigarettes: Legal. Tax and tobacco controls apply
- E-cigarettes: Poorly specified. No comprehensive national framework located
- New oral nicotine: Poorly specified. Practical availability is not formal authorization
- Assessment confidence: Low. Primary legal sources are limited

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Herbal smoking products; Tobacco snus; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids.

Interpretation

Angola is orange because cigarettes operate in a settled market while lower-risk categories lack clear standards, reliable access rules and transparent surveillance.

Comparison caution. The assessment should be treated as provisional until primary regulations or regulator confirmation are available.

Sources in the live profile. WHO: Angola country page; Tobacco Control Laws: Angola; WHO FCTC implementation database

Argentina

Reformist but tightly product-selective | Overall score 63/100

Argentina reversed its long prohibition of innovative nicotine products in May 2026. Refillable vapes, heated tobacco and nicotine pouches now have regulated pathways, but disposable vapes are prohibited and flavors and nicotine strengths are tightly limited.

Access	Alignment	Coercion	Contestability
75/100 Broad but constrained	50/100 Mixed	50/100 Product-selective	75/100 Reform responsive

Headline evidence

- Policy change: May 2026. Prohibition replaced by regulated access
- Vape nicotine ceiling: 20 mg/ml. Refillable products
- Pouch ceiling: 8 mg. Per pouch under the 2026 framework
- Disposable vapes: Prohibited. Refillable systems authorized instead

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and lozenges.

Banned or unavailable: Nicotine disposable vapes.

Interpretation

Argentina is an important reform case: policymakers acknowledged the failure of blanket prohibition and created lawful alternatives. Yellow is appropriate because the new framework remains product-selective and unusually restrictive on flavors and disposables, while implementation has barely begun.

Comparison caution. The 2026 regime is too new for outcome attribution. Older sources describing total bans are obsolete and should not be used without noting the May 2026 reform.

Sources in the live profile. Argentina Ministry of Health Resolution 549/2026; Argentina Law 26,687; ANMAT

Australia

Near the prohibition threshold | Overall score 25/100

Australia combines very low smoking with one of the world's most restrictive legal markets for non-combustible nicotine. Cigarettes remain available through ordinary retail, while vapes are confined to participating pharmacies as therapeutic goods and nicotine pouches lack an approved consumer pathway. The resulting legal–illicit gap is now central to the case.

Access	Alignment	Coercion	Contestability
25/100 Narrow therapeutic access	25/100 Close orthodoxy	0/100 Very high	50/100 Contested but centralized

Headline evidence

- Daily smoking: 8.3%. People 14+, National Drug Strategy Household Survey 2022–23
- Current vaping: 7.0%. People 14+, 2022–23; daily, weekly or less-than-weekly use
- Lawful vape channel: Pharmacies only. Therapeutic supply; ≤20 mg/mL may be non-prescription for adults where state law allows
- Permitted vape flavors: 3. Mint, menthol and tobacco under therapeutic product standards

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges, sprays and inhalators.

Banned or unavailable: Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Nicotine disposable vapes.

Interpretation

Australia is red because its lawful framework approaches prohibition for the products most smokers actually use to substitute: ordinary retail access is eliminated, product choice is narrow and enforcement is weighted toward supply suppression. Its low smoking rate is an important success that must remain visible. The policy test is whether later restrictions preserve that success or divert demand into criminal rents, violence and untested supply. The legal share was about 88% in 2017; later estimates range widely, with a conservative scenario around 50% illicit and broader 2025 nicotine-consumption estimates near 80% illicit. Those figures are not interchangeable.

Comparison caution. The frequently cited 80% figure is a broad estimate of illicit nicotine consumption, not a direct measure that 80% of cigarettes are illicit. Government, industry and independent estimates differ substantially. Pharmacy availability varies by state and by pharmacist participation; lawful status does not guarantee practical access. Low smoking cannot be attributed to any single policy.

Sources in the live profile. Australian Department of Health: about vaping and current access rules; TGA: supplying therapeutic vapes in pharmacies; TGA: strengthened vaping product standards from July 2025; AIHW: National Drug Strategy Household Survey 2022–23; Australian Government: illicit tobacco and e-cigarette enforcement; Tobacco in Australia: regulation of vapes

Austria

Broad access, constrained retail | Overall score 63/100

Austria permits vaping, nicotine pouches, heated tobacco and medicinal nicotine. Vape flavors remain available, but online vape sales are prohibited and official risk communication remains cautious.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Moderate	75/100 Relatively open

Headline evidence

- Adult smoking: 20.9%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Austria is yellow because the principal alternatives remain available but retail restrictions and weak risk differentiation prevent a green classification.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Austria country profile; Tobacco Control Laws: Austria; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Bangladesh

Product-selective prohibition | Overall score 38/100

Bangladesh prohibits commercial vaping, nicotine liquids, nicotine pouches and medicinal nicotine while allowing cigarettes, high-burden traditional smokeless tobacco, snus and heated tobacco. The result is a sharply inconsistent risk hierarchy.

Access	Alignment	Coercion	Contestability
50/100 Partial and distorted	25/100 Orthodox	25/100 High	50/100 Policy contested

Headline evidence

- Adult smoking: 15.9%. 2025 estimate; smokeless tobacco adds substantial burden
- Nicotine vapes: Commercially banned. Import, sale and online purchase prohibited under 2025 rules
- Heated tobacco: Legal. Warnings required; no excise reported
- Nicotine pouches: Prohibited. Sale and trade import prohibited

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Chewing tobacco and nasal snuff; Heated tobacco products.

Banned or unavailable: Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Patches, gum, lozenges and sprays.

Interpretation

Bangladesh is orange rather than red because heated tobacco and snus remain lawful, but the framework is strongly misaligned: it prohibits vaping, pouches and cessation medicines while cigarettes and traditional smokeless tobacco remain entrenched.

Comparison caution. The 2025 ordinance has been politically contested and amendments have been reported. The profile records rules in force, not proposed reversals.

Sources in the live profile. GSTHR: Bangladesh country profile; Tobacco Control Laws: Bangladesh; Bangladesh Ministry of Health and Family Welfare

Bolivia

Broad access, uneven framework | Overall score 63/100

Bolivia permits vaping and heated tobacco, including online sales, but bans medicinal nicotine and lacks a clear modern oral-nicotine framework. The result is broad consumer access paired with an internally inconsistent risk hierarchy.

Access	Alignment	Coercion	Contestability
75/100 Broad access	50/100 Mixed	50/100 Uneven	75/100 Relatively open

Headline evidence

- Adult smoking: 12.2%. 2025 estimate
- Adult vaping: 0.6%. 2019 estimate
- Heated tobacco: Legal. Retail and online sales allowed
- Medicinal nicotine: Banned. No ordinary NRT market

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Restricted or uncertain: Tobacco snus.

Banned or unavailable: Patches, gum, lozenges and sprays.

Interpretation

Bolivia is yellow because it allows the main inhaled alternatives but undermines coherence by banning cessation medicines and leaving oral nicotine poorly specified.

Comparison caution. Oral-product law remains less transparent than rules for vapes and heated tobacco.

Sources in the live profile. GSTHR: Bolivia country profile; Tobacco Control Laws: Bolivia; Bolivia Ministry of Health

Bosnia and Herzegovina

Broad access, fragmented governance | Overall score 56/100

Bosnia and Herzegovina permits heated tobacco, snus, medicinal nicotine and practical access to vaping, but e-cigarette rules remain fragmented and product-specific governance is incomplete.

Access	Alignment	Coercion	Contestability
75/100 Broad practical access	25/100 Weakly articulated	75/100 Moderate	50/100 Fragmented

Headline evidence

- Adult smoking: 35.3%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Interpretation

Bosnia and Herzegovina is orange because access is broad but appears driven partly by fragmented governance rather than an evidence-led risk hierarchy.

Comparison caution. Rules differ between the Federation, Republika Srpska and Brčko District; national summaries necessarily simplify implementation.

Sources in the live profile. GSTHR: Bosnia and Herzegovina country profile; Tobacco Control Laws: Bosnia and Herzegovina; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Brazil

Prohibitionist | Overall score 19/100

Brazil combines a strong conventional tobacco-control record with one of the clearest prohibitions on lower-risk consumer alternatives. Cigarettes remain legal, while manufacture, import, sale, distribution, storage, transport and advertising of electronic smoking devices — including heated tobacco — are prohibited. Demand persists through illicit supply, making Brazil the Atlas's principal test of prohibition versus regulated substitution.

Access	Alignment	Coercion	Contestability
0/100 Minimal	0/100 Close orthodoxy	25/100 High	50/100 Debated, little adaptation

Headline evidence

- Current smoking: 9.3%. Adults in the 26 state capitals and Federal District, Vigitel 2023
- Current vaping: 2.4%. Adults aged 18+, daily or occasional use, Vigitel 2024
- Vaping, age 18–24: 10.1%. Current use, Vigitel 2024
- Devices seized: Nearly 2 million. Illegal e-cigarettes seized by federal revenue authorities in 2024

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Patches, gum and lozenges.

Restricted or uncertain: Herbal smoking products.

Banned or unavailable: Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Brazil demonstrates why the Atlas separates success against smoking from responsiveness to new evidence. Its historic decline in smoking deserves recognition. Yet its current product hierarchy leaves the most dangerous nicotine product — burned cigarettes — legally available while prohibiting regulated sales of vapes and heated products. The result is not a nicotine-free market: millions appear to obtain unregulated devices, youth access remains substantial, enforcement costs rise and lawful quality controls are absent. This does not prove that every user would otherwise smoke, but it directly contradicts the claim that prohibition eliminates access.

Comparison caution. Vigitel surveys adults in state capitals and the Federal District and should not be treated as a full national household estimate. Current vaping, experimentation, device seizures and estimated market value are different measures. Enforcement data demonstrate illicit supply, not the health effects of legalization. Oral-product rules are less transparent than RDC 855, so the snus and pouch entries carry lower confidence. WHO, PAHO or Bloomberg-linked support is evidence of institutional alignment, not proof that outside actors caused Brazil's policy.

Sources in the live profile. Anvisa: 2024 electronic-smoking-device regulation and continued prohibition; RDC 855/2024: Electronic smoking devices; Brazilian Ministry of Health: Vigitel Brasil 2023; WHO: Enforcement of Brazil's e-cigarette rules and Vigitel 2024 data; Weak enforcement of Brazil's e-cigarette ban and illicit-market expansion; Global State of Tobacco Harm Reduction: Brazil profile

Bulgaria

Broad access, tightening debate | Overall score 63/100

Bulgaria permits vaping, nicotine pouches, heated tobacco and medicinal nicotine under EU-derived controls. Repeated proposals for sweeping vape restrictions reduce policy stability, but proposals are not treated as enacted bans.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Tightening	75/100 Relatively open

Headline evidence

- Adult smoking: 34.9%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Bulgaria is yellow because adult alternatives remain broadly available, but high smoking and recurring prohibition proposals expose a weak commitment to proportional regulation.

Comparison caution. Proposed blanket restrictions have changed during legislative and EU review. The profile must be updated when a final measure takes effect.

Sources in the live profile. GSTHR: Bulgaria country profile; Tobacco Control Laws: Bulgaria; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Canada

Regulated access with medicalized pouches | Overall score 63/100

Canada permits regulated vaping, heated tobacco and smokeless tobacco, but channels nicotine pouches through authorization as nicotine-replacement products. Federal access is broad, while provincial restrictions and flavor

rules create a fragmented market.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Substantial	75/100 Relatively open

Headline evidence

- Current smoking: About 11%. Recent population estimate
- Federal vape nicotine cap: 20 mg/ml. Nicotine concentration limit
- Nicotine pouches: Authorized NRT only. Behind-counter pharmacy pathway for approved products
- Retail rules: Provincially variable. Flavor and outlet restrictions differ

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Nicotine disposable vapes.

Interpretation

Canada is yellow because it maintains meaningful adult access but medicalizes pouches and permits a provincial patchwork that can reduce practical availability. The system is more proportionate than prohibition but less coherent than the green group.

Comparison caution. Minimum ages, flavors and sales channels vary by province. Authorization of one pouch product does not create a general consumer-pouch category.

Sources in the live profile. Health Canada: vaping product regulation; Health Canada Infobase: smoking and vaping; Tobacco and Vaping Products Act

Chad

Under-specified and weakly enforced | Overall score 44/100

Chad regulates cigarettes under conventional tobacco-control law but has no clear, comprehensive framework for vapes, heated tobacco or nicotine pouches. Alternatives may be available by omission, without dependable standards or consumer protection.

Access	Alignment	Coercion	Contestability
50/100 Uncertain	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Cigarettes: Legal. Warnings and advertising rules apply

- E-cigarettes: No clear specific framework. Status and standards uncertain
- Heated tobacco: Legally undefined. No specific law located
- Assessment confidence: Low. Sparse primary documentation

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Herbal smoking products; Tobacco snus; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids.

Interpretation

Chad is orange because cigarettes have a settled legal market while alternatives lack clear rules, standards and surveillance. This is weak governance, not an affirmative harm-reduction model.

Comparison caution. The assessment should be revised when primary product-specific regulations become available.

Sources in the live profile. WHO: Chad country page; Tobacco Control Laws: Chad; WHO FCTC implementation database

China

State-monopoly product selectivity | Overall score 44/100

China combines the world's largest state tobacco monopoly with a tightly licensed e-cigarette market. Tobacco-flavored vapes are legal, but non-tobacco flavors are banned, domestic heated-tobacco access is constrained, and 2026 oversight extends to nicotine pouches and snus. The regulator is also the owner of the dominant cigarette industry.

Access	Alignment	Coercion	Contestability
50/100 Product-selective	50/100 Mixed	50/100 Substantial	25/100 State-monopoly constrained

Headline evidence

- Current cigarette smoking: 23.2%. Adults 15+, national survey estimate, 2024
- Male cigarette smoking: 43.9%. Men 15+, national survey estimate, 2024
- E-cigarette flavors: Tobacco only. Mandatory national standard effective October 2022
- Market structure: State monopoly. STMA regulates tobacco; China National Tobacco dominates cigarette production

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Heated tobacco products; Patches and gum.

Restricted or uncertain: Nicotine-free vapes / liquids.

Interpretation

China's orange classification reflects legal but highly selective access under an institution with an unresolved owner-regulator conflict. The system can impose product standards and youth controls at scale, but it protects a vast cigarette revenue base while narrowing the appeal and availability of alternatives. China therefore tests whether state capacity without institutional separation can deliver risk-proportionate transition.

Comparison caution. National survey definitions and dates vary, and provincial implementation is uneven. Export manufacture must not be mistaken for domestic legality. The 2026 oral-product opinion is new, so actual licensing and retail availability should be rechecked as implementing practice develops.

Sources in the live profile. State Tobacco Monopoly Administration: e-cigarette management measures; China mandatory e-cigarette standard GB 41700-2022; Tobacco Control Laws: China e-cigarette policies; WHO: China tobacco profile; Frontiers: governing e-cigarettes in China after the flavor ban; GSTHR: China country profile

Colombia

Broad access, tobacco-style controls | Overall score 63/100

Colombia permits vaping and heated tobacco but its 2024 law largely folds them into the conventional tobacco-control model. Adult access survives, including online sales, while public-use and marketing restrictions narrow practical differentiation.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Tobacco-style controls	75/100 Relatively open

Headline evidence

- Adult smoking: 8%. 2025 estimate
- Nicotine vapes: Legal · regulated. Online sales allowed; vending sales prohibited
- Public vaping: Restricted. Smoke-free rules extend to vaping
- Medicinal nicotine: Legal OTC. Available in pharmacies

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Tobacco snus.

Interpretation

Colombia is yellow: it preserves important consumer access but communicates and regulates alternatives largely through the cigarette framework rather than a clear risk continuum.

Comparison caution. The legal position of nicotine pouches and snus is less explicit than that of vaping and heated tobacco.

Sources in the live profile. GSTHR: Colombia country profile; Tobacco Control Laws: Colombia; Colombia Ministry of Health

Croatia

Regulated multi-product access | Overall score 69/100

Croatia permits vaping, nicotine pouches, heated tobacco and medicinal nicotine. Online vape sales and flavors remain available, while heated-tobacco distance sales and flavored heated products are restricted.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	75/100 Proportionate	75/100 Relatively open

Headline evidence

- Adult smoking: 30.3%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Legal, but online sales and characterizing flavors are prohibited

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Croatia is green because smokers retain several lawful substitution routes under adult product rules. Its high smoking rate and weak risk communication prevent a stronger score.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Croatia country profile; Tobacco Control Laws: Croatia; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Czechia

Risk-differentiated access | Overall score 69/100

Czechia combines EU tobacco controls with lawful, separately regulated access to nicotine vapes, pouches and heated tobacco. Smoking remains substantially higher than Sweden, so green denotes policy orientation — not a claim that outcomes are already optimal.

Access	Alignment	Coercion	Contestability
75/100 Broad access	75/100 Differentiated regulation	50/100 Moderate	75/100 Relatively open

Headline evidence

- Daily vaping: 2.5%. Adults, 2023 estimate reported by GSTHR
- Nicotine-pouch limit: 12 mg. Maximum nicotine per pouch under dedicated Czech rules
- Vape nicotine cap: 20 mg/mL. EU Tobacco Products Directive standard
- Legal sales age: 18+. Tobacco, e-cigarettes and nicotine pouches

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Czechia is green because it offers multiple lawful substitutes and regulates them by category instead of requiring pharmaceutical approval or prohibition. It also prevents the green band from becoming a synonym for Scandinavian snus. The higher smoking burden than Sweden is a warning against reading policy orientation as an outcome score: access is necessary for substitution, but it is not sufficient by itself.

Comparison caution. Czechia's classification is policy-facing. Its smoking prevalence remains high, youth-use concerns are real and EU oral-tobacco law still prohibits snus. Product availability does not establish that smokers receive accurate relative-risk information or switch completely.

Sources in the live profile. Czech National Monitoring Centre: Report on Tobacco, Nicotine and Related Products; Czech Act No. 65/2017 on protection from addictive substances; Czech Decree No. 141/2023 on nicotine pouches; EU Tobacco Products Directive 2014/40/EU; Tobacco Control Laws: Czechia legislation; GSTHR: Czechia country profile

Democratic Republic of the Congo

Low-information, weakly governed market | Overall score 44/100

The DRC permits conventional tobacco and has limited, poorly documented oversight of newer nicotine products. The central finding is institutional: neither clear prohibition nor reliable regulated access is established across most

lower-risk categories.

Access	Alignment	Coercion	Contestability
50/100 Uncertain practical access	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Adult tobacco use: About 8%. Modeled estimate; survey coverage is limited
- Cigarettes: Legal. Warnings and advertising restrictions apply
- New nicotine products: Poorly documented. No reliable comprehensive framework located
- Assessment confidence: Low. Missing evidence is retained as uncertainty

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Patches and gum.

Restricted or uncertain: Herbal smoking products; Tobacco snus; Nicotine pouches; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

The DRC's orange score should not be read as evidence of deliberate product selection. It records a weak and opaque system in which cigarettes have an established legal market while the status and quality control of alternatives remain uncertain.

Comparison caution. This is the Atlas's lowest-confidence profile. Unknown fields are stated explicitly and should be replaced as primary legal or regulatory documents become available.

Sources in the live profile. WHO: Democratic Republic of the Congo tobacco profile; WHO FCTC implementation database; DRC Ministry of Public Health

Egypt

Broad access, weakly coherent regulation | Overall score 63/100

Egypt combines a very large cigarette and waterpipe burden with legal access to vaping, heated tobacco and modern oral nicotine. The system is comparatively permissive, but it has not yet translated that access into a clear, evidence-led substitution strategy.

Access	Alignment	Coercion	Contestability
75/100 Broad access	50/100 Mixed	75/100 Moderate	50/100 Underdeveloped

Headline evidence

- Current tobacco use: About 24%. Recent adult estimate; male prevalence is far higher

- Vape market: Legal. Import and sale resumed under standards after the earlier ban
- Waterpipe use: Material. A major part of the national smoking burden
- Lower-risk categories: Multiple legal. Vapes, heated tobacco and nicotine pouches

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches and gum.

Interpretation

Egypt is yellow rather than green because broad legality is not yet matched by a transparent relative-risk strategy, strong product surveillance or evidence that smokers are being encouraged to switch. It is nevertheless substantially less prohibitionist than many peers.

Comparison caution. Legal status does not guarantee product registration, quality or nationwide availability. Prevalence series differ and waterpipe use is often undercounted.

Sources in the live profile. Tobacco Control Laws: Egypt legal summary; WHO: Egypt tobacco country profile; Egyptian Organization for Standardization and Quality

Estonia

Broad access, restrictive details | Overall score 63/100

Estonia permits vaping, nicotine pouches, heated tobacco and medicinal nicotine, but bans distance sales, restricts flavors and taxes e-liquids. Policy remains contestable, with evidence of illicit-market effects prompting public debate.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Tightening	75/100 Relatively open

Headline evidence

- Adult smoking: 21.6%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Estonia is yellow because all principal alternatives remain legal, but national flavor, tax and sales restrictions weaken access and have generated illicit-market concerns.

Comparison caution. Further pouch caps and a future disposable-vape ban have been proposed; they are not scored until enacted.

Sources in the live profile. GSTHR: Estonia country profile; Tobacco Control Laws: Estonia; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Ethiopia

Prohibition-oriented | Overall score 31/100

Ethiopia prohibits commercial vaping and heated tobacco while cigarettes remain legal. Medicinal nicotine is available by prescription, but the consumer substitution pathway is sharply constrained.

Access	Alignment	Coercion	Contestability
25/100 Restricted	25/100 Orthodox	25/100 High	50/100 Limited

Headline evidence

- Adult smoking: 3.1%. 2024 estimate
- Vaping: Commercially banned. Manufacture, sale and trade import prohibited
- Heated tobacco: Commercially banned. Limited personal import may be allowed
- Medicinal nicotine: Prescription only. Included on essential medicines list

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Patches, gum, lozenges and sprays.

Banned or unavailable: Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Ethiopia is red because cigarettes remain lawful while the principal lower-risk consumer alternatives are prohibited.

Comparison caution. Low cigarette prevalence reflects social and demographic factors as well as policy; it does not validate the relative-risk hierarchy.

Sources in the live profile. GSTHR: Ethiopia country profile; Tobacco Control Laws: Ethiopia; Ethiopian Food and Drug Authority

France

Increasingly restrictive | Overall score 44/100

France permits refillable and pod vaping and heated tobacco but bans snus, disposable vapes and, since April 2026, non-medicinal oral nicotine products, including possession and use. The Conseil d'État suspended limited manufacturing and export provisions rather than the core territorial prohibition. Cigarettes remain widely available through licensed tobacconists.

Access	Alignment	Coercion	Contestability
50/100 Narrowing	25/100 Close orthodoxy	25/100 High	75/100 Publicly contested

Headline evidence

- Daily smoking: About 18%. Provisional adult estimate; exact survey year and definition to be standardized
- Disposable vapes: Banned. Single-use electronic cigarettes since 2025
- Nicotine pouches: Banned. Core prohibition on sale, possession and use from 1 April 2026 remains in force
- Refillable vapes: Legal. EU limits and French marketing rules apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and inhalers.

Banned or unavailable: Tobacco snus; Nicotine pouches; Nicotine disposable vapes.

Interpretation

France is orange because it preserves regulated vaping yet criminalizes adult access to several smoke-free categories while continuing licensed cigarette sales. The oral-nicotine rule is particularly difficult to reconcile with proportional risk.

Comparison caution. The Conseil d'État suspended limited manufacturing and export provisions, not the core territorial ban on possession, acquisition, sale and use.

Sources in the live profile. French public service: oral-nicotine prohibition; French Ministry of Health: tobacco policy; EU Tobacco Products Directive

Germany

Restrictive mixed system | Overall score 50/100

Germany permits regulated vaping and heated tobacco but has not made harm reduction central to its tobacco policy. Snus sales are prohibited, nicotine pouches are treated as non-marketable unauthorized foods, e-liquid taxation is rising and smoking remains common. It therefore defines the Atlas's orange category: alternatives exist, but policy suppresses important substitutes.

Access	Alignment	Coercion	Contestability
50/100 Partial access	50/100 Substantial	50/100 Substantial	50/100 Mixed

Headline evidence

- Current smoking: 24%. People aged 15+, 2023 Eurobarometer measure; survey estimates vary materially
- Current adult smokers: 13.9 million. 2024 estimate; approximately 19.3% under a different definition
- Current vaping: 2.2%. Estimated prevalence at the end of 2023
- E-liquid excise: €0.32/ml. German tobacco-substitutes tax rate in 2026

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Germany combines legal access to some lower-risk products with suppression of others. Its treatment of nicotine pouches is especially revealing: officials assess them as unauthorized foods rather than constructing a proportionate adult nicotine category, even though cigarettes remain widely available. The result is not comprehensive prohibition, but a hierarchy poorly aligned with relative risk. German media coverage of the 2026 pouch debate has also been predominantly cautionary, with limited attention to switching, illicit supply or mortality counterfactuals.

Comparison caution. German smoking estimates differ substantially by survey, age range and definition; the 24% Eurobarometer figure, the 19.3% current-smoking estimate and higher DEBRA estimates should not be merged. The pouch mortality figures developed by CGHA are scenarios rather than forecasts. Advocacy for a ban is not formal WHO or FCTC punishment, and pouches are lower-risk rather than harmless.

Sources in the live profile. German Federal Statistical Office: Smoking in Germany and the EU; German Tobacco Products Act; German Tobacco Products Regulation; German Tobacco Tax Act; DEBRA: German Study on Tobacco Use; Global State of Tobacco Harm Reduction: Germany profile

Greece

Regulated multi-product access | Overall score 69/100

Greece preserves regulated adult access to vaping, heated tobacco and nicotine pouches alongside conventional tobacco controls. Its framework is unusually explicit about evaluating modified-risk claims through scientific review, although high smoking prevalence shows that a favorable legal architecture does not guarantee rapid population transition.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	75/100 Proportionate	75/100 Relatively open

Headline evidence

- Adult smoking: About 28%. Recent international estimate; definition and year vary by series
- Nicotine vapes: Legal · regulated. EU nicotine, container, notification and warning rules apply
- Nicotine pouches: Legal · regulated. Adult consumer category with product controls
- Heated tobacco: Legal · regulated. Tobacco rules and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Greece is green because its law preserves multiple non-combustible pathways and allows relative-risk questions to be evaluated rather than ruled out categorically. The classification concerns policy architecture, not current outcomes: smoking remains high, and communication restrictions may slow substitution.

Comparison caution. The smoking figure is not directly comparable with daily-smoking measures used for some countries. Pouch rules and enforcement are newer than the EU-derived vaping and tobacco framework and should be rechecked as implementing practice develops.

Sources in the live profile. Greek Ministry of Health: tobacco and nicotine policy; Greek Law 4715/2020; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU; Global State of Tobacco Harm Reduction: Greece

Hungary

Restricted retail model | Overall score 56/100

Hungary permits vaping, heated tobacco, nicotine pouches and medicinal nicotine, but channels nicotine products through a restrictive licensed-retail system, prohibits online vape sales and imposes strong flavor and marketing constraints.

Access	Alignment	Coercion	Contestability
75/100 Available but constrained	50/100 Mixed	25/100 High	75/100 Relatively open

Headline evidence

- Adult smoking: 28.1%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Hungary is orange because alternatives remain legal but practical access and product variety are restricted far beyond the EU minimum, weakening their competitive position against cigarettes.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Hungary country profile; Tobacco Control Laws: Hungary; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

India

Formal restriction | Overall score 19/100

India prohibits the production, import, export, transport, sale, distribution, storage and advertising of electronic cigarettes while cigarettes and a vast smokeless-tobacco market remain legal. This creates one of the Atlas's starkest inversions of relative-risk access.

Access	Alignment	Coercion	Contestability
25/100 Very limited	25/100 Close orthodoxy	0/100 High	25/100 Limited

Headline evidence

- Any tobacco use: 28.6%. Adults 15+, GATS India 2016–17
- Smokeless tobacco: 21.4%. Adults 15+, GATS India 2016–17
- Current smoking: 10.7%. Adults 15+, GATS India 2016–17
- Electronic-product rule: National prohibition. Act 42 of 2019; possession for personal use is not the central offense

Product access

Legal or available: Manufactured cigarettes; Roll-your-own / bidi tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Patches, gum and lozenges.

Banned or unavailable: Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

India's red classification follows from the mismatch between risk and legal access: combustible cigarettes, bidis and high-burden smokeless products remain on the legal market, while electronic substitutes are prohibited. This does not prove that unrestricted vaping would improve Indian public health; it shows that the law forecloses regulated substitution and pushes any demand outside ordinary product standards and tax-paid supply.

Comparison caution. India's product market is exceptionally heterogeneous. National rules coexist with state gutka bans, food-safety orders and uneven enforcement. GATS 2016–17 remains the main harmonized adult survey and should not be treated as a current 2026 prevalence estimate.

Sources in the live profile. India Ministry of Health: Prohibition of Electronic Cigarettes Act 2019; India Ministry of Health: COTPA 2003; GATS India 2016–17 factsheet; WHO FCTC: India implementation database; Tobacco Control Laws: India legislation; GSTHR: India country profile

Indonesia

LMIC institutional conflict | Overall score 50/100

Indonesia permits cigarettes, e-cigarettes and heated tobacco and taxes each category, but it does not clearly organize policy around relative risk. Very high smoking — especially among men — coexists with a large tobacco economy, industry influence, expanding controls and Indonesia's unusual status outside the WHO FCTC.

Access	Alignment	Coercion	Contestability
75/100 Broad access	50/100 Mixed; non-FCTC party	50/100 Increasing	25/100 Contested but industry-weighted

Headline evidence

- Current tobacco smoking: 34.5%. Adults 15+, GATS Indonesia 2021
- Male tobacco smoking: 65.5%. Men 15+, GATS Indonesia 2021
- Electronic-cigarette use: 3.0%. Adults 15+, GATS Indonesia 2021
- FCTC status: Not a party. Indonesia remains outside the WHO Framework Convention

Product access

Legal or available: Manufactured cigarettes; Roll-your-own / kretek tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and lozenges.

Interpretation

Indonesia is orange rather than yellow because broad product access has not been paired with clear risk-proportionate policy or strong smoking displacement. Its non-FCTC status creates policy space, but does not itself make policy evidence-responsive; domestic tobacco dependence and industry weight can narrow contestability just as surely as donor orthodoxy can. The case tests whether access alone is enough without credible differentiation, consumer information and implementation.

Comparison caution. The 2024 regulation is national, but local implementation varies. Legal availability is not evidence of widespread access or lower-risk substitution, and Indonesia's 2021 survey measures cannot be directly compared with later daily-smoking series elsewhere. Nicotine-pouch classification remains especially uncertain.

Sources in the live profile. Indonesia Government Regulation No. 28 of 2024; WHO: GATS Indonesia 2021 factsheet; Indonesia Ministry of Finance: tobacco excise; WHO FCTC: Parties to the Convention; Tobacco Control Laws: Indonesia legislation; GSTHR: Indonesia country profile

Iran

Restrictive, state-directed market | Overall score 31/100

Iran maintains a legal cigarette market under strong state control while restricting or prohibiting e-cigarette commerce and leaving limited lawful routes for modern oral nicotine. Heated tobacco has had selective market access, producing a restrictive and uneven hierarchy.

Access	Alignment	Coercion	Contestability
25/100 Narrow	25/100 Close orthodoxy	25/100 High	50/100 Limited

Headline evidence

- Adult tobacco use: About 14%. Recent modeled estimate
- E-cigarette trade: Prohibited/restricted. Import and commercial sale face prohibitory controls
- Cigarettes: Legal. Domestic production and licensed trade continue
- Heated tobacco: Selective access. Authorization and import practice vary

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Nicotine-free vapes / liquids.

Banned or unavailable: Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids.

Interpretation

Iran is red because the legal hierarchy protects an established burned-tobacco market while denying ordinary regulated access to vaping and most modern oral alternatives. Selective heated-product access does not overcome the broader restriction.

Comparison caution. Official rules and customs practice are not always published consistently in English. Illicit availability must not be described as legality.

Sources in the live profile. Iran Ministry of Health; Tobacco Control Laws: Iran; WHO: Iran country page

Japan

Product-selective | Overall score 56/100

Japan is the Atlas's principal heated-tobacco case. It permitted rapid consumer adoption of heated products while leaving domestic nicotine-vape and nicotine-pouch sales behind pharmaceutical-approval barriers. The result is a large fall in cigarette sales, but an uneven harm-reduction framework.

Access	Alignment	Coercion	Contestability
50/100 Product-selective	50/100 Mixed	50/100 Mixed	75/100 Relatively open

Headline evidence

- Cigarette-sales change: −52.7%. Total sales, 2011–2023; peer-reviewed market analysis
- Current smoking: 15.4%. Adults, 2025 estimate; definitions differ from national monthly-use measures
- Current heated-tobacco use: 12.4%. Adults, 2023 estimate
- Heated-tobacco users: 13.5 million. Estimated current users, 2023

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Chewing tobacco and nasal snuff; Nicotine-free vapes / liquids; Heated tobacco products; Patches and gum.

Banned or unavailable: Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids.

Interpretation

Japan looks less like comprehensive policy-led harm reduction than consumer-led substitution through one favored product class. The timing and scale of the cigarette-sales decline are consistent with heated tobacco displacing cigarettes, but the observational evidence cannot by itself allocate causation among product substitution, taxation, aging, smoking restrictions and longer-run trends. Japan's restrictions on nicotine vapes and pouches also prevent a simple green classification.

Comparison caution. Cigarette sales, smoking prevalence and total tobacco or nicotine use answer different questions. The 52.7% sales decline must not be presented as a 52.7% decline in all tobacco use, and rising heated-tobacco use should not be counted as continued smoking.

Sources in the live profile. Cummings et al.: Transformation of the tobacco product market in Japan, 2011–2023; Tobacco Atlas: Japan country profile; Global State of Tobacco Harm Reduction: Japan country profile; Japan Tobacco: regulations and key laws; Japan Ministry of Health: information on revised indoor-smoking measures

Kazakhstan

Vape prohibition with selective tobacco access | Overall score 31/100

Kazakhstan criminalized the importation, production and sale of e-cigarettes and liquids in 2024 while continuing to permit cigarettes and heated tobacco. This is a clear case of risk-inverted product policy.

Access	Alignment	Coercion	Contestability
25/100 Very narrow	25/100 Close orthodoxy	25/100 Criminal prohibition	50/100 Limited

Headline evidence

- Vape sales: Prohibited. Import, production and distribution ban from 2024
- Possession/use: Not the core offense. Supply rather than individual use is targeted
- Cigarettes: Legal. Tobacco controls and excise apply
- Heated tobacco: Legal market. Regulated as tobacco

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Chewing tobacco and nasal snuff.

Banned or unavailable: Tobacco snus; Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids.

Interpretation

Kazakhstan is red because it uses criminal prohibition against lower-risk vapor products while preserving legal cigarette and heated-tobacco markets. The distinction between banning supply and criminalizing personal use remains important.

Comparison caution. Enforcement practice and rules for tobacco-free pouches require continued review. Border seizures do not by themselves establish an offense of personal consumption.

Sources in the live profile. Kazakhstan Ministry of Health; Tobacco Control Laws: Kazakhstan; WHO: Kazakhstan tobacco profile

Kenya

Legal alternatives, unresolved governance | Overall score 56/100

Kenya permits cigarettes, vaping, heated tobacco and at least some nicotine pouches, but regulates them through a contested mixture of tobacco law, pharmacy decisions, tax rules and product-specific administrative treatment. Legal alternatives exist without a stable, transparent harm-reduction framework.

Access	Alignment	Coercion	Contestability
75/100 Several legal categories	50/100 Mixed	50/100 Mixed	50/100 Weakly transparent

Headline evidence

- Current tobacco use: About 11%. Recent adult estimate; large sex difference

- Legal vape market: Yes. Taxed and subject to tobacco-style controls
- Nicotine pouches: Limited legal market. Product-specific authorization and regulatory disputes
- Minimum age: 18. Tobacco and nicotine retail

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches and gum.

Restricted or uncertain: Tobacco snus.

Interpretation

Kenya is orange because several lower-risk products are lawful, but the route to market is inconsistent and vulnerable to discretionary bargaining. A proportionate regime requires transparent category rules applied to all qualified products, not exemptions for one company or brand.

Comparison caution. Pouch legality is unusually product-specific and has changed through administrative correspondence. Draft regulations and tax proposals must be distinguished from rules actually in force.

Sources in the live profile. Kenya Tobacco Control Act 2007; Kenya Revenue Authority: excise duty; WHO: Kenya tobacco country profile; Ministry of Health Kenya

Latvia

Access with strong product restrictions | Overall score 56/100

Latvia permits vaping, nicotine pouches, heated tobacco and medicinal nicotine but prohibits online sales, restricts flavors and raised the nicotine-purchase age to 20. The legal market survives under markedly tighter rules than the EU baseline.

Access	Alignment	Coercion	Contestability
75/100 Broad but constrained	50/100 Mixed	25/100 High	75/100 Relatively open

Headline evidence

- Adult smoking: 27.5%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Latvia is orange because the combination of flavor restrictions, distance-sale prohibition and a 20-year age threshold substantially impedes substitution despite formal legality.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Latvia country profile; Tobacco Control Laws: Latvia; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Libya

Low-information, fragmented market | Overall score 44/100

Libya permits conventional tobacco and appears not to impose specific national prohibitions on most emerging products. Fragmented authority, weak surveillance and uncertain import practice make this an institutional-capacity case rather than a coherent harm-reduction system.

Access	Alignment	Coercion	Contestability
50/100 Uncertain access	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Cigarettes: Legal. Tobacco controls apply unevenly
- E-cigarettes: No specific law located. Market and import practice are uncertain
- Heated tobacco: No specific law located. Unregulated/unclear
- Assessment confidence: Low. Fragmented institutions and sparse sources

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Herbal smoking products; Tobacco snus; Nicotine e-liquids; Nicotine-free vapes / liquids.

Interpretation

Libya is orange because cigarettes occupy an established legal market while safer alternatives lack transparent rules or dependable quality control. The classification measures governance, not hostility to alternatives alone.

Comparison caution. National law may not describe local enforcement across rival jurisdictions. Unknowns are retained rather than inferred from retail availability.

Sources in the live profile. WHO: Libya country page; Tobacco Control Laws: Libya; GSTHR: Libya profile

Lithuania

Access with strong product restrictions | Overall score 56/100

Lithuania permits vaping, nicotine pouches, heated tobacco and medicinal nicotine, but bans online vape sales and most non-tobacco e-liquid flavors and applies extensive public-use and marketing restrictions.

Access	Alignment	Coercion	Contestability
75/100 Broad but constrained	50/100 Mixed	25/100 High	75/100 Relatively open

Headline evidence

- Adult smoking: 24.9%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Lithuania is orange because its flavor and distance-sale restrictions materially reduce the appeal and accessibility of vaping even though the category remains legal.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Lithuania country profile; Tobacco Control Laws: Lithuania; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Mali

Under-specified alternatives | Overall score 44/100

Mali regulates cigarettes conventionally but leaves vaping, heated tobacco and modern oral nicotine largely undefined. That uncertainty is not counted as either a ban or a dependable harm-reduction pathway.

Access	Alignment	Coercion	Contestability
50/100 Uncertain	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Adult smoking: 6%. 2024 estimate
- Vaping: No specific law located. Commercial status uncertain
- Heated tobacco: No specific law located. Market pathway uncertain
- Medicinal nicotine: Banned. Not regulated as medicine

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Heated tobacco products.

Restricted or uncertain: Herbal smoking products; Tobacco snus; Nicotine-free vapes / liquids.

Banned or unavailable: Patches, gum, lozenges and sprays.

Interpretation

Mali is orange because cigarettes have a settled market while lower-risk alternatives lack clear standards, lawful channels and surveillance.

Comparison caution. The assessment is low-confidence. Absence of a located rule is not proof that unrestricted sale is lawful.

Sources in the live profile. GSTHR: Mali country profile; Tobacco Control Laws: Mali; WHO: Mali country page

Mauritania

Under-specified alternatives | Overall score 44/100

Mauritania has conventional cigarette rules but no clear framework for vaping, heated tobacco or nicotine pouches. Snus is reported as permitted, while medicinal nicotine is banned.

Access	Alignment	Coercion	Contestability
50/100 Uncertain	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Adult smoking: 9.2%. 2025 estimate
- Adult vaping: 0.4%. 2021 estimate despite legal uncertainty
- Newer products: Mostly undefined. No comprehensive framework located
- Medicinal nicotine: Banned. Not on essential medicines list

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Heated tobacco products.

Restricted or uncertain: Herbal smoking products; Nicotine-free vapes / liquids.

Banned or unavailable: Patches, gum, lozenges and sprays.

Interpretation

Mauritania is orange because formal cigarette regulation coexists with uncertainty rather than a coherent alternative-product strategy.

Comparison caution. Low-confidence fields should be revisited when primary regulations become accessible.

Sources in the live profile. GSTHR: Mauritania country profile; Tobacco Control Laws: Mauritania; WHO: Mauritania country page

Mexico

Constitutional prohibition | Overall score 13/100

Mexico has moved beyond administrative restriction to constitutional and criminal prohibition of electronic smoking products. Cigarettes remain legal, while commercial production, import and sale of vapes and heated products can attract severe fines and prison sentences. Substantial illicit use nevertheless continues, making Mexico the Atlas's clearest case of coercion without demand elimination.

Access	Alignment	Coercion	Contestability
25/100 Very limited	0/100 Close orthodoxy	0/100 Very high	25/100 Narrowing

Headline evidence

- Current smoking: 17.3%. Adults, 2025 estimate; approximately 13.7 million current smokers
- Current vaping: 2.0 million. Estimated adult current users in 2025; approximately 2.6%
- Heated-product use: 416,501. Estimated current adult users in 2025 despite the prohibition
- Commercial penalty: 1–8 years. Potential imprisonment under the General Health Law reforms

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Patches, gum and lozenges.

Restricted or uncertain: Herbal smoking products.

Banned or unavailable: Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Mexico makes the coercion question impossible to avoid. The government has placed lower-risk electronic products alongside constitutionally disfavored substances and attached prison sanctions to commerce, while continuing to permit cigarette sales. Yet an estimated two million adults vape and more than 400,000 use heated products. Reporting in 2026 describes an illicit market increasingly controlled through cartel intimidation and extortion. These facts do not establish that regulation would eliminate youth use or organized crime, but they do show that prohibition has not eliminated demand and has denied consumers ordinary product standards, legal retailers and tax-paid supply.

Comparison caution. The constitutional text, implementing statute, customs practice and individual-consumption rules should not be collapsed into a claim that every possessor faces eight years in prison; the most severe penalties target production, distribution and sale, while importation can expose travelers to enforcement. The 2025 product-use figures are estimates rather than a single harmonized national survey. Evidence of cartel involvement is credible reporting, not a measured national market share. WHO or FCTC praise demonstrates institutional alignment but does not by itself prove causation.

Sources in the live profile. Mexico Chamber of Deputies: Constitution and legislative framework; Reuters: Senate approves prison penalties for vape commerce; Associated Press: Mexico's vape prohibition and organized-crime market; Tobacco Control Laws: Mexico legislation and product rules; Global State of Tobacco Harm Reduction: Mexico profile; Sánchez-Romero et al.: Potential impact of removing Mexico's ENDS ban

Moldova

Broad access, restrictive details | Overall score 63/100

Moldova permits vaping, heated tobacco, nicotine pouches and medicinal nicotine but prohibits online sales, restricts flavors and applies tobacco-style public-use and advertising controls.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Tightening	75/100 Relatively open

Headline evidence

- Adult smoking: 25.5%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Moldova is yellow because all principal alternatives remain lawful, but national restrictions limit product appeal and treat risk categories too similarly.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Moldova country profile; Tobacco Control Laws: Moldova; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Mongolia

Broad access, tightening debate | Overall score 63/100

Mongolia has high smoking and a rapidly expanding vape market that remains more lightly regulated than cigarettes. Parliament is considering tobacco-style rules, flavor restrictions and excise increases, but proposals are kept separate from current law.

Access	Alignment	Coercion	Contestability
75/100 Broad practical access	50/100 Mixed	75/100 Moderate	50/100 Policy unsettled

Headline evidence

- Adult smoking: About 27%. Recent modeled estimate; much higher among men
- E-cigarettes: Legal / lightly regulated. Comprehensive reform remains under debate
- Proposed reform: Not yet scored. Would add excise, advertising and flavor restrictions
- Market transition: Early. Outcome effects remain unclear

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Interpretation

Mongolia is yellow because alternatives remain broadly available, but the system is under-specified and may tighten sharply. High smoking makes proportionate regulation particularly important.

Comparison caution. Draft legislation is not current law. Product-specific enforcement and age verification remain uneven.

Sources in the live profile. WHO: Mongolia country page; Tobacco Control Laws: Mongolia; Mongolian Ministry of Health

Montenegro

Broad inhaled access, inconsistent cessation policy | Overall score 63/100

Montenegro permits vaping and heated tobacco under product rules, but bans medicinal nicotine and provides little clarity on nicotine pouches. Its risk hierarchy is therefore internally inconsistent.

Access	Alignment	Coercion	Contestability
75/100 Broad but uneven	50/100 Mixed	75/100 Moderate	50/100 Policy developing

Headline evidence

- Adult smoking: 37%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Banned or unavailable: Patches, gum, lozenges and sprays.

Interpretation

Montenegro is yellow because the main consumer alternatives are available, but banning cessation medicines and leaving oral nicotine unclear undermines a coherent harm-reduction approach.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Montenegro country profile; Tobacco Control Laws: Montenegro; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Namibia

Under-specified, reform pending | Overall score 50/100

Namibia has a settled conventional tobacco law but few specific rules for vaping, heated tobacco or nicotine pouches. Medicinal nicotine is lawful, and government is considering tighter alternative-product rules; until enacted, the map records uncertainty rather than prohibition.

Access	Alignment	Coercion	Contestability
50/100 Uncertain	50/100 Mixed	50/100 Moderate	50/100 Policy developing

Headline evidence

- Adult smoking: 11.2%. 2022 estimate

- Vaping: No specific law located. Reform under consideration
- Heated tobacco: No specific law located. Status uncertain
- Medicinal nicotine: Legal OTC. Available without prescription

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Nicotine-free vapes / liquids.

Interpretation

Namibia is orange because regulatory silence leaves neither a dependable harm-reduction market nor a documented blanket prohibition. The framework is in transition.

Comparison caution. Draft reforms are not current law. Product availability and legality require separate treatment.

Sources in the live profile. GSTHR: Namibia country profile; Tobacco Control Laws: Namibia; Namibia Ministry of Health and Social Services

New Zealand

Harm reduction under pressure | Overall score 63/100

New Zealand integrated regulated vaping into its smoke-free strategy and recorded one of the world's steepest recent declines in daily smoking. It remains an important harm-reduction case, but access is now narrower and policy is politically unstable: the smoke-free-generation law was repealed, disposable vapes were banned, and retail and promotion controls were tightened.

Access	Alignment	Coercion	Contestability
75/100 Broad vaping access	50/100 Mixed	50/100 Increasing	75/100 Relatively open

Headline evidence

- Daily smoking: 6.8%. Adults aged 15+, 2024/25; down from 11.9% in 2019/20
- Daily vaping: 11.7%. Adults aged 15+, 2024/25; up from 3.5% in 2019/20
- Māori daily smoking: 15.0%. 2024/25; large inequities remain despite the national decline
- Daily smoking or vaping: 17.1%. Adults aged 15+, 2024/25; not a measure of smoking harm

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Nicotine disposable vapes.

Interpretation

New Zealand is the Atlas's strongest direct outcome-versus-conformity case. From 2019/20 to 2024/25, daily smoking fell by 5.1 percentage points while daily vaping rose by 8.2 points. That pattern is consistent with substantial substitution and earlier trend analysis found an acceleration after vaping access expanded. It does not prove that every new vaper would otherwise have smoked, and the persistence of Māori and deprivation gaps matters. The repeal of coercive cigarette measures should be evaluated separately from the later restrictions on lower-risk products.

Comparison caution. Smoking, vaping and combined nicotine-use prevalence answer different questions. The rise in vaping must not be counted as a failure to reduce smoking harm, but neither should the temporal association be presented as complete causal proof. Civil-society criticism, including the 2025 Dirty Ashtray Award, is institutional evidence rather than an act of the FCTC Secretariat or WHO itself.

Sources in the live profile. New Zealand Ministry of Health: 2024/25 Health Survey key results; New Zealand Ministry of Health: Vaping, herbal smoking and smokeless tobacco; Ministry of Health: Recent changes to Smokefree laws; Ministry of Health: Oral nicotine-product legal status; Smokefree Environments and Regulated Products Amendment Act 2024; New Zealand Government: Smokefree amendment and repeal rationale

Niger

Conventional controls, uncertain alternatives | Overall score 44/100

Niger has conventional cigarette controls but little transparent regulation of vapes, heated tobacco or nicotine pouches. The map records the resulting uncertainty rather than assuming either prohibition or meaningful access.

Access	Alignment	Coercion	Contestability
50/100 Uncertain	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Cigarettes: Legal. National tobacco law applies
- Emerging products: Poorly documented. No comprehensive public framework located
- Smoking burden: Lower reported prevalence. Survey capacity and definitions matter
- Assessment confidence: Low. Regulatory evidence is incomplete

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Herbal smoking products; Tobacco snus; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids.

Interpretation

Niger is orange because regulatory opacity leaves cigarettes as the best-established product while alternatives lack dependable legal and quality-assurance pathways.

Comparison caution. Unknown fields must not be read as proof of unrestricted legality.

Sources in the live profile. WHO: Niger country page; Tobacco Control Laws: Niger; WHO FCTC implementation database

Nigeria

Broad access, under-developed regulation | Overall score 63/100

Nigeria permits vaping, heated tobacco, snus, nicotine pouches and medicinal nicotine. This unusually broad access is offset by regulatory gaps, inconsistent age rules and limited official communication of relative risk.

Access	Alignment	Coercion	Contestability
100/100 Very broad access	25/100 Weakly articulated	75/100 Moderate	50/100 Policy developing

Headline evidence

- Adult smoking: 2.9%. 2024 estimate
- Vaping: Legal / lightly regulated. Specific national rules remain limited
- Nicotine pouches: Legal. Nicotine ceiling below 16.6 mg per pouch reported
- Heated tobacco: Legal. Warnings and claim restrictions apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Interpretation

Nigeria is yellow, not green, because broad access appears to result partly from incomplete regulation rather than an evidence-led risk framework. Its product availability nevertheless gives smokers more substitution options than most African systems.

Comparison caution. Sources conflict on the reach of age and public-use rules for vapes; enforcement and product quality are uneven.

Sources in the live profile. GSTHR: Nigeria country profile; Tobacco Control Laws: Nigeria; Nigeria Federal Ministry of Health

North Macedonia

Broad access, under-specified categories | Overall score 63/100

North Macedonia permits vaping and medicinal nicotine, while heated tobacco is sold under tobacco rules. Oral nicotine and some product standards remain less clearly specified.

Access	Alignment	Coercion	Contestability
75/100 Broad practical access	50/100 Mixed	75/100 Moderate	50/100 Policy developing

Headline evidence

- Adult smoking: 39.9%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Restricted or uncertain: Tobacco snus.

Interpretation

North Macedonia is yellow because smokers have several lawful alternatives, but incomplete oral-product rules and very high smoking indicate a weakly articulated transition strategy.

Comparison caution. The map uses the country name North Macedonia although some source databases retain Macedonia.

Sources in the live profile. GSTHR: North Macedonia country profile; Tobacco Control Laws: North Macedonia; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Norway

Product-selective harm reduction | Overall score 56/100

Norway has very low smoking and a large legal snus market, but it bars tobacco-free nicotine pouches and nicotine-containing e-cigarettes. Its success is compatible with substitution, yet policy gives one established lower-risk category privileged status while suppressing others.

Access	Alignment	Coercion	Contestability
50/100 Uneven access	50/100 Mixed	50/100 High for newer products	75/100 Relatively open

Headline evidence

- Daily smoking: About 7%. Recent adult estimate; series and age range vary

- Daily snus use: About 16%. Adults; substantially higher among younger men
- Tobacco snus: Legal. Norway retains an EEA exemption
- Nicotine vapes: Domestic sale prohibited. Ban retained when the TPD entered into force in 2026

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Chewing tobacco and nasal snuff; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids.

Interpretation

Norway demonstrates why outcomes must remain separate from policy scores. Very low smoking and extensive snus substitution are important, but a framework that bars pouches and nicotine vapes while selling cigarettes is product-selective rather than consistently risk-proportionate.

Comparison caution. Daily smoking and snus series vary by age. Proposed nicotine limits for snus should not be described as final until enacted.

Sources in the live profile. Norwegian Ministry of Health: tobacco-control policy; Norwegian Government: TPD entry into force, March 2026; Norwegian Customs: personal imports from 2026

Pakistan

Broad multi-product access | Overall score 69/100

Pakistan permits vaping, heated tobacco, snus, nicotine pouches and medicinal nicotine. Its framework is less mature than Sweden's, but the current legal hierarchy preserves unusually broad substitution options and does not categorically suppress lower-risk products.

Access	Alignment	Coercion	Contestability
100/100 Very broad access	50/100 Mixed	75/100 Moderate	50/100 Policy developing

Headline evidence

- Adult smoking: 11.6%. 2024 estimate
- Nicotine vapes: Legal · available. Adult retail and import permitted
- Nicotine pouches: Legal. Sold as consumer products; online purchase permitted
- Heated tobacco: Legal · regulated. Warnings, age and public-use rules apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Interpretation

Pakistan is green because every major non-combustible category presently has a lawful adult pathway. The score reflects access and proportionality, not regulatory perfection: product standards and enforcement remain uneven, and policy may tighten.

Comparison caution. Federal and provincial practice can differ. Pending legislation must be monitored and the classification revised if it creates categorical restrictions.

Sources in the live profile. GSTHR: Pakistan country profile; Tobacco Control Laws: Pakistan; Pakistan Ministry of National Health Services

Panama

Prohibition-oriented | Overall score 25/100

Panama has low reported smoking but prohibits vaping and heated tobacco while cigarettes remain legal. Law 315 extends the ban across import, commercialization and use, leaving medicinal nicotine as the main lawful alternative.

Access	Alignment	Coercion	Contestability
25/100 Severely restricted	25/100 Orthodox	25/100 High	25/100 Low

Headline evidence

- Adult smoking: About 5%. Recent international estimate; definitions vary
- Nicotine vapes: Banned. Law 315 prohibits import, sale and use of electronic nicotine-delivery systems and similar devices.
- Heated tobacco: Banned. The statutory prohibition covers heated tobacco and related electronic systems.
- Medicinal nicotine: Legal medicines. Available through medicine or pharmacy rules

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Patches, gum, lozenges and sprays.

Restricted or uncertain: Chewing tobacco and nasal snuff.

Banned or unavailable: Herbal smoking products; Tobacco snus; Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Panama is red because legal cigarettes coexist with categorical bans on the leading consumer alternatives. Low smoking prevalence does not resolve that policy inconsistency.

Comparison caution. Illicit availability and traveler possession must not be described as legal access. Enforcement can vary even where the statutory prohibition is clear.

Sources in the live profile. GSTHR: Panama country profile; Tobacco Control Laws: Panama; Panama health authority

Peru

Comprehensive regulated access | Overall score 63/100

Peru's 2024 Law 32159 regulates rather than prohibits e-cigarettes, heated tobacco and nicotine pouches. It extends tobacco-style controls across categories, preserving adult access while narrowing marketing and public-use differences.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Tobacco-style controls	75/100 Legislatively open

Headline evidence

- Adult smoking: About 8%. Recent modeled estimate
- Law 32159: 2024. Covers vapes, HTPs and nicotine pouches
- Vape sales: Legal · regulated. Online sales remain possible under controls
- Product approach: Regulation, not prohibition. Multiple alternative categories retained

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Interpretation

Peru is yellow because it chose a regulated multi-product market rather than prohibition, but largely applies tobacco-style restrictions without clearly communicating relative risk. The legal architecture is nevertheless more coherent than regulatory silence.

Comparison caution. Detailed implementing rules and enforcement practice should be monitored. Legal status does not imply unrestricted promotion or use.

Sources in the live profile. Peru Law 32159; Peruvian Ministry of Health; WHO: Peru country page

Philippines

Evidence-responsive, with implementation gaps | Overall score 69/100

The Philippines is an unusual lower-middle-income harm-reduction case. Republic Act 11900 explicitly treats regulated non-combustible products as consumer goods, recognizes reducing the harm caused by smoking as a policy purpose, and provides lawful routes for vapor products, heated tobacco and novel oral products. Enforcement and product compliance remain uneven, preventing an unqualified comparison with Sweden.

Access	Alignment	Coercion	Contestability
100/100 Broad regulated access	50/100 Mixed	50/100 Mixed	75/100 Relatively open

Headline evidence

- Current tobacco use: 23%. Approximately; adults, latest GATS-era national estimate; survey year and definition must accompany comparisons
- Minimum age: 18. Vaporized nicotine and non-nicotine products and novel tobacco products
- Nicotine ceiling: 65 mg/ml. Maximum lawful concentration for vapor products under RA 11900
- Packaging warnings: 50% front and back. Vapor, heated-tobacco and novel-product principal display surfaces

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and lozenges.

Interpretation

The Philippines qualifies provisionally as green because its law does more than tolerate alternatives: it states a harm-reduction purpose, regulates multiple non-combustible categories for adult sale and leaves room for scientifically substantiated reduced-risk communication. That is a material departure from restrictive FCTC orthodoxy. The qualification matters, however. A strong statutory design does not prove consistent enforcement, a clean legal market or successful substitution, and the country's smoking burden remains substantial.

Comparison caution. The roughly 23% tobacco-use figure is not directly comparable with daily-smoking measures used for Sweden or Great Britain. Legal coverage of a product class does not establish that every brand is registered or practically available. Nicotine-pouch classification is less explicit in the statute than vapor and heated-tobacco classification and should be rechecked against current DTI registration practice.

Sources in the live profile. Philippines Republic Act 11900 (2022); Department of Trade and Industry: Fair Trade Enforcement Bureau; DTI Bureau of Philippine Standards: vapor-product standards; Philippine Statistics Authority: Global Adult Tobacco Survey; WHO: Philippines tobacco country profile (MPOWER 2025)

Poland

Access narrowing | Overall score 56/100

Poland retains refillable vaping, disposable vapes, heated tobacco, nicotine pouches and medicinal nicotine. Enacted controls restrict distance sales and regulate pouches, while a notified proposal would prohibit disposable vapes and further narrow flavors and product choice.

Access	Alignment	Coercion	Contestability
75/100 Broad but narrowing	50/100 Mixed	25/100 High and increasing	75/100 Relatively open

Headline evidence

- Adult smoking: 21.2%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited

- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Poland is orange because lawful alternatives remain but enacted access restrictions are substantial and the policy direction is increasingly prohibitory. The proposed disposable-vape ban is not scored as current law.

Comparison caution. The disposable-vape prohibition and some further flavor restrictions remain proposals unless and until an enacted measure and commencement date are identified. The profile does not treat a TRIS notification as legislation in force.

Sources in the live profile. GSTHR: Poland country profile; Tobacco Control Laws: Poland; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Portugal

Regulated multi-product access | Overall score 69/100

Portugal regulates a broad set of non-combustible products rather than prohibiting them. Its 2026 treatment of nicotine pouches brings the category into a licensed and taxed pathway, complementing established lawful access to vaping and heated tobacco while conventional tobacco controls remain in place.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	75/100 Proportionate	75/100 Relatively open

Headline evidence

- Adult smoking: About 17%. Recent international estimate; definition and year vary by series
- Nicotine vapes: Legal · regulated. EU product limits plus Portuguese excise and retail rules
- Nicotine pouches: Legal · licensed. Explicit consumer pathway and excise treatment from 2026
- Heated tobacco: Legal · regulated. Tobacco controls and EU flavor rules apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Portugal is green because adults retain regulated access to the principal non-combustible categories and the state has chosen standards, licensing and tax over categorical bans. It does not score higher because official communication and fiscal policy still often treat products more similarly than their risk profiles warrant.

Comparison caution. The pouch pathway is new and its market implementation should be monitored. Excise treatment, legal availability and scientific risk are separate questions; a green classification does not imply low taxes or permissive marketing.

Sources in the live profile. Portuguese Tax and Customs Authority: tobacco-tax information; Diário da República: Portuguese legislation; Directorate-General of Health: tobacco prevention and control; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Romania

Regulated multi-product access | Overall score 69/100

Romania maintains legal adult access to vaping, nicotine pouches, heated tobacco and medicinal nicotine. National rules extend age, advertising and public-use controls across categories but do not prohibit the principal alternatives.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	75/100 Proportionate	75/100 Relatively open

Headline evidence

- Adult smoking: 26%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Romania is green because multiple non-combustible pathways remain available under proportionate product and age rules. Official communication still does little to distinguish products by risk.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Romania country profile; Tobacco Control Laws: Romania; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Russia

Restrictive and increasingly coercive | Overall score 44/100

Russia permits cigarettes, heated tobacco and a tightly constrained vape market, but has progressively raised taxes, restricted flavors and retail presentation, prohibited online sales and suppressed tobacco-free oral nicotine. The policy hierarchy remains selective rather than fully prohibitionist.

Access	Alignment	Coercion	Contestability
50/100 Narrowing access	50/100 Mixed	25/100 High	50/100 Limited

Headline evidence

- Adult tobacco use: About 27%. WHO-modeled recent estimate; definitions and year vary
- Retail age: 18+. Tobacco and nicotine-containing products
- Online vape sales: Prohibited. Restrictions strengthened through 2023–26
- Oral nicotine: Retail prohibition. Tobacco-free nicotine mixtures suppressed after the pouch surge

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and sprays.

Restricted or uncertain: Herbal smoking products; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids.

Banned or unavailable: Tobacco snus; Nicotine pouches.

Interpretation

Russia is orange because alternatives have not disappeared, but policy is moving toward a cigarette-compatible hierarchy: burned tobacco remains routinely available while oral nicotine is suppressed and vaping becomes harder to obtain legally. Heated tobacco prevents a red classification, but contestability and proportionality are weak.

Comparison caution. Russian nicotine rules changed repeatedly from 2020 through 2026 and regional enforcement differs. Proposed bans must not be described as enacted until they take legal effect.

Sources in the live profile. WHO: Russian Federation tobacco profile; Russian federal tobacco-control legislation database; Tobacco Control Laws: Russia

Saudi Arabia

Regulated access under high control | Overall score 63/100

Saudi Arabia allows cigarettes, regulated e-cigarettes, heated tobacco and nicotine pouches while imposing high excise, tax stamps, standards and extensive use restrictions. Its framework offers alternatives but does not clearly promote switching.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 High-control market	75/100 Commercially open

Headline evidence

- Minimum age: 18. Tobacco and related nicotine retail
- Vape excise: 100%. Excise treatment of electronic smoking products and liquids
- Vapes and HTPs: Legal. Standards, import and tax controls apply
- Nicotine pouches: Legal market. Rapidly growing adult category; specific controls evolving

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and lozenges.

Restricted or uncertain: Tobacco snus; Chewing tobacco and nasal snuff.

Interpretation

Saudi Arabia is yellow because adult access is relatively broad but embedded in a high-control tax and standards system without a transparent public-health commitment to relative-risk communication. Its product architecture is more proportionate than prohibition, but its policy rationale remains cautious.

Comparison caution. Official English-language material is incomplete for some oral products. Market availability should not be treated as proof that every product or flavor is authorized.

Sources in the live profile. Saudi Food and Drug Authority: product classification guidance; ZATCA: tobacco tax stamps and excise; WHO: Saudi Arabia tobacco profile

Serbia

Broad access, weak differentiation | Overall score 63/100

Serbia permits vaping, heated tobacco, nicotine pouches and medicinal nicotine and regulates the newer categories through tobacco-product rules. Access is broad, but official risk differentiation and public regulatory documentation remain limited.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	75/100 Moderate	50/100 Policy developing

Headline evidence

- Adult smoking: 36.4%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted

- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Serbia is yellow because practical access is broad, but the system treats alternatives largely as extensions of tobacco control and offers little evidence-responsive communication.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Serbia country profile; Tobacco Control Laws: Serbia; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Singapore

Prohibition-oriented | Overall score 25/100

Singapore combines low smoking with one of the world's most coercive nicotine regimes. Cigarettes remain legal for adults aged 21 and over, while vaping, many smokeless products and emerging alternatives are prohibited, including possession and use.

Access	Alignment	Coercion	Contestability
25/100 Severely restricted	25/100 Orthodox	25/100 High	25/100 Low

Headline evidence

- Adult smoking: About 9%. Recent international estimate; definitions vary
- Nicotine vapes: Banned. Purchase, possession and use of electronic vaporisers are prohibited, as are import, distribution and sale.
- Heated tobacco: Banned. Emerging and imitation tobacco products face prohibitory controls; no ordinary heated-tobacco retail market is recognized.
- Medicinal nicotine: Legal medicines. Available through medicine or pharmacy rules

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Patches, gum, lozenges and sprays.

Restricted or uncertain: Chewing tobacco and nasal snuff.

Banned or unavailable: Herbal smoking products; Tobacco snus; Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Singapore is red because its low smoking outcome coexists with a legal cigarette market and criminalized lower-risk consumer alternatives. Outcomes and proportionality are scored separately.

Comparison caution. Illicit availability and traveler possession must not be described as legal access. Enforcement can vary even where the statutory prohibition is clear.

Sources in the live profile. GSTHR: Singapore country profile; Tobacco Control Laws: Singapore; Singapore health authority

Slovakia

Regulated multi-product access | Overall score 69/100

Slovakia preserves adult access to flavored vaping, nicotine pouches, heated tobacco and medicinal nicotine under a structured regulatory system. Public-use, warning and age rules apply without a category-wide vape prohibition.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	75/100 Proportionate	75/100 Relatively open

Headline evidence

- Adult smoking: 27.4%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Slovakia is green because the principal non-combustible categories remain lawfully available with conventional age and product safeguards. High smoking prevalence shows that legal architecture alone does not ensure rapid switching.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Slovakia country profile; Tobacco Control Laws: Slovakia; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

Slovenia

Access with strong product restrictions | Overall score 56/100

Slovenia permits vaping, nicotine pouches, heated tobacco and medicinal nicotine, but bans online vape sales and has adopted a broad flavor restriction. Alternatives remain legal but less competitive with cigarettes.

Access	Alignment	Coercion	Contestability
75/100 Broad but constrained	50/100 Mixed	25/100 High	75/100 Relatively open

Headline evidence

- Adult smoking: 19.1%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Online sales prohibited
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Slovenia is orange because flavor and distance-sale restrictions substantially narrow vaping while cigarettes remain widely available.

Comparison caution. Legal availability does not imply unrestricted marketing or use. National proposals are not counted until enacted, and smoking measures are not fully harmonized across countries.

Sources in the live profile. GSTHR: Slovenia country profile; Tobacco Control Laws: Slovenia; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

South Africa

Broad access, policy at risk | Overall score 63/100

South Africa currently permits cigarettes, vaping products, heated tobacco and modern oral nicotine, giving adults comparatively broad substitution options. But the proposed Tobacco Products and Electronic Delivery Systems Control Bill would pull electronic products into a much more restrictive tobacco framework, while the 2020 sales ban exposed the limits of coercive supply control.

Access	Alignment	Coercion	Contestability
75/100 Broad access	50/100 Mixed and tightening	50/100 Moderate; exceptional 2020 ban	75/100 Open parliamentary dispute

Headline evidence

- Current tobacco use: 29.4%. Adults 15+, GATS South Africa 2021
- Current smoking: 25.8%. Adults 15+, GATS South Africa 2021
- Ban-era purchasing: ~93%. Continuing smokers who reported buying cigarettes during the 2020 sales ban; survey estimate
- Bill status: Before Parliament. Electronic-delivery and tobacco-control bill remained under consideration in 2026

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and lozenges.

Interpretation

South Africa earns yellow because lawful access is broader than in most FCTC-aligned systems and public contestation remains real. It is not green: the 2020 prohibition demonstrated a willingness to suppress lawful supply, and the pending bill would reduce regulatory differentiation between combustion and lower-risk products. The ban coincided with sharp price rises and a durable expansion of illicit networks, but it should be treated as an accelerator and network-building shock — not the sole cause of the later illicit market.

Comparison caution. The bill is not current law and must not be presented as enacted. Ban-era purchasing, price and illicit-share figures come from surveys and competing market estimates rather than a complete administrative census. Product legality can also turn on medicine, tax and tobacco definitions that are still evolving.

Sources in the live profile. South African Parliament: Tobacco Products and Electronic Delivery Systems Control Bill; Parliament: Health Committee adopts motion of desirability; South Africa GATS 2021 factsheet; Research on Economics of Excisable Products: cigarette sales during the 2020 ban; South African Revenue Service: tobacco and vaping excise; GSTHR: South Africa country profile

Spain

Broad access under tightening controls | Overall score 63/100

Spain currently permits regulated vaping, heated tobacco and nicotine pouches while banning snus under EU law. Its government has proposed harmonizing restrictions across nicotine categories and banning disposables, but those proposals are not counted as enacted law.

Access	Alignment	Coercion	Contestability
75/100 Broad access	50/100 Mixed	50/100 Tightening	75/100 Legislatively open

Headline evidence

- Daily smoking: About 20%. Adults, recent national estimate
- Nicotine vapes: Legal. EU-derived limits apply
- Nicotine pouches: Legal pending specific reform. General consumer rules currently apply
- 2026 reform: Draft bill. Not scored as enacted legislation

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and lozenges.

Banned or unavailable: Tobacco snus.

Interpretation

Spain is yellow because lawful access remains broad, but the direction of travel is toward treating products with very different risks alike. The Atlas separates current law from the government's announced intentions.

Comparison caution. Parliament may amend or reject the July 2026 bill. Proposed terrace, advertising and disposable-vape restrictions are not included as completed rules.

Sources in the live profile. Spanish Government: July 2026 tobacco-control bill; Spanish Ministry of Health: tobacco-control plan; EU Tobacco Products Directive

Sudan

Permissive by omission, capacity constrained | Overall score 56/100

Sudan regulates conventional tobacco but has no specific national framework for e-cigarettes, heated tobacco or nicotine pouches. Practical access reflects regulatory omission and conflict-weakened capacity rather than a deliberate harm-reduction policy.

Access	Alignment	Coercion	Contestability
75/100 Several categories unprohibited	50/100 Formal but incomplete	75/100 Limited for alternatives	25/100 Low transparency

Headline evidence

- Daily smoking: 6.9%. Adults, 2025 estimate
- Traditional smokeless use: About 8%. Earlier national estimate
- E-cigarettes: Not specifically regulated. Sale allowed by omission
- Conflict effect: Severe. Enforcement and surveillance disrupted

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Restricted or uncertain: Herbal smoking products; Tobacco snus.

Banned or unavailable: Patches, gum, lozenges and sprays.

Interpretation

Sudan is orange because nominal access to alternatives is offset by the absence of standards, reliable enforcement and cessation support. Permissiveness produced by state weakness should not be confused with evidence-responsive regulation.

Comparison caution. Current conditions make legal and market verification unusually difficult. Unknown categories remain explicitly labeled.

Sources in the live profile. Tobacco Control Laws: Sudan e-cigarette policies; WHO: Sudan country page; GSTHR: Sudan profile

Sweden

Evidence-responsive | Overall score 69/100

Sweden combines conventional tobacco controls with regulated access to non-combustible nicotine. Its unusually low daily-smoking rate makes it the Atlas benchmark for testing whether outcomes can diverge from tobacco-control orthodoxy.

Access	Alignment	Coercion	Contestability
100/100 Broad access	50/100 Mixed	50/100 Mixed	75/100 Relatively open

Headline evidence

- Daily smoking: 5.4%. Population aged 16–84, 2024
- Daily smoking, age 16–29: 2%. National Public Health Survey, 2024
- Daily nicotine-pouch use: 5%. Population aged 16–84, 2024
- Daily snus use: 22% men · 10% women. Population aged 16–84, 2024; agency measure includes tobacco snus and nicotine pouches

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system vapes; Closed pods and prefilled devices; Disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges, sprays and inhalers.

Interpretation

Sweden is a difficult case for any model that treats formal policy orthodoxy as a sufficient explanation of success. The coexistence of very low daily smoking and extensive use of lower-risk nicotine is consistent with a substitution explanation, but this descriptive evidence alone does not establish causation. The Atlas will test that hypothesis against countries with different access rules and institutional alignments.

Comparison caution. Measures are not interchangeable: Sweden's 5.4% figure is daily smoking among ages 16–84, while other international series may report current smoking, different age ranges or modeled estimates. Cross-country comparisons will use harmonized definitions.

Sources in the live profile. Public Health Agency of Sweden: Use of tobacco and nicotine products (2024); EU Tobacco Products Directive 2014/40/EU; European Commission: tobacco-product regulation; Swedish Tobacco and Similar Products Act (2018:2088); Swedish legislation on tobacco-free nicotine products

Switzerland

Plural regulated access | Overall score 69/100

Switzerland's federal law permits and separately regulates vaping products, heated tobacco, nicotine pouches and tobacco snus. Smoking remains comparatively high and restrictions are tightening, so green denotes policy architecture rather than national performance.

Access	Alignment	Coercion	Contestability
100/100 Broad access	50/100 Mixed	50/100 Moderate and tightening	75/100 Open and federal

Headline evidence

- Current smoking: 24%. Population aged 15+, Swiss Health Survey 2022
- Federal sales age: 18+. National floor since the Tobacco Products Act took effect in October 2024
- Vape nicotine cap: 20 mg/mL. Nicotine-containing e-liquids under the federal product framework
- Lower-risk categories: 4 of 4. Vapes, nicotine pouches, snus and heated tobacco have lawful consumer pathways

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Interpretation

Switzerland is green because adults retain lawful access across all four lower-risk product families and the law differentiates their technical requirements rather than forcing them into a pharmaceutical or prohibition model. Its federal structure and referendum culture also preserve contestability. Yet the country is not a harm-reduction success on Sweden's terms: smoking remains high, public messaging is cautious and the disposable-vape decision points toward narrower access.

Comparison caution. The parliamentary motion on disposable vapes is an instruction to legislate, not by itself a completed nationwide statutory ban; cantonal rules differ. The 24% smoking figure uses the 2022 Swiss Health Survey and is not directly comparable with Sweden's daily-smoking measure. Green describes policy orientation, not virtue or causal success.

Sources in the live profile. Swiss Federal Office of Public Health: Tobacco Products Act and implementing rules; Swiss Federal Statistical Office: tobacco consumption, Swiss Health Survey 2022; Swiss tobacco-products legislation (Fedlex); Swiss Parliament: motion on disposable electronic cigarettes; Swiss Addiction Monitor: tobacco and nicotine products; GSTHR: Switzerland country profile

Tanzania

Conventional controls, uncertain alternatives | Overall score 44/100

Tanzania regulates burned tobacco but leaves vaping, heated tobacco and nicotine pouches largely undefined. Medicinal nicotine is reported banned, making the overall framework poorly aligned with relative risk.

Access	Alignment	Coercion	Contestability
50/100 Uncertain	50/100 Formal but incomplete	50/100 Limited on paper	25/100 Low transparency

Headline evidence

- Adult smoking: 5%. 2025 estimate
- Vaping: No specific law located. Status uncertain
- Heated tobacco: No specific law located. Status uncertain
- Medicinal nicotine: Banned. No ordinary legal sale

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Heated tobacco products.

Restricted or uncertain: Herbal smoking products; Tobacco snus; Nicotine-free vapes / liquids.

Banned or unavailable: Patches, gum, lozenges and sprays.

Interpretation

Tanzania is orange because cigarettes retain the clearest legal market while alternatives lack dependable standards and access pathways.

Comparison caution. Regulatory silence is recorded as uncertainty, not as proof of legality.

Sources in the live profile. GSTHR: Tanzania country profile; Tobacco Control Laws: Tanzania; Tanzania Ministry of Health

Thailand

Prohibition-oriented | Overall score 25/100

Thailand keeps cigarettes legal while prohibiting the import and sale of vaping products and denying an ordinary heated-tobacco market. Medicinal nicotine remains the principal lawful lower-risk option.

Access	Alignment	Coercion	Contestability
25/100 Severely restricted	25/100 Orthodox	25/100 High	25/100 Low

Headline evidence

- Adult smoking: About 17%. Recent international estimate; definitions vary
- Nicotine vapes: Banned. Import, sale and commercial supply are prohibited; possession can trigger customs enforcement.
- Heated tobacco: Banned. Heated products lack an ordinary lawful retail pathway and import is prohibited.
- Medicinal nicotine: Legal medicines. Available through medicine or pharmacy rules

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Patches, gum, lozenges and sprays.

Restricted or uncertain: Chewing tobacco and nasal snuff.

Banned or unavailable: Herbal smoking products; Tobacco snus; Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Thailand is red because coercive bans remove the principal consumer alternatives while the cigarette market remains legal.

Comparison caution. Illicit availability and traveler possession must not be described as legal access. Enforcement can vary even where the statutory prohibition is clear.

Sources in the live profile. GSTHR: Thailand country profile; Tobacco Control Laws: Thailand; Thailand health authority

Ukraine

Broad access under restrictive controls | Overall score 63/100

Ukraine permits vaping, nicotine pouches, heated tobacco and medicinal nicotine, including online sales for major categories. Flavor, marketing and public-use restrictions are extensive, and wartime conditions complicate enforcement and prevalence measurement.

Access	Alignment	Coercion	Contestability
75/100 Broad regulated access	50/100 Mixed	50/100 Tightening	75/100 Relatively open

Headline evidence

- Adult smoking: 20.4%. Provisional international estimate; definition and reference year vary by source
- Nicotine vapes: Legal · regulated. Retail and online sales permitted
- Nicotine pouches: Legal · regulated. National product and age rules apply
- Heated tobacco: Legal · regulated. Warnings and the EU flavor prohibition apply

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges and sprays.

Banned or unavailable: Tobacco snus.

Interpretation

Ukraine is yellow because multiple alternatives remain available but strong flavor and communication restrictions limit differentiation from cigarettes.

Comparison caution. War affects population denominators, enforcement and market availability; current prevalence estimates carry unusual uncertainty.

Sources in the live profile. GSTHR: Ukraine country profile; Tobacco Control Laws: Ukraine; European Commission: tobacco-product regulation; EU Tobacco Products Directive 2014/40/EU

United Kingdom

Mixed | Overall score 63/100

The United Kingdom — especially England — made regulated vaping a mainstream smoking-cessation tool and achieved record-low smoking. It is now moving in two directions at once: preserving access to refillable and pod systems while banning disposables, taxing e-liquid and extending tobacco-style controls to vapes and nicotine products.

Access	Alignment	Coercion	Contestability
75/100 Broad but narrowing	50/100 Mixed	50/100 Increasing	75/100 Relatively open

Headline evidence

- Current smoking: 9.1%. People aged 16+, Great Britain, 2024; ONS annual estimate
- Current vapers: 5.4 million. People aged 16+, Great Britain, 2024
- Current smokers: 4.9 million. People aged 16+, Great Britain, 2024
- Disposable-vape rule: Sales banned. Single-use nicotine and non-nicotine vapes since 1 June 2025

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Nicotine pouches; Chewing tobacco and nasal snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum and licensed nicotine vapes.

Banned or unavailable: Tobacco snus; Nicotine disposable vapes.

Interpretation

The UK is the clearest case of government-supported vaping followed by political retreat. Its smoking rate reached a record low while vaping became more prevalent than smoking, an outcome consistent with — though not solely caused by — substitution. The policy architecture still differentiates vaping from smoking, but taxation, the disposable ban and tobacco-style controls weaken that distinction and may increase incentives for illicit supply.

Comparison caution. UK-wide law, devolved implementation and Great Britain survey estimates are not interchangeable. The outcome data do not prove how much of the smoking decline was caused by vaping, and the Cambridge retail dataset should remain separate from national estimates because its working workbook is synthetic.

Sources in the live profile. Office for National Statistics: Adult smoking habits in Great Britain, 2024; Tobacco and Vapes Act 2026; UK Government: Single-use vapes ban; MHRA: E-cigarettes — regulations for consumer products; NHS: Using e-cigarettes to stop smoking; HM Revenue & Customs: Vaping Products Duty

United States

Broad access, restrictive authorization | Overall score 56/100

The United States recognizes a continuum of risk and has authorized specific vapes, heated-tobacco products and nicotine pouches. Yet its product-by-product premarket system has authorized only a small fraction of products consumers use, while state flavor bans and registries create a fragmented market. It is therefore broader-access than Germany but less evidence-responsive than the UK.

Access	Alignment	Coercion	Contestability
75/100 Broad in practice	25/100 Process-heavy	50/100 Substantial and uneven	75/100 Open and litigated

Headline evidence

- Current cigarette use: 9.9%. Adults, 2024 national estimate
- Current e-cigarette use: 7.0%. Adults, 2024 national estimate
- Authorized e-cigarettes: 45. FDA marketing authorizations by May 2026
- Authorized pouches: 26. 20 ZYN products plus six on! PLUS products by December 2025

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Tobacco snus; Nicotine pouches; Chewing tobacco and moist or dry snuff; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products; Patches, gum, lozenges, sprays and inhalers.

Interpretation

The United States has the scientific language of harm reduction but a legal architecture that often works against it. FDA has explicitly found that authorized pouches contain substantially fewer harmful constituents than cigarettes and can benefit adults who switch completely. Yet the agency's expensive, slow, SKU-by-SKU process leaves the lawful vape market far smaller than actual demand. The result is neither prohibition nor an orderly regulated market: it is broad consumer access combined with legal uncertainty, selective enforcement and state fragmentation.

Comparison caution. Federal authorization is product-specific and does not mean FDA approval or harmlessness. National legality does not describe California, Massachusetts, New York, Texas or every locality, and market availability does not establish lawful status. CGHA's Montgomery County and Cambridge working datasets are excluded from this national panel until their empirical status and methods are finalized; synthetic workbook values must never be presented as observed evidence.

Sources in the live profile. FDA: Authorized tobacco products; FDA: Authorization of 20 ZYN nicotine-pouch products; CDC: Adult cigarette and e-cigarette use, 2024; FDA: Premarket Tobacco Product Applications; Reuters: FDA authorizes first fruit-flavored e-cigarettes; Campaign for Tobacco-Free Kids: State flavored-tobacco policies

Venezuela

Prohibition-oriented | Overall score 25/100

Venezuela prohibits the manufacture, import, sale, possession for commerce and use of e-cigarettes and bans heated tobacco, while cigarettes remain legal. Medicinal nicotine remains available, but consumer harm-reduction access is minimal.

Access	Alignment	Coercion	Contestability
25/100 Severely restricted	25/100 Orthodox	25/100 High	25/100 Low

Headline evidence

- Adult smoking: 19.4%. 2023 estimate
- Vaping: Banned. Manufacture, import, sale, use and promotion prohibited since 2023
- Heated tobacco: Banned. No ordinary lawful market
- Medicinal nicotine: Legal OTC. Available through pharmacies

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Herbal smoking products; Chewing tobacco and nasal snuff; Patches, gum, lozenges and sprays.

Restricted or uncertain: Tobacco snus; Nicotine pouches.

Banned or unavailable: Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Venezuela is red because it retains legal cigarettes while closing the principal non-combustible consumer pathways.

Comparison caution. Economic informality may produce illicit availability, which must not be confused with legal access.

Sources in the live profile. GSTHR: Venezuela country profile; Tobacco Control Laws: Venezuela; Venezuela Ministry of Health

Vietnam

Prohibition-oriented | Overall score 25/100

Vietnam prohibits e-cigarettes and heated tobacco across production, import, trade, storage, transport and use while conventional cigarettes remain legal. The policy sharply entrenches the highest-risk category.

Access	Alignment	Coercion	Contestability
25/100 Severely restricted	25/100 Orthodox	25/100 High	25/100 Low

Headline evidence

- Adult smoking: About 21%. Recent international estimate; definitions vary
- Nicotine vapes: Banned. Production, trade, import, storage, transport and use of e-cigarettes are prohibited from 2025.
- Heated tobacco: Banned. The 2025 prohibition also covers heated tobacco products.
- Medicinal nicotine: Legal medicines. Available through medicine or pharmacy rules

Product access

Legal or available: Manufactured cigarettes; Roll-your-own tobacco; Cigars and cigarillos; Pipe and waterpipe tobacco; Patches, gum, lozenges and sprays.

Restricted or uncertain: Chewing tobacco and nasal snuff.

Banned or unavailable: Herbal smoking products; Tobacco snus; Nicotine pouches; Refillable / open-system nicotine vapes; Closed nicotine pods; Nicotine disposable vapes; Nicotine e-liquids; Nicotine-free vapes / liquids; Heated tobacco products.

Interpretation

Vietnam is red because it suppresses the principal non-combustible alternatives while preserving legal cigarette sales.

Comparison caution. Illicit availability and traveler possession must not be described as legal access. Enforcement can vary even where the statutory prohibition is clear.

Sources in the live profile. GSTHR: Vietnam country profile; Tobacco Control Laws: Vietnam; Vietnam health authority

Review points

This draft is ready for substantive review. The most useful review questions are whether the country classifications are directionally fair, whether any material product category has been mischaracterized, whether outcome measures need greater harmonization, and whether the four dimensions capture the policy differences that matter most.

The Atlas should remain explicit about uncertainty. Legal availability is not the same as effective access; illicit availability is not legal access; enacted rules should be distinguished from proposals; and smoking measures should not be compared without attention to age ranges, daily versus current use, survey years and modeled versus observed estimates.

Interactive version: https://cgha-tobacco-alignment-atlas.rogernbate.chatgpt.site

CGHA branded edition · Source document dated 17 September 2026. Author text, tables and figures retained. Document design prepared for the CGHA website.