

WHO Framework Convention on Tobacco Control: implementation through MPOWER in the WHO European Region, 2024



World Health Organization

European Region

The WHO Framework Convention on Tobacco Control (WHO FCTC) and its guidelines provide the strong legal foundation for countries to implement a broad array of measures relating to the reduction of supply of and demand for tobacco. To make tobacco control a reality, in 2008 WHO introduced the MPOWER measures (1), which support the scaling-up of specific provisions of the WHO FCTC at country level (Fig. 1).

Fig. 1. MPOWER



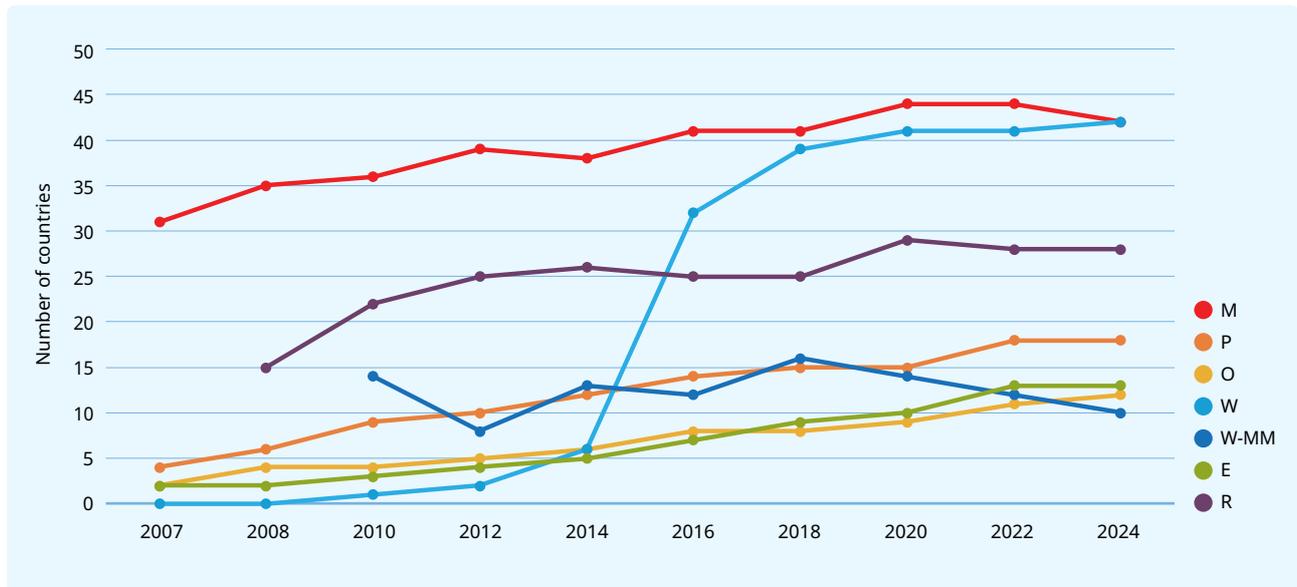
The tenth edition of the WHO report on the global tobacco epidemic (2) was published in June 2025. The report provides comparative data to enable analysis of global, regional and country progress in protecting people from the devastating effects of tobacco use. A set of factsheets based on data from this latest report has been produced – of which this is the first – and compare the overall implementation of MPOWER in the WHO European Region with the global picture for each measure separately.

Overall implementation of MPOWER

WHO European Region countries have made substantial progress in tobacco control over the years. However, while many of them have implemented stringent measures in line with the WHO FCTC, there remains a significant variation in policy adoption and implementation across the Region.

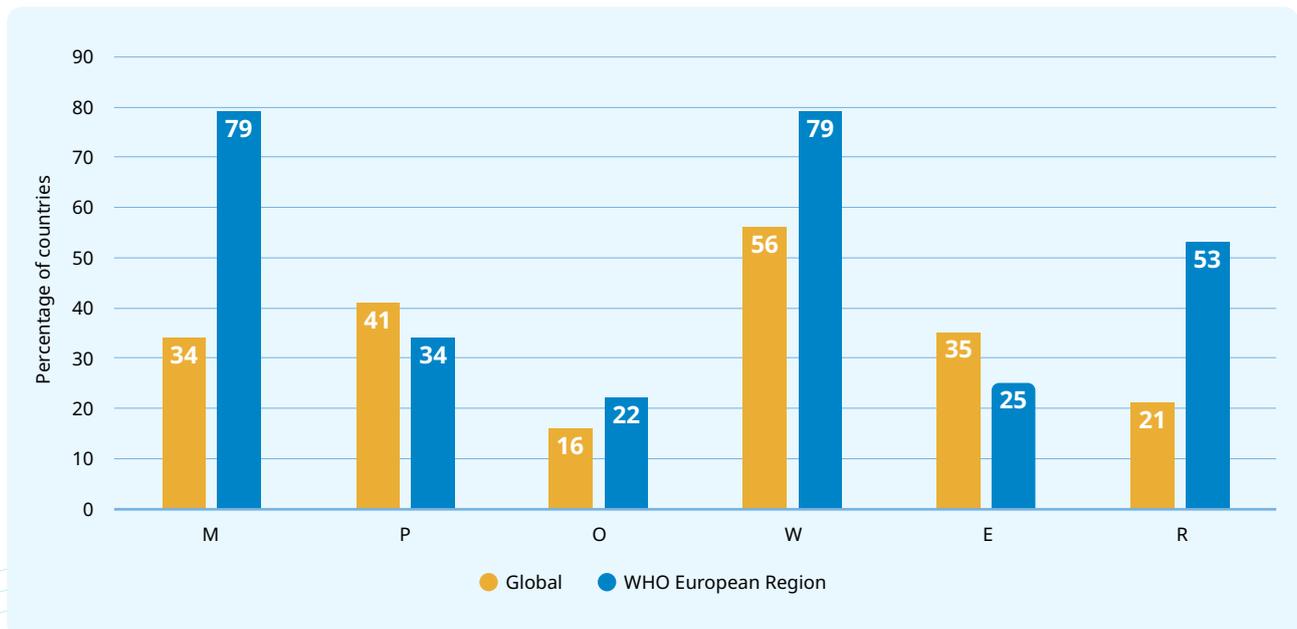
Fig. 2 shows the adoption of MPOWER measures at the recommended level in WHO European Region countries since 2007 and demonstrates both significant achievements and notable areas where progress has been slow, while Fig. 3 compares the progress in the WHO European Region with the global situation.

Fig. 2. Number of WHO European Region countries with MPOWER measures at the recommended level, 2007–2024



Notes: W-MM is a component of W (warn about the dangers of tobacco) and stands for mass media campaigns.
Source: redrawn from WHO data (2).

Fig. 3. Percentages of countries that are implementing MPOWER at the recommended level, European Region versus globally, 2024



Source: WHO (2).

Key messages

- ▶ Most countries in the European Region (79%) are performing well in the measures **monitoring tobacco use and prevention policies (M)** and **warning about the dangers of tobacco (W)**.
- ▶ The Region is also performing better than globally on **raising taxes (R)** (53% versus 21%), however the progress has plateaued in recent years, raising concerns about the growing affordability of tobacco.
- ▶ The measure of **offering support (O)** to quit is at the level of best practice in only 12 countries; another 38 countries offer some level of support.
- ▶ The number of countries implementing best-practice **mass media campaigns (W-MM)** with a comprehensive communication approach has been decreasing over the past years – from 16 countries in 2018 to just 10 in 2024.
- ▶ The percentage of countries with **comprehensive smoke-free laws (P)** is lower in the European Region than globally (34% and 41%, respectively). As 23 countries have partial laws, more countries should introduce comprehensive smoke-free laws to protect people from the harms of second-hand smoke.
- ▶ Thirteen countries in the Region enforce bans all forms of **advertising, promotion and sponsorship of tobacco products (E)**, but the proportion is lower than globally (25% versus 35%).
- ▶ Enforcement of bans on advertising and protection from tobacco smoke lag significantly. These areas are critical to reducing exposure to and uptake of tobacco and related products, particularly among vulnerable populations such as youth.
- ▶ Implementation of all MPOWER measures should be improved both in the Region and globally.

The WHO *Global action plan for the prevention and control of noncommunicable diseases 2013–2020 (3)*, now extended to 2030, includes the target of reducing the global prevalence of tobacco use (both smoke and smokeless tobacco) by 30% by the year 2025 relative to 2010. The European Region has regular national surveys covering 99% of its population. These survey data allow the measurement and projection of tobacco use trends and show – as indicated in Table 1 – that:

- ▶ 11 countries are likely to achieve at least a 30% relative reduction in tobacco use by 2025 if they continue to implement tobacco-control measures at the current pace;
- ▶ 30 countries are likely to achieve a decrease in prevalence, but less than 30%;
- ▶ seven countries are unlikely to have a significant change in prevalence;
- ▶ two countries are likely to have an increase in prevalence; and
- ▶ for three countries, there are not enough data to calculate a trend.

Table 1. Progress towards meeting tobacco reduction targets in the WHO European Region as of 2024

Countries that....				
ARE LIKELY TO ACHIEVE A 30% RELATIVE REDUCTION	ARE LIKELY TO ACHIEVE A DECREASE IN PREVALENCE BUT LESS THEN 30%	ARE UNLIKELY TO EXPERIENCE A SIGNIFICANT CHANGE IN PREVALENCE	ARE LIKELY TO EXPERIENCE AN INCREASE IN PREVALENCE	DID NOT HAVE ENOUGH DATA TO CALCULATE THE TREND
Austria, Denmark, Estonia, Finland, Iceland, Ireland, Norway, Poland, Sweden, Turkmenistan, United Kingdom	Albania , Armenia, Azerbaijan , Belarus, Belgium, Bosnia and Herzegovina, Bulgaria, Cyprus, Czechia, Georgia, Germany , Greece , Hungary, Israel, Italy, Kazakhstan , Kyrgyzstan, Latvia, Lithuania, Luxembourg, Malta, Netherlands (Kingdom of the) , Romania, Russian Federation, Slovakia, Slovenia, Spain, Switzerland, Ukraine , Uzbekistan	Andorra, Croatia, France, Montenegro, North Macedonia, Serbia, Türkiye	Portugal, Republic of Moldova	Monaco, San Marino, Tajikistan

Notes: eight countries (in bold) are not on track for the 30% reduction target but close to achieving it, with a 25% reduction or more. Two of these countries have not completed a national survey in the past five years, and just one new survey may move them into the target-achieving group. The other six would need only a small shift in policy, such as stronger enforcement, raised prices or increased investment in cessation support, to achieve a greater impact on reducing prevalence.

The European Region as a whole has a slow rate of decrease in the prevalence of tobacco use, currently indicating a 19% relative reduction between 2010 and 2025 (4).

The European Region also has the second lowest population share (after the Western Pacific Region) in their on-track countries, with only 17% of its population living in the 11 on-track countries (Table 2).

Table 2. Status of tobacco use prevalence reduction target in the WHO European Region, proportion of the Region's population in each category, 2024

Proportion (%) of the European Region population (all ages) living in countries that...					
are likely to achieve at least a 30% relative reduction	are likely to achieve a decrease in prevalence, but less than 30%	are unlikely to have a significant change in prevalence	are likely to have an increase in prevalence	did not have enough data to calculate a trend	were assessed in total
17%	63%	18%	1%	1%	100%

Source: WHO (4).

Tobacco control is a core element on the Sustainable Development agenda, with the health goal of the Sustainable Development Goals (SDGs) explicitly calling for the implementation of the WHO FCTC (SDG 3.a) in recognition of the impact of tobacco-related diseases – with more than 7 million deaths each year – on development. As the data show, despite many achievements, progress in adoption and implementation of tobacco control policies and measures remains uneven. Bolder tobacco control measures should be adopted and implemented by Member States to ensure that none are left behind and that the time-bound commitments set out in the WHO FCTC and the SDG targets relevant to tobacco control can be met by 2030.

References¹

1. MPOWER [website]. World Health Organization; 2025 (<https://www.who.int/initiatives/mpower>).
2. WHO report on the global tobacco epidemic, 2025: warning about the dangers of tobacco. Geneva: World Health Organization; 2025 (<https://iris.who.int/handle/10665/381685>). License: CC BY-NC-SA 3.0 IGO.
3. Global action plan for the prevention and control of noncommunicable diseases 2013–2020. Geneva: World Health Organization; 2013 (<https://iris.who.int/handle/10665/94384>).
4. WHO global report on trends in prevalence of tobacco use 2000–2024 and projections 2025–2030. Geneva: World Health Organization; 2025 (<https://iris.who.int/handle/10665/383060>). License: CC BY-NC-SA 3.0 IGO.

¹ All references were accessed 14 November 2025.